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J/03-02/SR ORIGINAL: English

# COMMISSION FOR ENVIRONMENTAL COOPERATIONOF NORTH AMERICA Joint Public Advisory Committee Session No. 03-02

# 23–25 June 2003 Washington, DC

# Summary Record<sup>1</sup>

The Joint Public Advisory Committee (JPAC) of the Commission for Environmental Cooperation (CEC) of North America held a regular session on 23–25 June in Washington, DC, in conjunction with the Tenth Regular Session of the CEC Council and immediately following a Plenary Session on the CEC North American Environmental Enforcement Compliance Cooperation Program (EWG). A JPAC workshop on CEC Assessments of Transboundary Air Issues was also held jointly with the North American Air Working Group (NAAWG).

This Summary Record reports on each agenda item, records all decisions made by the Committee and identifies action items and responsibilities. (See Annex A for the agenda, Annex B for the list of participants, Annex C for a record of the Workshop on CEC Assessments of Transboundary Air Issues, Annex D for the record of the Plenary Session on the CEC North American Environmental Enforcement Compliance Cooperation Program, Annex E for a letter to the Chair of the EWG and Annex F for a letter to the Chair of the NAAWG).

Previous summary records, advice from JPAC to Council and other JPAC-related documents may be obtained from the JPAC Liaison Officer's office or through CEC's web site at <a href="http://www.cec.org">http://www.cec.org</a>.

# Welcome and overview by the Chair

Gustavo Alanís-Ortega, the JPAC Chair, welcomed everyone to Washington, DC. He introduced Dan Christmas, the new member from Canada, then asked the JPAC members to introduce themselves to the participants. He explained that JPAC would be meeting in-camera with the Council and he encouraged the public provide comments on matters that could be brought to Council's attention.

# Approval of the agenda

The agenda was approved as prepared.

Final Version

<sup>&</sup>lt;sup>1</sup> DISCLAIMER: Although this summary was prepared with care, readers should be advised that while JPAC members have approved it, it has not been reviewed nor approved by the intervenors and therefore may not accurately reflect their statements.

# Report from the National and Governmental Advisory Committee Representatives

The Chair was pleased to announce that Mexico had recently reconstituted its National Advisory Committee (NAC). He then invited the representatives of the National and Governmental Advisory Committees (NACs and GACs) to make brief presentations.

The Chair of the US NAC explained that that committee had met in May to develop Advice to the US EPA Administrator in advance of the Council session. He also noted that the committee has eight new members out of 12, representing the private sector, the environmental community and academia. He reviewed the highlights of their advice:

- First, the US NAC strongly supports adoption of the Strategic Plan for North American Cooperation in the Conservation of Biodiversity, but notes that the CEC has limited resources and will need to find partners for implementation.
- Concerning a meeting of trade and environment ministers, the lack of an agenda and clear
  deliverables is being given by the Parties as the reasons for delay. The US NAC, therefore,
  has recommended a series of deliverables for such a meeting, including NAFTA Chapter 11,
  kicking off a North American corporate stewardship program, instructing the CEC
  Secretariat to add investment effects to its trade effects work and ensuring that NAFTA be
  updated to keep pace with new international trade agreements.
- The US NAC shares JPAC's concerns on Articles 14 and 15 regarding recent decisions to focus on specific allegations and, particularly, noted problems of inefficiency, inherent conflict of interest, interference with the independence of the Secretariat and the tacit interpretation of provisions without going through the process adopted by Council Resolution 00-09. The US NAC is also very concerned with the lack of follow-up and recommended that the CEC follow up its factual records, noting that the CEC Enforcement Working Group could be a mechanism.
- The US NAC feels that the NACs and GACs should participate in the NAAEC ten-year review.

The Chair of the Canadian NAC expressed pleasure that the new Executive Director was now confirmed and he would be inviting him to their next meeting. He thanked the Acting Executive Director for his excellent work of the past year. He then explained that the committee continues to encourage other provinces in Canada to sign on to the NAAEC, noting that the ten-year review of NAFTA/NAAEC is a good opportunity to highlight the lack of participation. In the same context, he expressed hope that the ten-year review would spend some time evaluating public participation efforts and assessing successes and failures—trying to establish what has changed as a result of public participation efforts? He explained the importance of working more with local governments, where decisions are being made that effect people on a day-to-day basis. The Canadian NAC strongly urges a meeting between trade and environment ministers. He noted that the committee was developing an Advice on NAFTA Chapter 11. He thanked the CEC for its work on children's health and the environment—citing progress on risk assessment and indicators—and he suggested that the initiative should become a cross-cutting program within the CEC. The NAC would like to see more a focused follow-up to the Secretariat's Article 13 report on electricity and more work on global warming. Finally he encouraged JPAC to continue to push for improved public involvement within the CEC and in other venues such as the Free Trade of the Americas Agreement.

A member of the new Mexican NAC expressed optimism for the work of their new committee. The committee has representation from academia, NGOs, the private sector, and indigenous communities. They are preparing a web site as a tool for communication. He reported on work now underway with Profepa for reporting environmental information.

The Chair of the US GAC noted that the 10-year review of NAFTA/NAAEC was a priority for the committee. The committee is pleased that the CEC North American Air Working Group (NAAWG) is now operational, as they had been concerned with lack of progress. He suggested that the working group should focus on standards and involve all levels of government. He expressed support for the US NACs recommendation for work on corporate stewardship in the environment and trade program. Regarding Articles 14 and 15, the US GAC remains very concerned about the integrity and independence of the process and urged JPAC to remain vigilant. The US GAC is pleased with progress on children's health and the environment and will continue to support this work.

# NAAEC Articles 14 and 15: Review of Council Resolution 00-09

A member of the JPAC Working Group on Articles 14 and 15 reviewed its proposal for addressing the outstanding issues of: (a) limiting the scope of factual records, including what is evolving with recent decisions into interpreting what constitutes sufficient information to support an allegation of failure to enforce, and (b) the review of Council Resolution 00-09.

JPAC approved the proposal for a public review of these matters and would inform Council of this decision during the in-camera session. JPAC also decided that it would remind Council that by agreeing to work within the framework of Council Resolution 00-09 it has not ceded its authority under NAAEC Article 16(4) to provide advice on any matter within the scope of the NAAEC.

