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The UNEP governance and its challenge towards mechanism of NGO engagement in Indonesia

Gracia Paramitha¹, S. Pantja Djati²

¹Lecturer at London School of Public Relations (LSPR) Institute of Communication and Business Jakarta, ²Professor at Trisakti Institute of Tourism Jakarta

gracia.p@lspr.edu, spantjadjati@stptrisakti.ac.id

Abstract. Since globalization era and the end of Cold War, environment is the third agenda after international security and global economy (Porter and Brown, 1996). In 1972, the Stockholm Conference, the first global environmental meeting, led to the establishment of United Nations of Environment Programme (UNEP) in 1974. Its aim was for managing global environmental issues under the mandate of United Nations. Since 1992, there has been a framework to engage civil societies in the UN system and environmental governance, which called Major Groups. They are: children and youth, women, trade union, farmers, indigenous community, scientist, business sectors, and NGOs. This Major Groups regularly hold annual meeting along with UNEP Governing Council Meeting. However, their representatives have not fully participated on decision-making process. The main reasons were complicated accreditation for Major Groups, lack of access, lack of financial support, and lack of coordination in terms of doing public consultation with UNEP Governing Council. In the case in Indonesia, no NGO has been included into UNEP accredited NGOs (UNEP Document, 2013). The research question is why UNEP governance does not fully influence the NGOs in Indonesia? This paper aims to analyze the factors of the weak UNEP governance using theoretical framework on civic engagement. In its theory, there are 3 key indicators: information, participation, and consultation. This paper used a qualitative method by collecting data and conducting in- depth interviews with WWF Indonesia, WALHI (Indonesian Environmental Forum), and Indonesia Berkebun (Gardening Indonesia). The key finding of the research is that UNEP has weak capability in doing public consultation and national outreach. Hence, UNEP should create National Committee, which strengthen the link between Indonesian NGOs and ASEAN.

Keywords. UNEP, governance, civic engagement, NGO, environment, Indonesia

Introduction

The Chronology of Global Environment and its Challenges

Environment has become an influential threat yet opportunity for human development. This issue is the third global agenda after international security and global economy (Porter & Brown, 1996). When World War II has occurred in 1960, one of massive impact was an ecological problem. In 1970, many people at that time were struggling and making an environmental movement to solve economic problem, which was called “*limits to growth*” (Eckersley, 2010: 258-261). As the international response, United Nations (UN) firstly organized global environmental meeting, the *UN Conference on the Human and Environment*

in Stockholm, Sweden, 1972.

The environmental issues sometimes become *wicked problems* because they are diffusive, transboundary, long awaited solution; imply to multi actors; and need continuous negotiation and cooperation from stakeholders. It does not happen in one country and neither has limitation. Various environmental disasters and degradation around the world nowadays has effected to the moment *global environmental change* (Lipschutz & Mayer, 1996: 22-23).

Speaking of global environment and transnational movement, there was the first environmental network in 1948, which called *International Union for the Conservation of Nature and Natural Resource (IUCN)*.¹ By having strong collaboration and international institution, there was *Biosphere Conference* in 1968. This conference purposed stronger coordination between government and UN. In 1969, Eric Smith (1972:26) said that there was a *Committee on Problems of the Environment (SCOPE)* as the affiliation between *International Council of Scientific Union (ICSU)* and UNESCO-trained NGO. The first global NGO forum was held during *Stockholm Conference*, which specifically on environmental development (Feraru, 1974: 31-60). There were several prominent environmental NGOs who took big role to Stockholm Conference, such as: *Greenpeace*, *International Whaling Commission (IWC)*, *Friends of Earth (FoE)*, and *the Antarctic Treaty Consultative Parties* (Stoett, 1995).

In 1974, UN created environmental agency to solve global environmental problems, which was called *United Nations Environment Programme (UNEP)*. UNEP has been officially established as the recommendation or result of Stockholm Conference in 1972. It aims for promoting international environmental cooperation, making environmental framework and policies under UN system, reviewing the implementation of UN programme, controlling global environmental stability, increasing more contribution from environmental scientist and professionals on global environmental solution, and building information and knowledge exchange within UN system.

