

Division of Environmental Policy Implementation (DEPI)

EVALUATION REPORT

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January 2003

Evaluation and Oversight Unit

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## Acronyms

AMCEN	African Ministerial Conference on the Environment
APELL	Awareness and Preparedness for Emergencies at Local Level
BFMS	Budget and Financial Management Service
CBD	Convention on Biological Diversity
CITES	Convention on International Trade in Endangered Species
CMS	Convention on Migratory Species
DCPI	Division of Communications and Public Information
DEC	Division of Environmental Conventions
DEPI	Division of Environmental Policy Implementation
DEWA	Division of Early Warning and Assessment
DGEF	Division of Global Environment Facility Coordination
DHA	Department of Humanitarian Affairs of the United Nations
DPDL	Division of Policy Development and Law
DPI	Department of Public Information
DRC	Division of Regional Cooperation
DTIE	Division of Technology, Industry and Economics
ECA	Economic Commission for Africa
ECE	Economic Commission for Europe
ECOLEX	Environmental Law Information System between UNEP, IUCN and FAO
FAO	Food and Agriculture Organization of the United Nations
GEF	Global Environment Facility
GEO	Global Environment Outlook
GIWA	Global International Waters Assessment
GMEF	Global Ministerial Environment Forum
GPA	Global Programme of Action for the Protection of the Marine Environment from Land-based Activities
GRID	Global Resources Information Database
HRMS	Human Resources Management Service
IACSD	Inter-Agency Committee on Sustainable Development
ICEL	International Council of Environmental Law
IGO	Inter-Governmental Organization
ILO	International Labour Organization of the United Nations
IMIS	Integrated Management Information System
INFOTERRA	Global Environmental Information Exchange Network
ISDR	International Strategy for Disaster Reduction
IUCN	World Conservation Union
LCBC	Lake Chad Basin Commission
NBSAPs	National Biodiversity Strategies and Action Plans
NGO	Non-Governmental Organization
OAU	Organization of African Unity
OCHA	Office for the Coordination of Humanitarian Affairs, United Nations
PADELIA	Partnership on Developing Environmental Laws and Institutions in Africa
PAG	Project Approval Group
PCMU	Programme Coordination and Management Unit
PIC	Prior Informed Consent
POPs	Persistent Organic Pollutants
RMU	Resource Mobilization Unit
ROA	Regional Office for Africa
ROAP	Regional Office for Asia and the Pacific
ROE	Regional Office for Europe
ROLAC	Regional Office for Latin America and the Caribbean
RONA	Regional Office for North America
ROWA	Regional Office for West Asia

SADC	Southern African Development Community
SMG	Senior Management Group
UNCCD	United Nations Convention to Combat Desertification
UNCTAD	United Nations Conference on Trade and Development
UNDAC	United Nations Disaster Assessment Coordination System
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFCCC	United Nations Framework Convention on Climate Change
UNFF	United Nations Forum on Forests
UNFIP	United Nations Fund for International Partnerships
UNFPA	United Nations Population Fund
UNIC	United Nations Information Centre
UNIDO	United Nations Industrial Development Organization
UNON	United Nations Office at Nairobi
UNU	United Nations University
WEHAB	Water, energy, health, agriculture and biodiversity
WHO	World Health Organization
WMO	World Meteorological Organization
WTO	World Trade Organization

## ACKNOWLEDGEMENTS

The consultant would in particular like to thank Ms. Elizabeth Wamukoya, who served as the coordinator in DEPI for this evaluation and who was always cheerfully patient and efficient in responding to the consultant's many requests for documents and other information. During the final revision of the report, Ms. Resham Laly, the Fund Management Officer for DEPI in the United Nations Environment Programme Budget and Financial Management Service, also went beyond the call of duty to ensure that the financial data and charts were accurate.