It was also agreed that a legal consultant be engaged to assist in preparing for the review by analyzing the four outstanding factual records once they are made public.

Action: JPAC, Secretariat

# Review of Council's responses to JPAC Advice 02-12, 03-01 and 03-02

Council replied to Advice 02-12: Re-energizing the Transboundary Environmental Impact Assessment Negotiations, stating: "In our view, the delicate trilateral negotiations would not be well served by the formation of a new negotiating group."

It was agreed that this reply was simply not acceptable and that JPAC would raise the matter with Council in the in-camera session. If complexity were the issue, NAFTA would never have been signed. Progress is possible. The Chair reported that Mexico had recently submitted a proposal to the US and Canada to try and break the deadlock and JPAC would request details.

**Action: JPAC** 

Regarding Advice to Council 03-1: Seeking Balance between the Interests of the Public and

Investors in the Application of Chapter 11 of the North American Free Trade Agreement and Advice to Council 03-02: Second North American Symposium on Assessing the Environmental Effects of Trade, the Chair reported that no replies had yet been received.

The members expressed extreme frustration at this lack of response and decided to relay JPAC's concern that despite the huge public interest in these topics—as witnessed by the impressive level of discussion at the public meetings in March 2003 in Mexico City—there has been no follow up by Council. This is harming the credibility of the CEC. It was agreed that this message be delivered to Council during the in-camera session.

**Action: JPAC** 

# Discussion and approval of a potential Advice to Council on a long-term strategic plan for the CEC North American Environmental Enforcement and Compliance Cooperation Program

The Chair explained that the working group was proposing that the JPAC Chair send a letter to the Chair of the EWG with recommendations and observations stemming from the Plenary Session on 23 June. An Advice to Council would be premature, given that the EWG is soliciting input on the strategic plan.

A member of the working group reviewed the draft letter, which was shared on screen with the public. A long and substantive discussion followed and instructions for a new draft were given to the JPAC consultant. It was agreed that a new version would be circulated electronically after the meeting for final approval.

Action: JPAC Consultant, Secretariat, JPAC

# Discussion and approval of a potential Advice to Council on CEC Assessments of Transboundary Air Issues

The Chair explained that the working group was proposing that the JPAC Chair send a letter to the Chair of the North American Air Working Group (NAAWG) with recommendations and observations stemming from the workshop on 24 June. An Advice to Council would seem premature, given that the NAAWG had had its first meeting only on 23 June and is just beginning to develop its work plan.

A member of the working group reviewed the draft letter, which was shared on screen with the public. A long and substantive discussion pursued and instructions for a new draft given to the JPAC consultant. It was agreed that a new version would be circulated electronically after the meeting for final approval.

Action: JPAC Consultant, Secretariat, JPAC

# Follow-up of the Tenth Regular Session of the Council of the CEC

The Chair reported on the in-camera session with Council and explained that Council had made the following requests of JPAC:

- Continue to engage the public in the development of a strategic plan on the air-related issues relevant to North America, in cooperation with the NAAWG.
- Give input on work related to renewable energy throughout North America.
- Provide input on the management and tracking of hazardous waste in North America, in cooperation with the CEC Task Force on the Environmentally Sound Management and Tracking of Hazardous Wastes; and
- Be actively involved in the Ten-year Review of NAFTA/NAAEC.

# JPAC working groups: Member appointments and rotation

Two new working groups were created.

Renewable Energy: Ann Bourget, Dinkerrai Desai, Laura Silvan Hazardous Waste: Cam Avery, Arturo Duran, Carlos Sandoval

# **Next JPAC Meetings**

The Chair reported that the next two meetings of JPAC would be:

2–3 October 2003, in Montreal, Quebec, Canada

A public round table on Articles 14 and 15 (public review of the scoping issue and review of Council Resolution 00-09)

Review of the 2004–2006 Proposed CEC Program Plan and Budget

Regular session of JPAC 03-03

4-5 December 2003, in Miami, Florida, USA

A public meeting on aquatic invasive species, in cooperation with the Conservation of Biodiversity Program

Regular session of JPAC 03-04

The first meeting in 2004 will be in January or February, in conjunction with a public meeting on the Secretariat's Article 13 report on maize. It will take place in Mexico.

# **Concluding comments from JPAC members**

A JPAC member noted that during the in-camera session it was clear that there was no consensus for a meeting with trade and environment ministers, with the US still hesitating. It was suggested and agreed that JPAC send a letter highlighting the dangers associated with not having such a meeting, i.e., lack of credibility and emerging hostility around trade agreements.

**Action: JPAC Chair** 

Regarding future meetings, a discussion took place around the opportunities of linking with other international events to maximize JPAC's exposure and public accessibility. It was also agreed that the idea of holding a meeting in an indigenous community be explored.

It was agreed that the Secretariat would prepare a communication plan for review and include continuing exchanges with the NACs and GACs

**Action: Secretariat, JPAC** 

# **Observers' comments**

- JPAC and the CEC are woefully underfunded. There is not enough financial support for participants—only those who can afford to travel can come to the meetings.
- JPAC should be an advocate for the highest standards in pollution prevention. The capacity of human beings to deal with pollution does not change when they cross a border. New technologies, increased efficiency and alternative energy should be explored. (JPAC replied that it sees this area as very important and will continue to push it.)
- Having a meeting in an indigenous community is an excellent idea. Indigenous peoples have special environmental problems to deal with, such as intellectual property rights and inappropriate laws.
- The nuclear industry is re-emerging in the United States. This should be watched closely.

The Chair thanked the public, the members of JPAC, and its staff and voiced special appreciation for the work of the interpreters, then adjourned the session.