UNEP frequently engages non-state actors in their programme. *Civic entrepreneurship* is the example of sustainable development practices, which effectively invites civil society. This programme has occurred seven times by having dialogue among sustainable development experts (www.tellus.org/general/publications.html). Financially speaking, UNEP has given pretty big amount of money to several NGOs through major groups accreditation since 2002. The importance of NGO roles as the emerging civil society movement in UNEP governance has become stronger because they have biggest number of all major groups. According to UNEP Document 2010, there are 174 accredited NGOs and have the biggest number of all major groups.

The UNEP development cannot be left from the national authority and local NGOs. Relating to Indonesia case, there was also important moment during the establishment of UNEP. Emil Salim was the first Minister of Environment, Republic of Indonesia since 1974. As the first period of establishing Ministry of Environment, Emil Salim also initiatively made the embodiment of environmental civil society, which called WALHI (Indonesian Environmental Forum). By the time of having WALHI, the Executive Director of UNEP, Mostafa K. Tolba in 1997 stated:

¹ In 1990, IUCN has developed increasingly up to 62 member states, 114 governmental organizations, and 436 NGOs. Further reading: Margaret E. Keck & Kathryn Sikkink. (1998). *Activist Beyond Borders*. Ithaca: Cornell University Press, pp. 122-123.

Similarly, almost all the non-governmental organizations (NGOs) attending Stockholm came from developed countries; there were very few in the developing world. Now, he notes, there are over 1,000 environmental NGOs in Indonesia alone.

From the statement above, it implicitly tells that Indonesian NGO movements are being counted in international area. Three decades after WALHI development (in 2002), they voiced out critical opinion during *UNEP Governing Council*. They argued that UNEP should pursue *outreaching ambition* within NGO in transparent manner, organize public debate regularly, and fully engage NGO in every UNEP decision-making process.

However, not all Indonesian NGOs can contribute and influence significantly in UNEP governance. In statistics, Ministry of Domestic Affairs, Republic of Indonesia in 2010 stated that there are only 10 among 364 registered NGOs, which concern on environmental issues (or just 2,75%). Meanwhile, in UNEP NGO accreditation, none of them is from Indonesia. In qualitative way, Indonesian NGO has not fully capable or prepared on building strong ideology and independency. Some of them are still “fund raiser” to several donors. Even they used its donor to enrich their wealth or individual prosperity on behalf of people poverty. This results to lack of *bargaining position* and create big gap between global and local NGO. Hence, the research question is: **Why Indonesian NGO cannot take role significantly in UNEP governance?**

Conceptual Frameworks

The Dynamics of Global Governance towards NGO

In governance terminology, there is always relation between public and private, one individual or institution has been managed into one framework or common thought. According to *Commission on Global Governance*, governance means a sustainable process, which has various interests and intertwined, and result to regime such like *compliance* and informal norms. The main characteristic of governance focuses on authority reconfiguration among governmental infrastructure. Global governance studies are sometimes called as privatization of global regulation, which meets the public and private authority. In international relations, non-state actors also influence widely, create hierarchy, and dissolve legitimate global system (Held & Mc Grew, 2002). Martin Shaw (1994) in his book *Global Society and International Relations* argues that global governance such like UN tends to achieve their individual and social groups’ needs just the same as state sovereignty does. Shaw has a concept called *the paradox of the new world politics*, which means building state governance that needs civil society support and engagement.

Global governance cannot be taken out from NGO influence. Each global environmental change enforces political will and action from the people. Every single local deed reflects to global behavior or global area. The NGO itself is the reflection of global civil society, which has been fragmented into several environments, and strive for expanding great networks and solidarity. For further explanation on this, Lipschutz and Mayer (1996) use *social complexity approach*, which derived into: *multiple effects* and *mediating system*. *Multiple effect* means that each environmental problem affects to other anonymous effects. Meanwhile, *mediating system* means that environmental threat has been mediated by social system, which encourage to the establishment of social governance.