## EXECUTIVE SUMMARY

### Policy implementation in the functional structure of UNEP

1. At the 1972 Stockholm Conference on the Human Environment and the United Nations General Assembly session later that year, the recurring word in statements on the role and functions of the United Nations Environment Programme (UNEP) was that the new programme would be a ‘catalyst’ for environmental activities in and outside the United Nations system. In chemistry, the basic definition of a ‘catalyst’ is something that precipitates change without undergoing significant change itself.
2. For nearly three decades, the basic administrative and programme structure of UNEP remained largely unchanged until 1999, when the new Executive Director introduced a major rethinking and reorganization based on a more functional rather than sectoral approach. Such major and wide-ranging changes naturally led to some difficulties as staff adjusted to the new structure and tasks. It, however, also created new opportunities and challenges.
3. Some of the most important new challenges were in the area of environmental policy implementation at the global, regional and national levels. The original mandate of UNEP was approved by the United Nations General Assembly in Resolution 2997 (XXVII) of 15 December 1972. That resolution included the following main functions and responsibilities:
  - (a) To promote international cooperation in the field of the environment and to recommend, as appropriate, policies to that end (part I, para 2 (a));
  - (b) To provide general policy guidance for the direction and coordination of environmental programmes within the United Nations system (part I, para 2 (b));
  - (c) To maintain under continuing review the impact of national and international environmental policies and measures on developing countries (part I, para 2 (f)).
4. Although a crucial part of the mandate of UNEP since its inception, responsibilities for environmental policy were previously dispersed throughout the largely sectoral UNEP structure. From the late 1990s, the need for an expanded and more effective role of UNEP in the development and strengthening of national and global environmental policies was repeatedly emphasized, particularly in the 1997 Nairobi Declaration on the role and mandate of UNEP, the 2000 Malmö Ministerial Declaration on the environment by the first Global Ministerial Environment Forum as well as by the seventh special session of the United Nations Environment Programme Governing Council, held in February 2002 in Cartagena.
5. Under the functional restructuring in 1999, the development and implementation of environmental policy was consolidated and centred in two new divisions, the Division of Policy Development and Law (DPDL) and the Division of Environmental Policy Implementation (DEPI). DEPI also included three relatively new initiatives on technical cooperation, environmental emergencies and dams as well as the Partnership for the Development of Environmental Laws and Institutions in Africa (PADELIA) project on environmental law and the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities (Global Programme of Action).
6. This external evaluation was commissioned to assess the role, performance and contribution of DEPI in the new functional approach and structure in implementing the “policy implementation” subprogramme (subprogramme 3) in the UNEP programme of work for the 2000-2001 biennium. The detailed terms of reference and main tasks for the evaluation are given in sections IA and IB. The process and the schedule of the evaluation are briefly described in section IC.

## Challenges and constraints of the evaluation

7. The first challenge was coping with all relevant documents, which included over 100 reports containing over 12,000 pages of material. Other challenges and constraints included the number of people to be interviewed in and outside UNEP; the need to examine collaboration between DEPI and various other UNEP units, United Nations agencies and other key partners located outside Nairobi without meeting with them; the requirement to assess the effectiveness of the implementation of subprogramme 3 when some tasks were later implemented by other divisions and other tasks were added; the need to determine cost-effectiveness when the overall accounting system of the United Nations has difficulty providing the full costs of different activities and outputs; and completing the research, interviews and analyses for an accurate and fair review in a short period of time and reporting the main findings and recommendations in only thirty pages. These are briefly dealt with in section ID.

### The structure of DEPI

8. DEPI was created under the major functional restructuring with the mandate to serve as a focal point in UNEP with the primary responsibility of policy implementation activities. The evaluation confirmed that the main tasks and activities of DEPI generally conformed with and supported that mandate and the overall mandate of UNEP.

9. In the new structure, DEPI became one of seven divisions with four of the 24 UNEP branches and eight of the 59 UNEP Units. The four branches of DEPI are: the Capacity-building Branch; the Global Programme of Action Branch; the Disaster Management Branch; and the Implementation of Environmental Law Branch.

10. The functional logic for combining these four different areas in a division of policy implementation is unclear. None of the four branches and eight units, for example, has the word 'policy' in its name. Moreover, references to 'policy' appear only three times in the over 120 tasks listed for the four branches and eight units of DEPI. It is difficult to avoid concluding that 'policy' proved such a conveniently broad term that DEPI was assigned some activities that did not fit neatly in other divisions.

### The DEPI budget

11. The proposed budget for subprogramme 3 in the programme of work for 2000-2001 turned out to be largely theoretical as the programme and budget were prepared before the functional restructuring was approved and instituted. The revised budget of DEPI for technical cooperation and emergency response was \$5 million.

12. DEPI managed to keep well within its overall budget as well as the budgets for eight of the nine categories. The exception was meetings/training, with respect to which expenditure exceeded the budget by 63 per cent. In a division that includes capacity-building as a major function, however, that over-expenditure is more understandable and defensible than for any other expenditure category. With the large number of mission and assessment reports, guidelines, studies, training materials and other documents produced by DEPI during the biennium, it is a credit to DEPI that it still managed to save 37 per cent of the budget allocated to publications.