Prepared by Lorraine Brooke

APPROVED BY JPAC MEMBERS ON 18 JULY 2003



# Commission for Environmental Cooperation (CEC) of North America

# Tenth CEC Regular Session of the Council and Joint Public Advisory Committee (JPAC) Meetings

23-25 June 2003 Renaissance Mayflower Hotel 1127 Connecticut Avenue North West Washington, D.C., USA Phone: (202) 347-3000• Fax: (202) 776-9182 Toll Free: 1-800-228-7697

Preliminary Program of Public Events (as of 12 June 2003)

Treminiary Program of Fubic Events (as of 12 June 2003)				
Sunday, 22 June 2003				
18:00-20:00	Accreditation of participants			
		Monday, 23 June 2003		
7:30–20:00	Accreditation of participants			
8:30-17:30	Public Plenary Session on CEC North American Environmental Enforcement and Compliance Cooperation Program — <i>Grand Ballroom (Promenade Level)</i>			
	8:30-8:45	Opening remarks		
		<ul> <li>Gustavo Alanís-Ortega, Chair of the Joint Public Advisory Committee</li> </ul>		
		• Jose Campillo, Attorney General for the Protection of the Environment,		
		Profepa, and Chair of the EWG		
		Tim Whitehouse, Head of the CEC Law and Policy Program		
	8:45-9:30	Brief overview of country enforcement priorities		
		<ul> <li>Phyllis Harris, Deputy Assistant Administrator, Office of Enforcement and Compliance Assurance, US EPA</li> </ul>		
		<ul> <li>Daniel Couture, Deputy Director of Enforcement Branch, Environmental Protection Service, Environment Canada</li> </ul>		
		<ul> <li>Gabriel Calvillo, Director of Federal Environmental Crimes and Litigation, Profepa</li> </ul>		
	9:30–10:15	Question period		
	10:15-10:30	Break		
	10:30-11:30	Presentation of the North American Working Group on Environmental Enforcement and Compliance Cooperation (EWG)		
		<ul> <li>General overview of the EWG, by Alejandra Goyenechea, Director for International Affairs, Profepa, and alt-Chair of the EWG</li> </ul>		
		<ul> <li>Presentation on the Illegal Traffic of Ozone-depleting Substances, by Bruce Pasfield, Assistant Chief, Environmental Crimes Section, Environment and</li> </ul>		

Natural Resources Division, US Department of Justice

#### **Preliminary Program of Public Events**

- Presentation on the Environmentally Sound Management and Tracking of Hazardous Wastes, by Rick Picardi, Office of Solid Waste, US EPA
- Presentation on Wildlife Enforcement, by Yvan Lafleur, Director of Wildlife Enforcement, Environment Canada, and Co-chair of the North American Wildlife Enforcement Group (NAWEG)
- Presentation on Environmental Management Systems, by Lorenzo Thomas, Director of Environmental Auditing, Profepa

11:30–12:30 Question period

#### **12:30–14:00 Lunch** (not provided)

# Public Plenary Session on CEC North American Environmental Enforcement and Compliance Cooperation Program (cont'd) — Grand Ballroom (Promenade Level)

14:00–15:00 Long-term Strategic Plan for the CEC North American Environmental Enforcement and Compliance Cooperation Program

- Alejandra Goyenechea, Director for International Affairs, Profepa, and alt-Chair of the EWG
- Phyllis Harris, Deputy Assistant Administrator, Office of Enforcement and Compliance Assurance, US EPA
- Daniel Couture, Deputy Director of Enforcement Branch, Environmental Protection Service, Environment Canada
- Gabriel Calvillo, Director for Federal Environmental Crimes and Litigation, Profepa

15:00–17:30 Participants' input17:30 End of plenary session

17:30-18:00 Break

18:00–19:30 Welcoming Reception: Official Opening of the 10<sup>th</sup> Regular Session of the Council and launching of Itinerant Exhibit: Janos and the Grasslands of North America — *State Room (Promenade Level)* 

# Tuesday, 24 June 2003

8:00-17:00	Accreditation	of participants	
8:30-11:45	JPAC Workshop on CEC Assessments of Transboundary Air Issues — Grand Ballroom (Promenade Level)		
	8:30–8:35	Opening remarks by Gustavo Alanís-Ortega, Chair of the Joint Public Advisory Committee	
	8:35–9:20	Presentations of the CEC North American Air Working Group (NAAWG) Representatives	
	9:20–9:30	Overview of CEC Assessments of Transboundary Air Issues by Paul Miller, CEC Program Manager, Pollutants and Health	
	9:30–10:15	Public input on how to conduct a comparative study of air management systems across North America	
	10:15-11:00	Public input on how to conduct a survey to obtain information on the comparability of North American environmental standards for power plants	
	11:00–11:45	Public input on how to identify, explore and address issues related to how emissions trading systems might evolve in North America	

#### **Preliminary Program of Public Events**

#### 11:45-12:00 Break

# 12:00–13:15 Opening of JPAC Regular Session 03-02 \*\* Part I— Grand Ballroom (Promenade Level)

- Approval of the provisional agenda
- Report from the National and Governmental Advisory Committee representatives
- Review of Council Resolution 00-09: Matters related to the Articles 14 and 15
- Review Council's responses: JPAC Advice 02-12, 03-01 and 03-02
- Observers' comments

# **13:15–14:15 Lunch** (not provided)

#### 14:15–16:15 Public Portion of the Council Session — Grand Ballroom (Promenade Level)

- Opening of the Public Session
  - Welcoming Remarks by Christine Todd Whitman, Administrator US Environmental Protection Agency
  - Introduction on the conduct of the Session by Gustavo Alanís-Ortega, Chair of the Joint Public Advisory Committee
- Oral statements by pre-selected presenters grouped under the four CEC program and Specific Obligations under NAAEC, followed by comments from the three Council members:\*
  - Environment, Economy and Trade
  - Conservation of Biodiversity
  - Pollutants and Health
  - Law and Policy
  - Specific Obligations under NAAEC
- Closing remarks by Christine Todd Whitman, Administrator US Environmental Protection Agency

# Wednesday, 25 June 2003

#### 8:00–13:00 Accreditation of participants

# 9:00-12:30 JPAC Regular Session 03-02 \*\* Part II — Grand Ballroom (Promenade Level)

9:00–10:30 Discussions and approvals of potential Advice to Council

- Discussion and approval of a potential Advice to Council on Environmental Enforcement and Compliance Cooperation (EWG) and a long-term strategic plan for the working group
- Discussion and approval of a potential Advice to Council on Emerging Air Quality Issues in North America

10:30-11:00 Break

11:00–12:30 Follow-up and observers' comments

- Follow-up of the Tenth CEC Regular Session of the Council
- JPAC working groups: Member appointments and rotation
- Next JPAC meetings
- Observers' comments