NGO roles in global governance have been influenced by three variables, such as: the NGO ability in *agenda setting*, *expertise* or dominant figures that influence the global governance, and the development of progressive norms (Hall & Biersteker, 2002). When NGO creates influential agenda to the government, it will affect to global arena. Their influence will

be much stronger when there is a prominent figure. Besides, the development of norms or values from NGO gives foremost contribution into global governance. For instance, NGO maneuver in Rio+20 Summit last 2012. They prepared pre meeting in Bonn, Germany and involved in UN decision-making process.

Other study or literature that shows the important role and influence of NGO is Greenpeace convincing *Gerber Corporation* to stop using baby food product from genetically modified organism (GMO) process. They sent tremendous fax and surveys to that corporate as the most effective way to ensure their products. In two weeks, *Greenpeace* debates with *Greenpeace* representative but then agreed to stop using and producing the GMO issue. This successful negotiation shows that *Greenpeace* as one of leading NGO could bargain and change corporate behavior into more eco-friendly manner (Lagnado, 1999). They attempt to transmit the detail information and strategies, which very important and influential to decision makers.

Other argument comes from Mercer (2002), which states that enhancing NGO becomes the basic foundation of civil society in global governance, which has been supported with democratic values. NGO activities bring up the people interest, very concern on transparency and justice, struggle for environmental and people power, and also make sustainable governance.

Civic or Civil Society Engagement

The concept of *civic engagement* has been done by ECOSOC, as the UN body on social and economic issue, which tells the civil society engagement and mechanism of public policy of UN. The first step is conceptualization of *civic engagement*: “*civic engagement can take many forms, from individual volunteerism to organizational involvement to electoral participation. It can include efforts to directly address an issue, work with others in a community to solve a problem or interact with the institutions of representative democracy*” (UN, 2007). Hence, *civic engagement* in public policy is meant to be civic participation in the framework of policy through different process, mechanism, and techniques. In participation, United Nations (2007) has operationalized it into 3 processes, such as: **information** (one way relation among states on socializing information to the people); **consultation** (*opportunities participation*); **active participation** (*normative participation*, which means that there is significant role of civil society in formulating policy, dialogue, programme, and evaluation).

The network of *civic engagement* has beneficial effect, such like: protect reciprocal norms, facilitate communication and fix the information flows in terms of trust building, and matrix the success of past and future cooperation. Argument from Putnam (1993) emphasizes that action needs social modality as the precondition of *democratic governance*. The aim of *democratic governance* itself is run economic development which relates to poverty eradication and sustainable environment. This strengthens the important role of global governance on supporting NGO actions of environmental change.

Methodology

	Information Transmission	NGO and UNEP Behavior
Data Type	<i>Civic engagement</i> (mechanism of engagement)	a) Goal: Does UNEP target fulfill NGO needs and interests?

	<ul style="list-style-type: none"> a) Activity in NGO participation b) Access on lobbying or network, specifically the way to get the information c) Resources that NGO uses to consult with UNEP 	<ul style="list-style-type: none"> b) Results: Is UNEP decision in line with NGO interest? c) Process: Does negotiators discuss point of views from NGO? Is UNEP capable enough to achieve NGO needs in national and local area?
Data Source	<ul style="list-style-type: none"> a) Primary Data: Official Decision or Documents from UNEP, research paper from NGO/other stakeholders, global agreement/cooperation b) Secondary Data : <i>Earth Negotiation Bulletins</i>, journal, press release, media reports c) Personal observation and interview report in several UNEP meeting 	
Methodology	<p><i>Tracing Process</i></p> <p>What is the causal relation between NGO participation and UNEP governance? Is the mechanism of NGO engagement trapped by some figures in UNEP? Is there any hidden agenda that slowing and close the access of NGO in UNEP governance?</p>	<p><i>Counterfactual Analysis</i></p> <p>What would happen if there is no more NGO participation in UNEP governance?</p>

Source: Modification from the research of Michelle M. Betsill and Elisabeth Corell. (2001). "NGO Influence in International Environmental Negotiations: A Framework for Analysis." *Global Environmental Politics* 1(4). November, pp. 1-22.