13. The annual expenditure of DEPI was unevenly distributed with only 38 per cent of the biennium's budget used in the first year. This was evidently mainly due to the following reasons: DEPI as a new division needed more time to reorganize and to stabilize its structure and staffing in 2000; DEPI had to invest considerable time in preparing and seeking approval for projects in 2000 while the higher costs of implementing the projects occurred in 2001; and delayed contributions to the Environment Fund which delayed allocations to DEPI in 2000. The first problem will not recur but the latter two issues need to be addressed to avoid such a serious imbalance in expenditure in the next biennium.

14. In 2001, DEPI mobilized over \$1.1 million in counterpart contributions from Belgium, the Netherlands and Sweden, which were used for six capacity-building and technical cooperation projects.



However, the fact that the important contribution of UNEP to environmental emergency assessment and response did not attract any significant donor support through counterpart contributions during the biennium must be a major concern for DEPI and UNEP.

15. The scope and the number of the activities of DEPI indicate that the Division evidently made efficient and effective use of its limited funds. Accelerated resource mobilization, however, must clearly be a top priority if DEPI is to play an effective role and have an impact in the future, particularly in the critical area of environmental emergency assessment and response.

#### The staff of DEPI

16. DEPI was initially allocated twenty-seven professional posts but over 25 per cent were vacant throughout or during prolonged periods of the biennium. Several senior staff performed multiple functions to make up for those vacancies. The Director of DEPI also doubled as the acting head of the Division of Environmental Conventions (DEC) during part of the biennium, while another senior member of staff was seconded to largely full-time duties outside DEPI.

17. DEPI thus had a large number of vacant posts during the 2000-01 biennium and, even when fully staffed, represented only 11 per cent of the total professional posts in UNEP. DEPI was therefore generally understaffed as well as underfunded in key areas that are important for the fulfillment of the mandate and future of UNEP. In the critical area of coordination of environmental emergencies, for example, the responsible unit has only two professional members of staff.

#### The performance of DEPI

18. During the 2000-2001 biennium, the professional staff in the branches and units of DEPI under review:

(a) Participated in 51 inter-divisional meetings and task forces, 61 United Nations inter-agency meetings, 49 other international meetings and conferences and hosted 45 meetings;

(b) Held or made a major contribution to 28 training courses totaling 375 days with 677 participants from over 120 countries;

(c) Coordinated and/or participated in 24 preparatory missions and 57 advisory missions;

(d) Completed 101 reports on major meetings, guidelines, studies and projects as well as 39 related outputs such as brochures, computer disks and tapes.

19. During the biennium, DEPI completed 22 of the 33 (67 per cent) main tasks and implemented 173 activities in subprogramme 3. The main tasks, the rating for each and the completed activities are listed according to the responsible unit of DEPI in annex III.

20. Subprogramme 3 on policy implementation had five main objectives and set two specific performance indicators and targets for each objective. During the biennium, DEPI fulfilled or exceeded six of the performance indicators and largely completed the remaining two. The five objectives, eight performance indicators and results achieved for each are summarized in annex II. It must be noted that the five objectives and related activities do not coincide with the responsibilities and tasks later assigned to different branches and units of DEPI. Consequently, some activities are listed under more than one objective and performance indicator. While understandable under the circumstances, such overlap with double entries should be avoided in future DEPI programmes of work.

21. In sum, despite the many challenges and difficulties that DEPI faced as a result of the reorganization at the start of the biennium, coupled with a staff that was much smaller than planned, DEPI still managed to complete most of its main tasks during the 2000-2001 biennium, to implement over 170 different activities,

to attend and to contribute to over 200 inter-divisional and international meetings, to hold or to make a major contribution to 28 training courses and to publish over 100 studies, reports and other documents.

22. That record is a credit to the commitment and hard work of the small staff of DEPI. While the operational efficiency of DEPI is evident, its effectiveness is harder to assess. Conventional management measures, for example, staff/costs per output, are reassuring. The ultimate test of DEPI's effectiveness, however, is whether its activities actually led to significant changes in national policies, laws or institutions or other clear improvements on the ground.

23. By that measure, the effectiveness of DEPI was limited during the 2000-2001 biennium. The PADELIA project directly helped to make significant changes in national policies, laws and institutions in seven African countries. Other DEPI activities, however, consisted mainly of assessment missions and studies, pilot projects, training courses, policy guidelines and surveys on best practices, which might lead to significant policy and legal changes only later.

24. In view of the fact that DEPI is only two years old and that many activities did not really get implemented until its second year, it is too soon to assess its real impact and effectiveness. Nevertheless, DEPI needs to develop more and better effectiveness indicators, build them into their project proposals and then rigorously monitor and assess them during and after project implementation.