#### 12:30 End of the sessions

<sup>\*</sup> See the registration form for details on the procedure for the selection of oral statements

<sup>\*\*</sup> Session open to the public as observers

# X° session ordinaire du Conseil, 23, 24 et 25 juin 2003, Washington DC, USA Décima sesión ordinaria del Consejo, 23, 24 y 25 de junio de 2003, Washington DC, USA Tenth Regular Session of the Council, June 23, 24 and 25, 2003, Washington DC, USA

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(as of 4 July 2003)

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# JPAC Workshop on CEC Assessments of Transboundary Air Issues

# 24 June 2003 Washington, DC

# Summary Record<sup>1</sup>

# **Opening Remarks**

Gustavo Alanís-Ortega, the 2003 Chair of the Joint Public Advisory Committee (JPAC) of the Commission for Environmental Cooperation (CEC), welcomed everyone to the workshop and explained that, following the presentations, comments from JPAC and the public would be solicited on the areas and questions that had been circulated in advance of the meeting. He explained that the results of the discussion would be reported to Council during an in-camera session later in the day.

# **Overview of CEC Assessments of Transboundary Air Issues**

Paul Miller, CEC Program Manager, Pollutants and Health, explained that this was the first meeting of the North American Air Working Group (NAAWG) and that the areas under discussion in this session emerged from the CEC's Article 13 study on the electricity market. In 2002, the Council Communiqué identified areas for further work. The scope of the work program has not yet been determined and input is being sought from JPAC and the public on what would be the most fruitful area for CEC involvement in this area, understanding this is a multiyear effort and that resources are limited? Possibilities include:

- 1. Conduct a comparative study of the air quality standards, regulations, planning and enforcement practices at the national, state/provincial and local levels in the three countries, building on previous research and work undertaken by the CEC on the air management systems of the three countries.
- 2. Conduct a survey to obtain information on the comparability of North American environmental standards governing construction and operation of electricity generating facilities.

Comments from the public and JPAC included:

surv

- Work on pollution prevention would be more interesting and productive rather than surveying legal systems—something that would take years.
- How will JPAC and the NAAWG coordinate their work? We must ensure that we are not "going over the same ground, plowing separate furrows."

DISCLAIMER: Although this summary was prepared with care, readers should be advised it has not been approved by the intervenors or the Parties and therefore may not accurately reflect their statements.

- It was suggested that the process used for multi-stakeholder participation in developing air emissions standards in Alberta be explored as a model—a process where industry, government and NGOs are engaged in developing a consensus and decisions are then implemented by government. There has been a high degree of successful implementation and compliance. The web site is <www.casahome.org>.
- It is difficult to develop a methodology to assess cumulative impacts and risks. We have to make sense of what has happened in relation to public health.
- Other parts of the CEC Air Program are working on point sources and emissions inventories and developing information for models of air quality planning. Are methods transferable? Can there be common methods: for example, there is no equivalent to backyard pottery kilns as point sources in Canada or the US?
- Some countries have very heavily damaged ozone layers. It is important to work on risk-based standards. Many already exist and should be explored. (Mr. Miller made it clear that it is not the intention to develop standards, rather to generate information to inform decision-makers.)
- There seems to be a strong focus on research in an effort to better understand the various ways the tree countries are handling air quality issues. How could this be complemented with reduction and prevention goals?
- The work needs to be focused. We have a good study on electricity. The point is—what is the impact? We should now get down to issues and measures. A graduate student could do this in six months. We are getting lost in backyard kilns when we should be focused on electricity facilities in our air sheds. What are the transboundary impacts of electricity plants?
- Where is the working group in this discussion? They were supposed to give us details. We are wasting our time, just chatting. We have no context. They were supposed to make presentations at the beginning. (It was explained that they were in an in-camera session with the Council and would arrive later).
- We are disappointed by the lack of progress of the working group. There are many serious issues to look at. For example, 30 permits from out-of-state developers for electricity facilities are being reviewed in Arizona alone.
- We should also be looking at related water-use issues. The proliferation of electricity generating plants creates huge demands for water. These are clearly transboundary matters. Also, the transmission lines often go through the poorest neighborhoods or sites of historical and ecological value. I would want the working group to issue guidelines on how to approach the problem in local areas.
- How do we get down to business in the areas and communities where problems exist? We have already done our own research with the American Lung Association and Harvard University. What we need now is a commitment to support the campaigns that already exist in our countries. We are not asking that the facilities be shut down, simply that they be updated and use modern filtration techniques to reduce up to 90 to 95% of the emissions. (The speaker was referring specifically to facilities in the area of Chicago.)
- There are 50 mega plants being planned along the Mexican border. Over 1 million people will be affected. These are US companies operating in Mexico. They are engaged in "CO<sub>2</sub> laundering."
- As a final conclusion, you should adopt the highest standards in all three countries.

- Energy efficiency and new technologies should also be part of the work. The air work should also be linked with the CEC's work on biodiversity, children's health and enforcement. Also, the work plan should look at initiatives for public education. Governments are doing a lot of work in this area.
- We should be focusing on reduction and prevention for environmental protection and human health. Examples exist of programs to replace farming equipment with internal combustion engines with more efficient technologies. The result is energy efficiency and cleaner water.
- We are off into all kinds of different directions. We should be looking at the best and highest standards in all three counties as a goal and focus on the electricity industry and border issues.

# The NAAWG members presentations

The NAAWG Chair explained that the working group had convened in conformity with CEC Council Resolution 02-04, "North American Air Working Group," and had held its first meeting the previous day, on 23 June.

The mandate of the group includes the development of a long-term strategic plan with a commitment to include the public. A timeline has now been approved and distributed to JPAC. A further public meeting will be organized early in 2004 on a draft strategic plan. Clearly, electricity should be the focus and developing a trinational initiative for the energy sector will be a first goal. The group will also look at transportation, including rail and marine.

Another member explained that the group would also be looking to develop a pilot project on monitoring at a border area. The strategic vision will also include technical questions and a commitment to consult the public on related social issues. Capacity building and developing new technologies are key, particularly for Mexico.