UNEP Governance

UNEP (2009) has 4 main programme, such as: sound science for decision making (1), international policy setting and technical assistance (2), international cooperation (3), and national development planning (4). The international policy setting and technical assistance concerns on building strong enforcement and environmental institution to enhance *stakeholder engagement*. This is the main point that NGO can contribute and take a part significantly in UNEP governance. The partnership between NGO and UNEP has been acknowledged from national policy, result-orientation, and actively solve environmental challenges.

UNEP also create a Council that manages its organizational structures, called *UNEP Governing Council (GC)*. This Council aims for giving UNEP operational report to General Assembly through ECOSOC (*Economic and Social Council*). There are 58 first Member States that work for 4 years period, which lead to equal regional representatives, such follows (UNEP, 2006):

- 16 seats for African countries
- 13 seats for Asian countries
- 6 seats for Eastern European countries
- 10 seats for Latin America and Caribbean
- 13 seats for Western European and North American countries

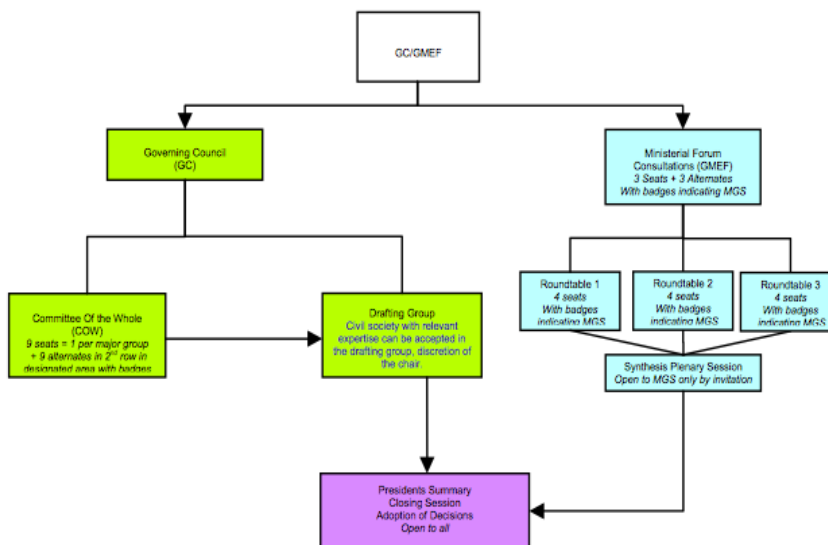


Figure 1. Structure of UNEP Governing Council

Source: UNEP. (2009). *GC/GMEF Processes and Major Groups and Stakeholders: A Guide on how to participate in the GC/GMEF sessions*. Nairobi: UNON.

Since Stockholm Conference 1972, UNEP consistently afforded to create civil society engagement, which based on *UN General Assembly Resolution 2997*. In 1973, there was a space for NGO in UNEP, then created youth advisory council in 1988 (http://www.seu.ru/documents/eng/unep_cso/1.htm). In 1995, UNEP GC Decision 18/4 suggested specific mechanism of civil society engagement. In 1996 amount of policy focused on the importance of NGO participation in UNEP activities, which resulted to the establishment of NGO Unit in UNEP office, 1999. Practically speaking, UNEP GC 21/19 in 2001 asked Executive Director to collect strategic draft on civil society, business sectors, and other *major groups*² for 7th special session 2002.