25. It is impressive and a credit to the DEPI managers and staff that despite the organizational incongruities in the Division, they nonetheless embraced the challenge and created a reasonably well functioning and productive Division in only two years. With the diverse and large number of completed tasks and activities during the 2000-2001 biennium, DEPI evidently made efficient use of its limited funds and staff. This was reinforced in early 2002 when external consultants facilitated an internal UNEP self-evaluation covering all seven UNEP divisions and the Convention on Biological Diversity, the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), the Global Environment Facility (GEF), the Office of the Deputy Executive Director, the Office of the Executive Director, the Ozone Secretariat, the Regional Office for Africa (ROA) and the secretariat of the Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and their Disposal (SBC). DEPI ranked second out of fifteen for effectiveness and third out of fifteen for job satisfaction.

26. However, given the crucial importance of environmental policy implementation for the future of UNEP and DEPI-led activities in putting UNEP on the front line in technical cooperation and environmental emergencies, far more resources need to be allocated and mobilized for key tasks and activities of DEPI than were available during the 2000-2001 biennium.

27. More detailed findings and proposals are presented in sections III A to III D on the main functions, tasks and performance of the various branches and units of DEPI in implementing subprogramme 3 during the 2000-2001 biennium.

#### Main recommendations

28. Sections I-III of the report and the annexes are presented according to the structure of the branches and units of DEPI. Section IV of the report focuses on more general and generic key issues rather than specific administrative units and issues. The main recommendations in the section are that DEPI:

(a) Prepare a concise statement on its core mission and goals as a basis for refocusing and reorganizing its programme and activities more strategically on environmental policy implementation (paras. 121-123);

(b) Prepare an overall strategic plan with priorities for strengthening and implementing environmental policies at the national, regional and global levels based on the comparative advantage and expertise of UNEP and the five focus areas (water, energy, health, agriculture and biodiversity (WEHAB)) and other priority issues agreed at the World Summit on Sustainable Development (paras. 124-125);

(c) Take the lead for a task force and other initiatives to ensure that the crucial interlinkages among policies for environmental management, poverty reduction and economic development are explicitly identified and addressed as a top priority in all UNEP policy statements, programmes and projects (paras. 126-133);

(d) Take the lead in testing and implementing the Fair Share Water Strategy as a top priority for ensuring the equitable and sustainable use of water resources in and among countries in the Southern African Development Community (SADC) and other regions; (paras. 134-137);

(e) Create a special unit to develop environmental planning guidelines and provide information, advice and assistance to national and local authorities on environmental management plans and on integrating environmental concerns into national economic and other sectoral development plans (paras. 138-141);

(f) Prepare a short and long-term budget and resource mobilization strategy for capacity-building, technical assistance and other activities needed to implement the Guidelines on Compliance with and Enforcement of Multilateral Environmental Agreements (paras. 142-143);

(g) Expand the PADELIA project for developing and strengthening environmental policies, laws and institutions to other developing countries and regions as quickly as possible and adapt the PADELIA approach for other technical assistance projects and capacity-building activities (paras. 144-146);

(h) Prepare and implement a longer-term plan and strategy than now exist on technical assistance priorities and UNEP's comparative advantage and expertise, particularly on the environmental components of national development and sectoral policies, plans and laws needed to achieve sustainable development;

(i) Mobilize and allocate additional resources for expanded technical assistance, particularly on environmental disaster prevention and for implementing the recommendations of environmental emergency assessment missions (paras. 154);

(j) Prepare a detailed plan and strategy for attracting and mobilizing additional resources, including new approaches such as adapting the PADELIA partnership and funding model in other areas of technical assistance and preparing and marketing UNEP-led projects on key issues for interested countries to adapt and include in their national development plans and proposals to donor agencies (paras. 155-160);

(k) Assess and improve its contributions and effectiveness on inter-divisional coordination and also find ways to reflect in performance reviews the time and resources dedicated to supporting the work of other divisions (paras. 161-164);

(l) Provide copies of all its key reports to every member country with at least one copy for the library of the national environment agency and another for a national or university library with unrestricted public access and also expand its use of web-based and compact disk (CD) alternatives to hard copy distribution (paras. 165-168).

#### Achieving an integrated and coherent policy response

29. The functional restructuring of UNEP boldly represented the first major rethinking and reorganization of UNEP's approach to environmental challenges in nearly three decades. As stated by the UNEP Executive Director to the twentieth session of the Governing Council in February 1999, the new approach was inspired and guided by "the need for an integrated and coherent policy response to existing and emerging environmental challenges".