# Comments from the public and JPAC included:

- Are there specific plans to involve the private sector, including small and medium-size enterprises (SMEs)?
- Smaller enterprises are a real challenge. We will need to make specific efforts [with them].
- We need to ensure that efforts are not redundant or duplicative of other work already going on bilaterally or within the private sector.
- Look at private sector strategies for pollution prevention together for more effective results.
- Encouraging the use of public transportation through urban planning is where it all begins—this is where the behaviour of individuals can be positively affected. Urban design determines vehicle use.
- Along with the timeline, we need to see a proposed outcome. We are straying from the original mandate—transboundary issues around electricity generation. What is attainable in 12 months? What can we actually improve in the three countries?
- Canada will be revisiting Canada-wide standards for ambient levels—and the US/Canada ozone agreement that sets caps. This will lead to concrete action.

# 3. Identify, explore and address issues related to barriers, challenges, opportunities and principles under which emissions trading systems might evolve.

- On emissions trading, given that Canada and US have already committed to a feasibility study on how to conduct emissions trading between the two nations (see bilateral agreement: *Strengthening Our Cooperation for Cleaner Air*, signed on 22 June 2003, in Washington, DC) what more can we add? We should urge them towards success rather than spend scarce resources on the same issue.
- Work with such agreements to explore potential for trinational applications.
- What is the status of the CEC-sponsored pilot project on greenhouse gas trading in Mexico? Mr. Miller replied that no decision has yet been taken and opportunities were being explored.

In conclusion, JPAC stated that the meeting was perhaps premature and that the questions posed are highly technical and would best be explored by the NAAWG. JPAC could be much more involved in commenting on a substantive document.

Mr. Miller thanked all the participants and reiterated the commitment to continued public involvement in the development of the work plans.

Prepared by Lorraine Brooke 7 July 2003



# Public Plenary Session on CEC North American Environmental Enforcement and Compliance Cooperation Program

# 23 June 2003 Washington, DC

# Summary Record<sup>1</sup>

# **Opening Remarks**

Gustavo Alanís-Ortega, the 2003 chair of the Joint Public Advisory Committee (JPAC) of the Commission for Environmental Cooperation (CEC), made introductory remarks. He explained the mandate and role of JPAC. In its Advice to Council 02-11 on the proposed CEC Program Plan and Budget for 2003–20005, JPAC recommended that a public meeting with the North American Environmental Enforcement and Compliance Working Group (EWG) be held in conjunction with the June 2003 Regular Session of Council to seek input on a long-term strategic plan.

In March 2003, JPAC met with the EWG to present a draft agenda for the June joint meeting and outlined a possible long-term strategic plan as follows:

- 1. Identify gaps in domestic legal systems and international agreements that may impede transboundary enforcement cooperation, focusing on:
  - a) The movement of substances that pose a threat to public health, the environment, and endangered species; and
  - b) Instances where a Canadian, Mexican or a US company may have "used the border as a shield" to avoid environmental liability in another NAFTA country (i.e., a *Metales y Derivados* type of situation).
- 2. Provide recommendations to Council on building up information systems and improving domestic legal systems and policies based on the gaps identified in the first point.
- 3. Seek linkages related to enforcement issues with the other CEC programs, in particular, with Pollutants and Health.
- 4. Promote transparency in the development and the implementation of the EWG program to maximize public involvement.

The JPAC chair encouraged the active participation of the attending public to assist JPAC in developing a focus for its continuing involvement with the North American Environmental Enforcement and Compliance Working Group (EWG).

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<sup>&</sup>lt;sup>1</sup> DISCLAIMER: Although this summary was prepared with care, readers should be advised it has not been approved by the intervenors or the Parties and therefore may not accurately reflect their statements.

José Campillo Garcia, chair of EWG, presented the draft Strategic Plan. He stressed the importance of developing networks, focusing on trade in hazardous waste, and training customs agents. He further explained that an upcoming CEC Workshop on Environmental Legislation will focus on gaps in legal systems that could prevent effective cooperation, the need for increased cooperation and coordination, the importance of voluntary mechanisms, including working with small and medium-size enterprises, and the role of citizens.

Tim Whitehouse, head of the CEC Law and Policy Program, welcomed the participants and explained the purpose of this public session—stressing the power of public knowledge and the need to focus on issues and concrete results that improve the environment and protect public health. He thanked JPAC for its involvement.

# **Overview of Country Enforcement Priorities**

# Office of Enforcement and Compliance Assurance, US EPA

Phyllis Harris, deputy assistant administrator for the US EPA, thanked JPAC for pursuing transparency and public participation. She explained that the US EPA also strives for public participation in identifying priorities and has recently produced a policy document on public participation. She described the "Smart Enforcement" program, which uses the most appropriate tools to address the most significant problems and achieve the best outcomes:

- Addressing significant environmental and public health compliance problems,
- Using data,
- Using the most appropriate tool to achieve the best outcome,
- Evaluating effectiveness, and
- Evaluating outcomes.

She elaborated on her agency's support for environmental management systems, corporate environmental stewardship and generating environmentally relevant information, along with the need for public disclosure and information sharing.

She explained that EPA's sister agency, the Fish and Wildlife Service is working to restore the nation's enforcement capability by training and hiring new agents with a focus on the illegal trade in wildlife and the conservation of species of international concern.

# **Environmental Protection Service, Environment Canada**

Daniel Couture, deputy director of Environment Canada's enforcement branch, explained the unique challenges in Canada, where jurisdiction is shared with the provinces and territorial governments. The lead federal agencies are Environment Canada and the Department of Fisheries and Oceans. At the federal level, the focus is on wildlife conservation and pollution prevention.

Regarding wildlife, the priorities are:

- Implementing the new Species at Risk Act,

- Determining joint approaches for effective protection, using all available legislation,
- Focusing on organized crime networks, and
- Pursuing intelligence gathering, capacity building and cooperation.

Regarding pollution prevention, the focus is on:

- Transborder hazardous waste, particularly ozone-depleting substances;
- New control instruments, smart regulations, pollution prevention plans, increased focus on biosecurity; and
- Interagency cooperation.

He concluded by saying that Canada is now focusing on enhancing capacity to acquire knowledge and information and apply it to effective enforcement.