In 2000, UNEP has organized *Global Civil Society Forum (GCSF)*, which nowadays is known as *Global Major Group and Stakeholders Forum (GMGSF)*, become the *parallel summit* of *UNEP Governing Council/Global Ministerial Environment Forum (GC/GMEF)*. In this meeting, *civil society engagement* become the core of UNEP mechanism. To increase the quality of *Major Groups* engagement, UNEP created *Global Steering Committee* in 2006. This

² Major Groups is the term of UNEP civil society, which contains of 9 categories: farmers, children and youth, trade union and workers, business sectors, women, scientist and technology, NGO, local authority, and indigenous communities. NGO is one of major groups and the leading one. Further information: www.unep.org

shows that the participation and organizational structure of *Major Group* has become one of the crucial concerns in UNEP. The positive impact of having this committee is the establishment of public partnership between government and civil society, active participation of civil society in *Ministerial Round Table*, and even the civil society big influence towards *Regional Consultative Meeting* in 6 UNEP regional offices: Asia Pacific, North America, West Asia, Africa, Europe, and Latin America.

Table 1. Trajectory of Civil Society Movement in UNEP Governance

1972	Stockholm Conference on the Environment
1992	Rio Earth Declaration and Agenda 21
1997	Nairobi Declaration
1999	Establishment of the Civil Society and NGOs Unit in the Policy Branch of DPDL
2000	Malmo Ministerial Declaration, highlighting the role of civil society for environment management. (www.unep.org/malmo/malmo_ministerial.htm)
2000	Global Compact with the Private Sector (www.unglobalcompact.org)
2002	Global Civil Society Forum endorsed as a yearly practice by Decision GC/SS/VII.5
2002	Johannesburg Plan of Implementation, stressing regionalization and partnership, as two major means of implementing Agenda 21 (www.johannesburgsummit.org)
2003	Strategy paper on enhancing civil society engagement in the work of UNEP
2004	Major Groups and Stakeholders Branch established

Source: UNEP. (2004). *The Natural Allies: UNEP and Civil Society*. Nairobi: UNON, www.unep.org/dpdl/cso

However, not all-civil society of NGOs can have good cooperation and synergy. The gap among NGOs is inevitable and obstructs the UNEP decision-making process. The minimum endorsement and social support of UNEP stakeholders and then lack of civil society enforcement become crucial critics of UNEP *civil society engagement*. The case in Global Environmental Facility (GEF) Office has shown that there is gap between Northern and Southern NGOs in the implementation of *UNEP.Net* programme (http://www.seu.ru/documents/eng/unep_cso/2.htm). Even in UNEP Headquarter Nairobi, there is still bad infrastructure comparing to other UNEP offices like Europe or North America.

Speaking of UNEP effectiveness in region, UNEP is not capable yet to cooperate and create effective institution. The existing 6 regional offices do not necessarily solve the local and national environmental problems, which is very specific and domestic. If UNESCO can cooperate strategically with the Ministry of Education, UNEP supposed to do so (especially with the Ministry of Environment or other relevant sectors).

The NGO Development in Indonesia

In history, the first environmental NGO movement in Indonesia started from 1972, after Stockholm Conference. As the follow up of that meeting, there was Presidential Decision Number 16/1972, which told about the creation of Planning and Formulating Working Group

on Environment. The President has chosen Prof. Emil Salim as the first Ministry of Development Monitoring and Environment at the same time as becoming the Head of Indonesian Delegate in Stockholm Conference. In its cabinet, Emil Salim actively created center of environmental studies in many universities or NGOs on discussing sustainable development.³

Besides the important role and support from the state actors, NGO development cannot be left from the environmental degradation practices. One of the controversial environmental issues in 1970 was deforestation, which has been easily corrupted by the Foreign Investment Plan Act (UPMA). The forest degradation rate in Indonesia during 1982-1990 has been up to 0,9 million ha./year. In 1997-2000, it became worst up to 2,83 million ha/year (Mongabay, 2013). Based on Ministry of Forestry report 2011-2012, the deforestation rate has become 450.000 ha/year (Hasan, 2013). As the critical protest, WALHI along with other NGOs like *Forum Indonesia untuk Swadaya di Bidang Kependudukan (FISKA)*, *Himpunan Kelompok Tani Indonesia (HKTI)* demonstrated to the parliament and asked government to make fast response (Aziz et al, 2010).