30. The experience gained since then in implementing the first programme of work of DEPI during the 2000-2001 biennium suggests three main thrusts for the way forward:

(a) To strengthen UNEP's lead role on environmental policy by refocusing and reorganizing DEPI's programme and activities more strategically on environmental policy implementation at the national, regional and global levels;

(b) To strengthen UNEP's presence and work on major environmental challenges by mobilizing and allocating far more resources for key DEPI tasks and activities such as technical cooperation, environmental emergencies and PADELIA-type projects;

(c) To reinforce UNEP's central role in implementing the sustainable development policy agenda by making the needs and concerns of the majority of poor people and countries and the interlinkages among environmental management, poverty reduction and economic development top priorities for all DEPI activities and UNEP policies, particularly in such critical policy areas as water resources management.

31. All the above recommendations focus on strengthening the environmental policy implementation activities of DEPI within the present functional structure of UNEP. However, given that it proved so difficult to separate in practice the development and implementation of policies and of laws, priority should be given to the achievement of even further organizational integration and coherence by combining the development and implementation of environmental policies and of environmental laws in a single division.

32. During this evaluation, it was also noted that the work of DEPI on environmental law is often directly related to multilateral environmental agreements, while the work of DEC is exclusively related to such agreements, yet DEC evidently lacks a legal officer and is presently headed by the DEPI Director in an acting capacity. If a single division is established for the development and implementation of environmental law, it would be wise, since one of the main goals of the functional restructuring is "to streamline and develop a leaner administration", to combine it with DEC.

33. The main research, interviews and analyses for this report were completed before the World Summit on Sustainable Development in August 2002. The recommendations and results of the Summit should be fully taken into account in implementing the above proposals for strengthening the work and commitment of UNEP to achieve a more "integrated and coherent policy response to existing and emerging environmental challenges".

## I. THE EVALUATION PROCESS

34. UNEP conducted its first evaluation in preparation for the 15th anniversary of the Stockholm Conference. In 1986, UNEP staff prepared 995 project evaluation sheets as well as reviews of all the main subprogrammes for review in and outside UNEP and the United Nations system. The findings and recommendations were summarized in a report to the Governing Council in 1987.

35. The introduction to that first evaluation report stated that "it was considered appropriate to examine UNEP's activities since its inception with the aim of identifying where it has succeeded and where it has failed, and the reasons for the successes and failures, and to derive the lessons learned so as to reflect them in the future orientation of UNEP's work."

36. The main aim of UNEP's evaluations has not changed significantly since then. The scope, methodologies and periodicity, however, have changed tremendously. Evaluation is now a permanent and continuous process in UNEP, which is supervised by the Evaluation and Oversight Unit and culminates with an annual evaluation report for UNEP as a whole. The latest report for 2000 "is a synthesis of evaluations relating to one subprogramme and one part subprogramme, 11 in-depth project evaluations, two desk project evaluations and 139 self-evaluation fact sheets." Those evaluations included two activities in DEPI, the Global Programme of Action and the Joint Initiative of UNEP with the World Commission on Dams.

37. This report on DEPI is part of the continuous evaluation process of UNEP. The terms of reference required the consultant to make a detailed review and evaluation of activities undertaken to implement subprogramme 3 during the 2000-2001 biennium, as well as performance during the first quarter of 2002.

#### A. Scope of the evaluation

38. The terms of reference emphasized that the main thrust of the evaluation was “to assess the soundness of the UNEP strategy” in the 1999 functional structure to create DEPI “to serve as a focal point within UNEP and ultimately assume responsibility for policy implementation activities” and “the nature of UNEP support to the implementation activities undertaken by DEPI”.

39. More particularly, the evaluation should “examine collaboration between DEPI and the regional offices, the UNEP Division of Trade, Industry and Economics (DTIE), DEC and the Division of Early Warning and Assessment (DEWA) and collaboration with other United Nations bodies as well as coordination of United Nations system-wide responses through the UNEP/United Nations Office for the Coordination of Humanitarian Affairs (OCHA) Environment Unit. The evaluation will also determine the cost-effectiveness of UNEP’s coordination of the Global Programme of Action and the achievements in monitoring and evaluation of the implementation process and mobilization and coordination of international response to environmental emergencies.”

40. The terms of reference specified that it be “conducted as an in-depth evaluation. The evaluation will comprise a review of the achievement of performance indicators against actual results and outputs and activities undertaken in DEPI according to each subprogramme element against the objectives of the programme of work for 2000-2001. The evaluation will also assess the effects of the restructuring of the organization in 1999 on activities implemented by DEPI according to the programme of work and the performance during the first quarter of the programme of work for 2002-2003.”