# The Federal Attorney for Environmental Protection (Profepa)

Gabriel Calvillo, director of Profepa's Federal Environmental Crimes and Litigation unit, explained recent changes in legislation regarding public disclosure of information and integration of public policy in enforcement. Priorities for Profepa are:

- Inspection and monitoring,
- Enforcing laws,
- Voluntary controls,
- Investigation,
- Illegal traffic in hazardous waste.
- Remediation and fines, and
- Encouraging public involvement in identifying violators.

The strategy for 2003 will be to inspect high-risk facilities, developing voluntary mechanisms particularly for small or medium-size enterprises (SME), air pollution and implementing international obligations (Kyoto).

Concerning natural resources, the priorities are investigation of criminal activities with a focus on forests, implementation of international conventions, biotechnology and genetically modified organisms (GMOs) and data collection.

# **Question Period**

Questions posed included:

In the case of Canada and the US, what are the opportunities of public participation in existing legislation?

Also, in Mexico, what is being done to promote public denunciation of violators? Finally what does each country want to do to better enforce their laws?

Replies:

In the US, there are many areas for public participation, including the Toxics Release Inventory (TRI) and other data systems, citizen suit provisions, and public comment on settlements, to name a few. Through the regional offices, citizens can make reports and file complaints. The Superfund provides for extensive public participation in clean up. Just recently, Governor Whitman released a policy on public participation in all EPA programs.

In Canada, regarding pollution prevention the Canadian Environmental Protection Act (CEPA) allows a citizen to request an investigation. Reports that are produced for parliament are public documents. A new web site—Greenline—provides all this information along with a registry of cases and enforcement actions.

Canada has committed new resources to increase the number of inspectors and enforcement officers. Under CEPA, they are accorded the same powers as peace officers.

In Mexico, the media and the Internet are used to encourage citizen complaints. However, it is understood that a large part of the population does not have access to electronic media and so new means of communication are being developed. There is now a new unit on illegal activities that publishes lists of violators. New programs for environmental controls are also being developed especially for SMEs.

# Question/comment:

JPAC is trying to establish links between environment performance and financial performance. How is this being pursued in the three countries?

# Replies:

In the US, the EPA has been working with the Securities and Exchange Commission (SEC) on issues related to the disclosure of environmental information, particularly the disclosure of environmental legal proceedings, in accordance with SEC's existing regulations. EPA shares information with the SEC on an ongoing basis for investigation and enforcement purposes.

In Canada, there is no such formal agreement. In specific investigations, Environment Canada works with the Royal Canadian Mounted Police to make the link with financing.

# Question/comment:

How are indigenous peoples involved in setting standards for enforcement and compliance? In Canada, for example, the situation is quite adversarial. Efforts are required to change that. Indigenous peoples have their own customs and elders should be involved in developing enforcement mechanisms. For indigenous peoples, the main test is whether or not the environment remains healthy—then the people will be healthy. There exist international conventions (Convention on Biological Diversity and Convention 169, concerning Indigenous and Tribal People in Independent Countries, of the International Labour Organisation) where the rights of indigenous peoples are recognized. These need to be implemented domestically. One way is to allocate the resources necessary to build capacity for indigenous peoples to do their own monitoring and enforcement.

# Replies:

In Canada, there are requirements to consult with indigenous peoples (and others) when developing new regulations. In many instances, partnership agreements are developed with individual aboriginal communities. Clearly more is needed.

In the US, the government has a fiduciary responsibility with tribes. The focus is on capacity building to help them develop and administer their own programs and set their own standards on tribal lands. Key areas where the EPA is focusing are on drinking water and management of solid wastes.

In Mexico, Profepa concentrates on supporting community controls to implement the law. There are continuing efforts to develop better mechanisms to involve indigenous peoples in conservation and land issues.

# Question/comment:

We attempt to measure enforcement by counting violations and complaints rather than by measuring results. Laws and regulations should be tools, not goals. What is the impact of legislation on the environment should be the key question. In Mexico, enforcement could be improved by providing regular updates and information on regulations. Lack of information and the complexity of the system encourage noncompliance. Also, salaries of inspectors need to be increased. The turnover is too high and corruption results. At the border, more resources are required for the volume of traffic. The border is paralyzed by load-by-load inspections.

# Replies:

In Mexico, we agree that we should not be measuring compliance by counting complaints and violations and rather should be developing new indictors to measure results. We also agree that there is a need to improve training and salaries and develop a cadre of professionals who will stay on the job.

In the US, the Smart Enforcement program is moving away from just counting complaints and violations and looking at ways to measure outcomes. More effort is also needed on identifying geographic areas. The EPA also encourages companies to submit remedial projects in lieu of fines (supplemental environmental projects).

# Question/comment:

There is an urgent need to develop a trilateral cooperative approach to regulating cruise ships. There are 2000 calls per day in Cozumel for example! There are huge damages to the coral reefs. How can the CEC help?

# Replies:

This will be a topic for the EWG. It is a serious problem in all three countries. This is a prime area for international cooperation.

# Question/comment:

Regulations and legislation need to be more flexible and respond to community situations. For example, in many instances local police cannot enforce laws and yet it is at the local level that day-to-day effects are encountered and suffered by local people. Coal-fired power plants located close to poor communities and trucking routes through populated areas are examples.

# Replies:

In the US, coal-fired power plant emissions constitute a major priority for the EPA, as are diesel engines. New regulations will be announced soon. The EPA is proceeding with aggressive negotiations and linking environmental harm to enforcement settlements. Funds are then created to retrofit school buses, for example.

# Question/comment:

The focus on economic development is creating serious problems for indigenous peoples in northern Canada. North of the 50<sup>th</sup> parallel, the lands and waters are essentially still pristine, but that is changing quickly. When a region gets opened up to development, roads are built and non-indigenous peoples move in. Language is lost and culture destroyed. The land is contaminated and wildlife moves out. If the environment is destroyed, we are destroyed.

Inequities in enforcement must be addressed. In the Oaxaca region, for example, an indigenous person was arrested for possessing turtle eggs that are part of his peoples' traditional diet. Turtles are protected. However, in the same area is located one of the country's largest oil refineries, which is known to be severely polluting the waters and destroying turtle habitat—but nothing happens to the owners of the refinery.