Besides WALHI, there were a lot of types of local environmental NGO such like *Rimbawan Muda Indonesia* (The Indonesian Institute for Forest an Environment, *RMI*), which established in 1992 (Sajogyo, 1990). There were also natural groups or students association on natural conservation (Kompas) from North Sumatra). They usually educate and empower people on preserving the environment (Wulandari, 2012).

Speaking of the NGO development in Indonesia, there are 2 typologies of NGO movement, such as: universal typology (Korten, 1990) and activist reflection typology (Fakih, 1996). The first typology differentiated NGO into 4 generation based on strategic programme orientation. The first generation is meant as *Relief and Welfare*, the second generation called as *Community Development*, third generation *Sustainable System Development*, and forth generation called as *People's Movement* (Korten, 1990). The second typology from Fakih was the reflection of NGO activists, which told about social change and development. This typology sometimes called as NGO Paradigm Map, which contains of: conformism, reformation, and transformation.

But, there are some minus that need to be evaluated from NGO movement studies in Indonesia. **Firstly**, the NGO actions in Indonesia don't focus on specific and practical solution of environmental problems. The process of meaning *the big scale* environmental case tends to perceive NGO as a trap. As the result, the change that NGO made didn't significantly change the dominant factor of the people mindset and behavior. The practice or agenda called *business as usual* still remains challenge NGO to commit and create more gradual change. **Secondly**, lack of data on educating people on environmental awareness. Environmental issues are interlinked with every aspect in this life, and sometimes NGO does not care of it. **Thirdly**, there is lack of independency between NGO and government (Suharko, 1998).

Analysis

This research takes 3 NGO samples in Indonesia, such as: WALHI, World Wild Fund for Nature (WWF) Indonesia, and *Indonesia Berkebun* (Gardening Indonesia). The main reason having this sample is their track record on involving in UNEP activities or policies. The other

³ Since the establishment of Ministry of Development Monitoring and Environment (PPLH), Prof. Emil Salim has engaged various environmental NGOs in Indonesia and provided them specific room in his office. Further reading: Iwan Aziz, et al. (2010). *Sustainable Development: Roles and Contribution of Emil Salime*. Jakarta: Gramedia, pp. 1-2, 163.

interesting reason is their different scope of movement, networks, and characteristics. WALHI is the first national environmental movement that came from the same period of UNEP establishment (around 1974). WALHI already engaged with UNEP through the affiliation of Friends of the Earth International (FoE) and concern on environmental advocacy (Khalid, 2014). Meanwhile, WWF is the example of global and old NGO, which cares and concern on domestic environmental problems. WWF Indonesia has successfully made regional cooperation between Brunei Darussalam and Malaysia in cooperate with UNEP, called *Heart of Borneo* programme (Iswarayoga, 2014). This started since 2011 and affects to the creation of sustainable forestry. And the *Indonesia Berkebun* is the example of modern and urban movement on environment, because they started the network in Millennium era (2010) and started just from very local area (Kusumawijaya, 2014). *Indonesia Berkebun* grows rapidly because of using the power of social media such like *Facebook, Twitter, or Youtube*. They have been involved in one of UNEP programme, called *TUNZA International Children and Youth Conference 2011 in Bandung, West Java*.

Table 2. Civic Engagement Assessment towards 3 NGO Samples in Indonesia

Assessment Variabel civic engagement	UNEP	WALHI Thought to UNEP	WWF Thought to UNEP	Indonesia Berkebun (Gardening Indonesia) Thought to UNEP
Information	Has not been reached out due to small outreach and resources (finance, human resources, and structure) “ <i>Little custodianship</i> ”	UNEP establishment and programme is not as popular as United Nations Framework Convention on Climate Change (UNFCCC). UNEP failed to pursue domestic goals in local area. The information is lack of human rights issue.	UNEP does not have strong <i>branding</i> in national and local area	Just know some parts, but not fully understand on the grand programme of UNEP
Consultation	Very limited to specific groups, especially the accredited stakeholders based on <i>UNEP Governing Council Rule 69</i>	Public consultation of WALHI does not match with UNEP public consultation.	There are a few consultations that open for public. Besides, WWF is more concerning on biodiversity issue rather than governance issue.	Never been involved in any single UNEP consultation