#### B. Main tasks of the evaluation

41. The main tasks specified in the terms of reference for the evaluation required that the consultant:

- “(a) Establish how the activities undertaken by the Division contribute to the attainment of the objectives of the subprogramme;
- (b) Determine how the Division facilitates and provides technical assistance;
- (c) Determine how the Division promotes and facilitates collaboration with regional offices, other divisions of UNEP, United Nations agencies and partners;
- (d) Review the Division’s programme of work with a view to establishing its relevance and adequacy in ensuring coordination of policy implementation activities and emergency responses;
- (e) Establish the effectiveness of the mechanisms used by the Division in coordinating policy implementation activities and coordinating international environmental emergency responses;
- (f) Establish the effectiveness and efficiency of intra-divisional coordination between headquarters and the outposted offices with special reference to the Global Action Plan Branch located in The Hague;
- (g) Determine how and what support is provided for building national and regional capacity for policy implementation and compliance;
- (h) Determine how the Division promotes greater public awareness and participation through demonstrative initiatives and pilot projects;
- (i) Determine if this approach of developing and implementing demonstration projects, in particular with GEF, and evaluation of best practices is effective;
- (j) Establish how the Division, through its activities, has contributed to resource mobilization within UNEP;

(k) Identify strengths and weaknesses in the Division's efforts to facilitate and to coordinate policy implementation activities;

(l) Make recommendations which will help UNEP to better articulate the functions of the Division and to enhance the Division's capacity to support and coordinate policy implementation."

#### C. The process and the schedule

42. The terms of reference required the consultant to review all relevant documents, including "project documents, financial reports, progress reports, policy papers, manuals, guidelines, self-evaluation fact sheets and publications". The relevant documents are listed in annex V. The consultant also interviewed the DEPI and UNEP staff listed in annex IV.

43. The consultant started by meeting with the staff of DEPI at their divisional management meeting in late June. He then reviewed the key documents and conducted interviews, which together provided the basis for a preliminary draft report that was submitted in early August to the Evaluation and Oversight Unit. After the World Summit on Sustainable Development in late August, the consultant had further interviews with senior UNEP officials and submitted a revised draft in October. He then met again with the staff of DEPI at their divisional management meeting on 22 October to present and to discuss the main findings and conclusions. The draft report was then circulated in DEPI and UNEP for further review and comments, which were received in mid-December.

44. The terms of reference specified that the final report should have a maximum of thirty pages and include a concise summary of up to four pages, a chapter on the lessons learned and another one on the findings and recommendations. The consultant, however, found it more relevant and effective to include many of the findings and lessons learned in the respective sections on the relevant units and activities. The terms of reference concluded by stating that the findings and recommendations would be presented by the Evaluation and Oversight Unit to the staff of DEPI, who would then prepare an implementation plan.

#### D. Challenges and constraints of the evaluation

45. The first challenge was coping with "all relevant documents" which included over 120 reports containing over 12,400 pages of material. Such an impressive production of documents could not be reasonably read by one consultant in the two to three weeks allocated for the review of documents and interviews before drafting the preliminary report. The consultant therefore had to be selective and relied on the advice of UNEP staff and his own judgement in choosing which documents to review in detail.

46. The second challenge was the number of persons in and outside UNEP who should ideally have been interviewed. The consultant wanted to consult many more persons, but once again had to be selective due to the time constraints for completing the preliminary evaluation.

47. The third challenge was the examination of collaboration between the units of DEPI and UNEP, United Nations agencies and other key partners located outside Nairobi. With no budget for travel, that excluded interviews with staff in the Global Programme of Action Branch of DEPI located in The Hague, the Joint UNEP/OCHA Unit in Geneva, the Post-Disaster and Post-Conflict Assessment Unit in Geneva and the Dams and Development Unit in Cape Town as well as other key divisions and units of UNEP such as DTIE in Paris and UNEP regional offices (except for Africa), key United Nations partners such as the United Nations Development Programme (UNDP) on technical cooperation and capacity-building, the United Nations Educational, Scientific and Cultural Organization (UNESCO) on environmental education and the United Nations High Commissioner for Refugees (UNHCR), the World Health Organization (WHO) and the International Maritime Organization (IMO) on disaster management, as well as the non-governmental organization partners such as the World Conservation Union (IUCN) on biodiversity conservation and the Red Cross on natural disasters. The findings on collaboration between DEPI and other partners located outside Nairobi are therefore limited.