# Replies:

In Profepa, there is now a shift from strict environmental protection to environmental justice. This is a good example in support of this shift. There must be a balancing of interests. For example, exemptions should be put in place for plants and wildlife that are part of traditional diets and religious practices of indigenous peoples.

# Presentation on the Illegal Traffic of Ozone-depleting Substances

Bruce Pasfield, assistant chief, Environmental Crimes Section, Environment and Natural Resources Division, US Department of Justice, explained that we are at the peak of the thinning of the ozone layer. In 1920s and 30s, industrial chemicals began to be widely used. In 1950s, the substances that made them so useful were discovered to make them harmful to the ozone layer. Because it takes so long for these chemicals to get up to the ozone layer, we are seeing most effects only now.

The 1978 Montreal Protocol set up a process to gradually phase out the use of these chemicals. From 1978–86 the phase-out schedule was voluntary. Then phase-out caps were created with a target date of 1996 for the elimination of these chemicals by developed countries. Developing countries were given until 2010. From an enforcement standpoint this is a problem.

Mexico is a CFC-producing country, the third-largest in the world, producing 7500 tons of CFCs every year. A good portion exported to other developing countries. Two to five tons come into the US annually through illegal markets. The CEC Task Force has been instrumental in working on solutions. We meet every three to four months and are making good progress.

Mexico is just entering its phase-out schedule, which began in 2000. There is good cooperation on specific cases. The CEC could provide assistance in helping develop a better licensing system in Mexico for tracking that would be more consistent with the systems in the rest of North America. The CEC sponsored a conference in February 2003 in Monterrey, Mexico. Until there is a better legislative framework in Mexico, capacity building will be hampered. Now we need to focus on the second generation of these chemicals—replacement chemicals. They, too, are restricted, with phase-out targets in 2010.

Training also needs to be coordinated between environmental protection, tracking of hazardous wastes, wildlife and trade in endangered species. UNEP, for example, is developing a program to train on all these issues. He urged the CEC to encourage integrated training—to achieve a "Green Customs."

Presentation on the Environmentally Sound Management and Tracking of Hazardous Wastes

Rick Picardi, Office of Solid Waste, US EPA, explained the differences in hazardous waste requirements in the three countries and the mandate received from the CEC Council to work on 'cradle to grave' monitoring in North America. While most substances stay in North America, once they cross a border, they can get 'lost.' This causes hazardous waste "spikes" from one country to another.

He went on to explain the work of the Hazardous Waste Task Force, which focuses not just on enforcement but on achieving a better understanding of the situation. Currently the Task Force is working on a comparative analysis of selected hazardous waste requirements in three countries and identifying tracking processes in each country and assessing the feasibility of linking national tracking systems.

Future work will include a public workshop in cooperation with JPAC on best practices in electronic tracking of hazardous waste, proposing a Council Resolution for 2004, working on environmentally sound management (ESM), possibly developing voluntary guides on ESM best practices, and finally evolving a pilot project on electronic transmission of export notices.

# **Presentation on Wildlife Enforcement**

Yvan Lafleur, director of wildlife enforcement, Environmental Canada, described NAWEG's mandate as:

- Fostering regional approaches to enforcement obligations,

- Building regional capacity and expertise, and
- Sharing information to deliver wildlife enforcement programs.

The group's focus is on combating illegal activities despite the limited resources in each country. He reviewed the capacity building work of NAWEG over the last seven years, as well as other activities in publications, outreach and training. NAWEG is now recognized by international agencies as the contact for the North American region.

NAWEG is open to public involvement in development and direction of the program. It is more difficult, however, to have public involvement in actual cases and investigations.

# Strategic Plan for NAWEG (2002):

- Supports the objective of the trilateral committee (must be trilateral—not bilateral),
- Compatible with the EWG's proposed strategy,
- Supporting the mandates of partners (three countries) in conserving wildlife, and
- Open to public involvement.

# Next Steps:

- More interaction with Caribbean and Central American wildlife enforcement agencies. NGOs and trade industry perspectives are invited.
- Seminars on intelligence gathering, analysis and sharing, wildlife enforcement and management, and invasive species. A lot of illegal trade occurs via the Internet.
- Participation in GWEN—Global Wildlife Enforcement Network.

He noted that funding remains a major limitation in improving capacity and capability.

# **Presentation on Environmental Management Systems**

Lorenzo Thomas, director of environmental auditing, Profepa, explained that the EMS Task Force began in 1996 and he reviewed its work over the past seven years. In June 2000, the Task Force issued a *Guidance Document: Improving Environmental Performance and Compliance – 10 Elements of Effective Environmental Management Systems*. He reviewed those 10 elements. (Please note the document is available on the CEC web site at <www.ccemtl.org>.)

He noted that several years ago, JPAC recommended that CEC move out of this area and leave it to national processes. The Task Force feels that there is still much to do and Council agreed, highlighting the needs in the 2001 and 2002 Council Communiqués. In 2003, the focus of the work will be on training for inspectors and prevention versus penalties.

### Comments:

- EMS is very important for the private sector, particularly for small and medium-size businesses. How can Profepa, with its limited budget, increase the number of inspectors to work with these industries? (JPAC was encouraged to bring this to the attention of Council. The lack of resources is overwhelming in Mexico.)
- It is would be useful to work directly with industry to inventory and evaluate progress.
- It is important to develop indicators of effectiveness to measure the impact of the work—successes and failures.
- Counting seizures can still be a good barometer for measuring the scale of problems.
- The EMS's 10 elements document has been helpful. Now it would be important to acknowledge progress through seals of performance.
- More attention is required on the Mexican border. The situation is becoming dramatic for its impacts on human health. The increase in border patrols has now funnelled people into the harshest areas, resulting in many deaths. People used to drown in the Rio Grande; now they die in the desert. The fences and other 'blocks' are also inhibiting the movement of wildlife. The US is now proposing to build a 10ft-high concrete and steel wall along the border with stadium-level light and a high-speed highway in between. This will have dreadful impacts on people and wildlife.

# Long-term Strategic Plan for the CEC North American Environmental Enforcement and Compliance Cooperation Program

The members presented the long-term strategic plan. It will be put out for a 60-day public comment period and is available on the CEC web site at www.ccemtl.org.