Participation	Create Guideline for Major Groups and Stakeholders which involve UNEP Governing Council, and also UNEP Policy Design in 2009	It's just in representative level, not fully engage in any single decision making process.	<i>Heart of Borneo</i> can be strong proof of active participation in UNEP, but there is no follow up.	Actively engaged in UNEP, especially became co-organizer on <i>TUNZA International Children and Youth Conference</i> 2011 because of strong endorsement from Ministry of Environment, Republic of Indonesia. But again, there is no follow up.
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Source : anonymous (modified by researcher)

According to the analytical table above, WALHI has a tension not to prioritize UNEP as the main agenda or strategy in WALHI. Global environmental governance is not merely in UNEP system. Even they think that UNEP is not as influential as UNFCCC Secretariat. The numbers of public consultation in UNEP is very minimum and limited, so that some local NGOs don't have any access on fully engaged with them. The participation level is remaining in representation, which is just the beginning. Therefore, UNEP should care more the civil society in very domestic problems, put human rights as the important aspect in environment.

Meanwhile, WWF Indonesia is way more pragmatic on seeing UNEP governance. Their global institutional frameworks can robust UNEP programme easier in local area. The programme of *Heart of Borneo* in 2011 has become the reality of WWF engagement in UNEP strategy. But, WWF sees that UNEP has not built strong branding yet into local society. Their public consultation needs to be grown up and expanded.

Indonesia Berkebud as the new emerging environmental NGO sees UNEP as the new opportunity for the future of Indonesian environment. Their involvement in *TUNZA* programme can be thought as successful way to engage in UNEP governance. Their role also can't be left from the important state support and endorsement. However, the government does not take this important influence into account and lack of coordination with UNEP. Hence, there is only formal "ceremony" that symbolizes the NGO engagement into UNEP.

From the three indicators of *civic engagement* above, there is one similarity that each NGOs agreed that UNEP has very limited public consultation. From WALHI, WWF, and *Indonesia Berkebud* perspective, UNEP is not open enough for public and need to be more transparent. Public consultation becomes very important because the future of UNEP governance depends on active contribution from world community or society. As the reflection of democracy, UNEP governance can be stronger if they invite big numbers of people participation.