48. The fourth challenge was the assessment of the effectiveness of the implementation of the objectives and activities in subprogramme 3, given that some activities were implemented later by other divisions such as DEWA, with respect to integrated water assessments and support to the World Climate Impact Response Strategy. Other new activities were added, such as work on the environmental impact of large dams and support for the 1994 Lusaka Agreement on Cooperative Enforcement Operations Directed at Illegal Trade in Wild Fauna and Flora. As the functional restructuring and changes in staff assignments occurred after the programme of work was prepared and adopted, such adjustments and flexibility were both inevitable and understandable. However, it then became neither accurate nor fair to assess the performance of DEPI only in terms of the initial programme of work. While keeping that programme as the primary focus, this evaluation deals with the implementation of all activities actually carried out by DEPI during the biennium.

49. The fifth challenge was the determination of the effectiveness of specific activities and outputs when the overall accounting system of the United Nations can provide the staff and related administrative operating costs for a division and the direct costs of its activities but not a combination of both by activity or output. Moreover, the new functional approach requires that key staff dedicate a significant proportion of their time to supporting inter-divisional task forces and activities that are not included in their programme of work. In addition, some DEPI staff were seconded for significantly long periods to other priority tasks of UNEP outside the Division such as climate change. The task assignments and reporting links for some staff are also outside the Division on, for example, post-disaster/conflict assessment and GEF biodiversity activities. In sum, it is neither accurate nor fair to assess the work and performance of DEPI solely in terms of its programme of work, reportable activities and staffing.

50. The sixth and final challenge was the completion of the essential activities necessary for a reasonably accurate and fair review in a short period of time and then to report the main findings and recommendations in only thirty pages. This could only be achieved by including in annexes to the report some of the essential information and analyses on performance indicators (annex II) and the tasks, activities and ratings of the programme of works (annex III) with specific cross references to them in the main report.

51. These challenges and constraints were only manageable thanks to the accessibility and helpfulness of the senior staff of the Division and key branches and units being reviewed. Their frank and thoughtful responses to tough questions were appreciated and also demonstrated why DEPI had the second highest rating for effectiveness in a recent UNEP self-evaluation, including a top rating on “committed to innovation and to continuous improvement of our performance”.

## II. THE STRUCTURE, THE BUDGET AND THE STAFF OF DEPI

52. DEPI was created within the framework of the major programmatic and functional restructuring of UNEP in 1999-2000 to serve as a focal point in UNEP with the responsibility for policy implementation activities. In the new structure, DEPI became one of the seven main divisions of UNEP with four of the 24 UNEP branches and eight of the 59 UNEP units.

### A. The mandate and main tasks of DEPI

53. The mandate of DEPI is derived from General Assembly Resolution 2997 (XXVII) of 15 December 1972, General Assembly Resolution 3436 (XXX) of 9 December 1975, Governing Council decisions GC.17/25, GC.19/1/20, SS.V/2 and GC.20/6/8/19B/19D/25/27, SS.VI/1, as well as Agenda 21, which was approved by the United Nations Conference on Environmental Development and the United Nations General Assembly in 1992.

54. In accordance with these resolutions and decisions, the following were the main objectives and tasks of DEPI in the programme of work for 2000-2001:

(a) To provide advisory, education and training and other capacity-building services not eligible for GEF funding to Governments on technical and institutional issues in environmental implementation, including environmental management;

(b) To develop and implement with partners pilot activities with potential demonstrative value in terms of a particular environmental policy or policy implementation strategy;

(c) To liaise with, support and generally coordinate technical cooperation activities of other subprogrammes;

(d) To enhance the preparedness of countries and regions to handle environmental threats and to assess and coordinate environment-related interventions during environmental emergencies;

(e) To assist subregions and countries in developing emergency response capacity and in responding to specific emergencies.

55. The evaluation confirmed that the main objectives and activities of DEPI were in conformity with and supportive of its mandate and the overall mandate and objectives of UNEP. The functional distinctiveness between DEPI and the work and activities in other divisions is, however, not always clear. As pointed out later in this report, this is particularly evident in the demarcation of the difference between the development and implementation of environmental policies and laws. Some activities in DEPI and in DPDL, for example, clearly combine both.