# Comments:

- The infrastructure and technology need to be adequate to implement the plan.
- Ensure that the Parties commit themselves to undertaking the necessary reforms so that the legal framework addresses the deficiencies.
- Keep abreast of what other groups are doing and provide a North American perspective.
- Link with the outcomes from the World Summit on Sustainable Development
- Make training needs more explicit.
- Disseminate information to promote enforcement.
- Link activities with national audit systems (Canada's Environmental Auditor, US Inspector General and Mexico's Attorney General's Office).
- Members of civil society, and particularly indigenous peoples, need to be included in the work.
- Ensure compliance with NAFTA's Chapter 11.
- Engage all levels of government (municipal up to national).
- Prioritize and focus. Do not take on too much at first.
- Pay attention to vulnerable communities and promote environmental justice.

Prepared by Lorraine Brooke 7 July 2003



Joint Public Advisory Committee (JPAC)

Comité Consultivo Público Conjunto (CCPC)
Comité consultatif public mixte (CCPM)

11 July 2003

Mr. Jose Campillo Semarnat Chair of the North American Working Group on Environmental Enforcement and Compliance Cooperation

# **RE:** Follow-up to the Plenary Public Session on the CEC North American Environment Enforcement and Compliance Cooperation Program

Dear Mr. Campillo:

On behalf of the Joint Public Advisory Committee (JPAC), first let me extend sincere thanks to the North American Working Group on Environmental Enforcement and Compliance Cooperation (EWG) for participating in the Plenary Public Session on the CEC North American Environment Enforcement and Compliance Cooperation Program, held on 23 June 2003, in Washington, DC.

While the purpose of the Plenary Session was to consult the public on your draft long-term strategic plan, the country presentations that preceded this discussion were extremely useful and informative, as witnessed by the degree of interest expressed by the public. The frank exchanges between agency representatives and participants were a demonstration of the value and benefits of transparency and dialogue.

Many important comments and recommendations on your work emerged from the Plenary Session, and these will be reported in the Summary Record for this session. However, JPAC feels that several of these merit special mention:

- The need to develop the capacity for measuring impacts of law enforcement on the environment, as well as impacts from the lack of legislation or regulations;
- Disseminating information to encourage and promote compliance;
- Keeping pace with evolving international instruments by ensuring effective involvement of indigenous peoples and affected populations in policy development, the elaboration of appropriate enforcement mechanisms and decision-making, drawing on traditional knowledge and respectful of customary practices; and
- Notice to Council that compliance must be supported by additional investment, particularly in Mexico for training, capacity building, technology transfer and infrastructure development.

Regarding the draft long-term strategic plan specifically, JPAC members raised several points during the session, which we would like to reiterate for your consideration as you develop the final document.

# We would suggest that you:

- Prioritize and re-group the strategic objectives, using risk assessment as a criterion;
- Highlight the need for adjustments to legislation and regulations that will be required for effective implementation;
- Emphasize the need to develop indicators to measure the environmental and health benefits resulting from enforcement actions;
- Engage municipal, indigenous, state, territorial and provincial governments;
- Require the development a strategy for involving industry and the private sector with an emphasis on capacity building and training for small and medium sized businesses;
- Reference the importance of ensuring that the judiciary are knowledgeable in matters related to environmental enforcement and compliance issues;
- Reinforce cooperation with other international agencies and environmental law institutions to provide a North American perspective; and
- Add the words "with environmental legislation" to the end of Objective #10.

We look forward to receiving the final version of the long-term strategic plan following your public comment period. In the fall of 2003, JPAC will be reviewing the Proposed Program Plan and Budget for 2004–2006 and will provide an Advice to Council. At that time we will be in a better position to assess the extent to which it is reflected in your program of work.

Be assured of our continued cooperation.

Sincerely,

[original signed]

Gustavo Alanís-Ortega JPAC Chair for 2003

cc: EWG Members
CEC Alternate Representatives
CEC Acting Executive Director
CEC Head of Law and Policy Program
JPAC Members



Joint Public Advisory Committee (JPAC)

Comité Consultivo Público Conjunto (CCPC)

Comité consultatif public mixte (CCPM)

11 July 2003

Mr. Jeffrey R. Holmstead United States Environmental Protection Agency Chair of the North American Air Working Group

# RE: Follow-up to the Public Workshop on CEC Assessments of Transboundary Air Issues

Dear Mr. Holmstead:

On behalf of the Joint Public Advisory Committee (JPAC), I would like to thank the North American Air Working Group (NAAWG) for participating in our public workshop on CEC Assessments of Transboundary Air Issues, held on 24 June 2003, in Washington, DC.

We understand that you are in the very preliminary stages of developing a strategic plan for this area of work, having met for the first time as a group on 23 June. JPAC attaches a very high priority to air issues and we were very pleased to learn of your desire to work collaboratively with JPAC and the public in the development and implementation of this strategic plan.

At this preliminary stage, we offer the following comments, based on our initial discussion and the input received during the public workshop. We would suggest that you:

- Recall Article 3 of the North American Agreement on Environmental Cooperation, which states that: "[R]ecognizing the right of each Party to establish its own levels of domestic environmental protection and environmental development policies and priorities, and to adopt or modify accordingly its environmental laws and regulations, each Party shall ensure that its laws and regulations provide for high levels of environmental protection and shall strive to continue to improve those laws and regulations";
- Retain a focus on the original mandate issued by Council that attached this work to activities following up the *Article 13 Report on Environmental Challenges and Opportunities of the Evolving North American Electricity Market;*
- Pay special attention to pollution prevention, including energy efficiency, new technologies and alternative energy;
- Include education and outreach aimed at providing the general population and affected communities with up-to-date and reliable information on air quality; and
- Take into account and build on bilateral agreements including progress on developing emissions trading systems that might be applied on a continental basis.

Please take note that a summary record of the session will be available to you and the public in the near future for a full overview of the points raised during the workshop.

We welcome Council's request that JPAC stay actively involved in your work and we look forward to our next joint public meeting on the draft strategic plan. Please be assured of JPAC's assistance in developing appropriate means for meaningful public consultation.

Sincerely,

[original signed]

Gustavo Alanís-Ortega JPAC Chair for 2003

cc: NAAWG Members
CEC Alternate Representatives
CEC Acting Executive Director
CEC Air Program Manager
JPAC Members