The Importance of Building UNEP National Committee

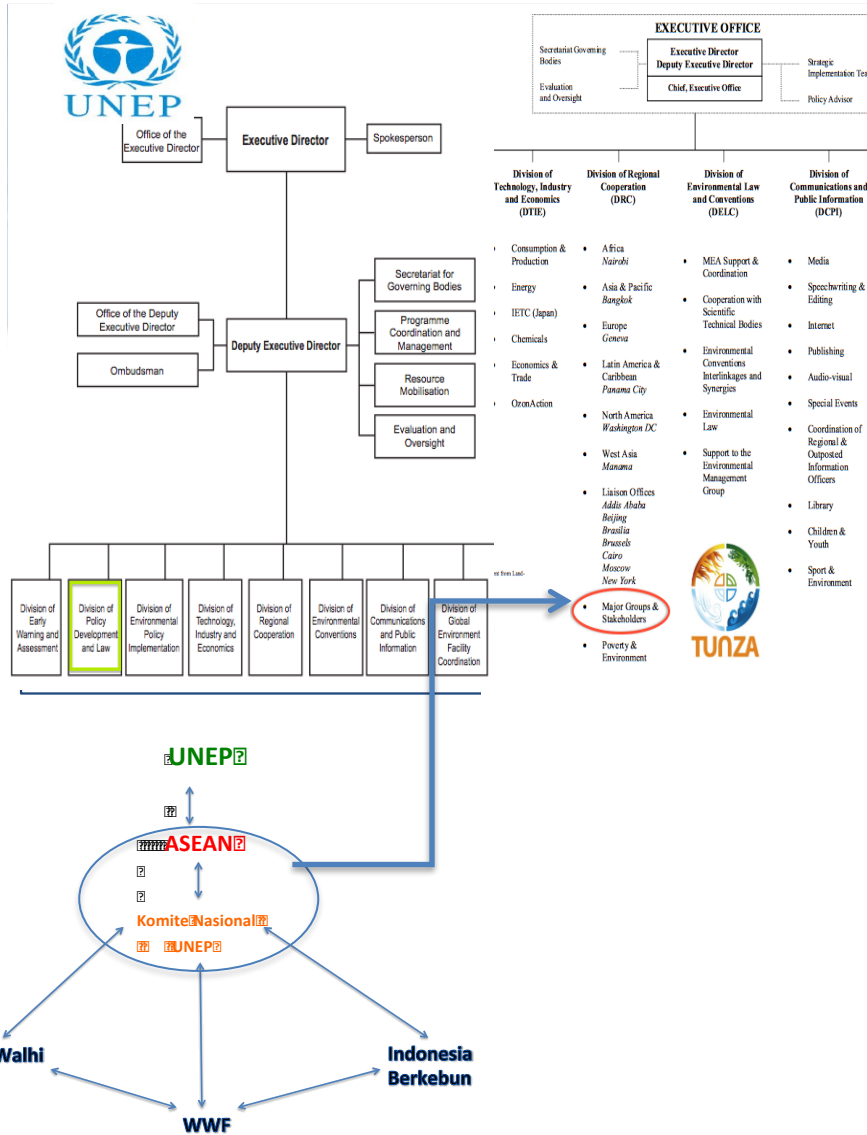


Figure 2. Illustration of National Committee in UNEP Structure

Source: Modified from researcher and UNEP. (2006). *Organization Profile*. Nairobi: UN

Every foreign relation depends on domestic interest and relations. The discourse of building UNEP National Committee is very important for the sake of UNEP engagement in local society. This will be very useful for transforming information of UNEP works, programme, policy, and other data in national arena. Furthermore, this committee can endorse local NGO access to have easier accreditation in UNEP. In evaluation and control sides, *Major Groups and Stakeholders Branch (MGSB)* can act as advisor and work together with UNEP regional offices.

This committee is a must due to lack of cooperation and partnerships between UNEP and local NGOs. Furthermore, there are a lot of tribes and indigenous communities that need to

be preserved but still have rights to work with UNEP. This committee is the only way to achieve their dream and hopes on sustaining local tradition in environmental friendly manner.

State actors, NGOs, private sectors, all stakeholders, should support the UNEP National Committee. This aims for recovering the UNEP *power politics* to be better governance in the future. Operationally speaking, National Committee should also engage with UNEP Headquarter in Nairobi and intensively consult with local society.

Conclusion

The environmental change is not solely the UNEP responsibility. The emerging influence of NGOs and other non-state actors significantly affect and create big accounts into global governance. To increase their level of participation, each local NGO should aware of global information, consultation, and participation within UN system. UNEP is one of useful institution to strengthen their role on saving global environment.

By having the better UNEP governance, there are several important recommendations. *First*, UNEP should increase its ability and outreach (in terms of resources) to implement every policy and functional aspect from local to global level. *Second*, UNEP should increase its democracy by using information sharing with private sectors. *Third*, UNEP should pay more attention to poverty and equality. *Forth*, UNEP should have commitment to market-oriented policy, especially empowering social capital in each nation.

The importance of building National Committee can be strategic way to have UNEP grand design in the future. NGO in Indonesia can become *pilot partner* that relates to the mechanism of *UNEP Governing Council*. By having this committee, so the regional governance in ASEAN also has stronger impact to contribute environmental participation in UNEP system. UNEP still remains to be exist and needed by every stakeholder.

Last reflective notes for further research, this Indonesian NGO case will have strong influence or even significant in the condition: having common ground and thought between NGO and national authority (coordination) (1), build effective coalition between Indonesian NGO with other ASEAN or developing countries' NGO (2), create more experts and prominent figures that dominate UNEP policy (3), build national characteristics and values which in line with global environmental agenda (4), and also have good *political will* between UNEP and NGO in Indonesia on combating global environmental challenges (5).

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