#### B. The DEPI organizational structure

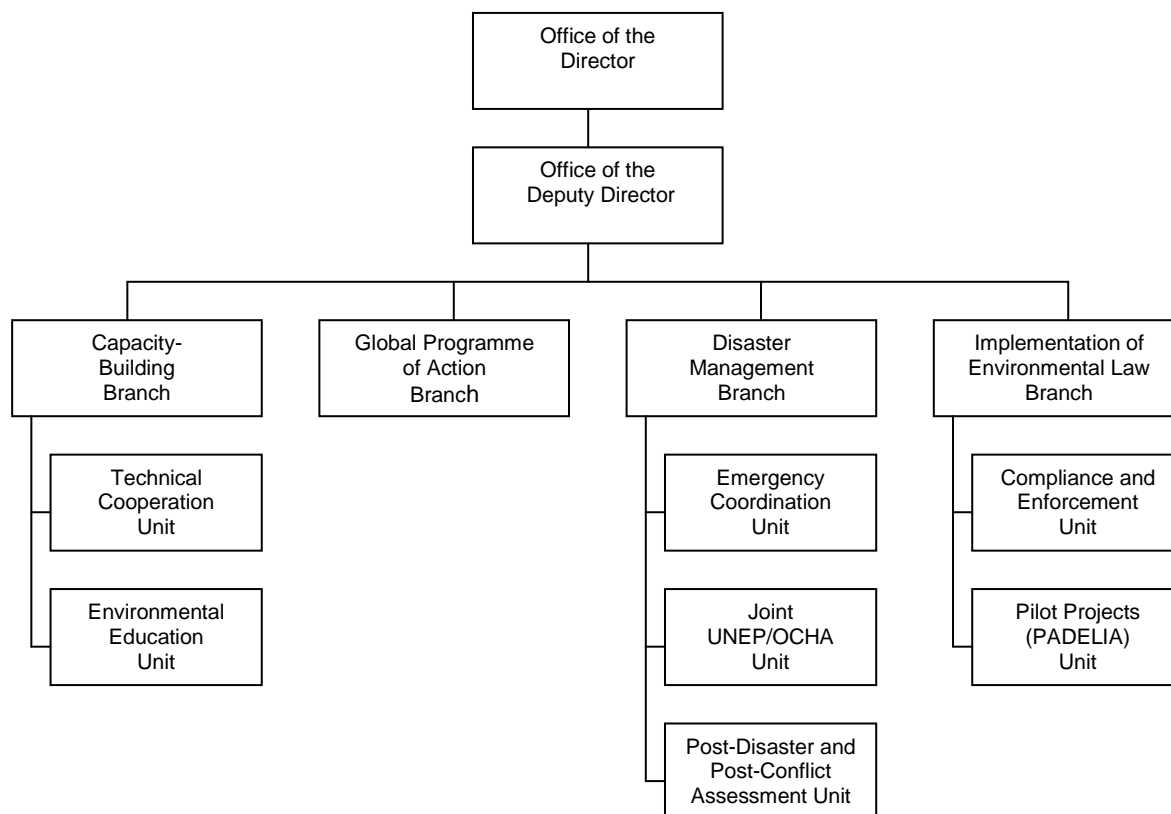
56. DEPI is responsible for technical cooperation and the coordination of emergency response, with five main areas and branches for: capacity-building; the Global Programme of Action; disaster management; the implementation of environmental law; and the oversight of the World Conservation Monitoring Centre.

57. The functional logic and coherence of combining these four rather different areas in a division of policy implementation is not clear. None of the four branches or eight units of DEPI, for example, even uses the term 'policy' in its name. Moreover, the term 'policy' appears only three times in the descriptions for the over 120 tasks listed for the branches and units of DEPI in the UNEP Operational Manual. It is difficult to avoid concluding that 'policy' is such a conveniently broad term that DEPI was assigned some activities that at the time did not fit in any of the other divisions.

58. Despite the organizational and substantive incongruities in the Division, it is impressive and a credit to the DEPI managers and staff that they embraced this challenge and still created a well functioning and productive division in only two years. Earlier this year, external consultants conducted a UNEP self-evaluation covering the seven divisions and the Convention on Biological Diversity, CITES, GEF, the Office of the Deputy Executive Director, the Office of the Executive Director, the Ozone Secretariat, ROA and SBC. DEPI was rated second out of the fifteen for effectiveness and third out of fifteen for job satisfaction. In both cases, DEPI was only outranked by the Ozone Secretariat, which had existed as a unit for over a decade with a clearer mandate and functions focused exclusively on ozone-related matters. DEPI's organization is schematically represented in the following diagram.



## The organizational structure of DEPI



### C. The DEPI budget

59. The proposed budget for subprogramme 3 on policy implementation in the UNEP programme of work for 2000-2001 turned out to be largely theoretical. This is understandable given that the programme and budget were prepared in 1998 while the functional restructuring occurred only after it was approved at the twentieth session of the Governing Council in February 1999. The proposed budget totalled \$13.6 million and consisted of \$7 million from the Environment Fund, \$530,900 from the regular budget of the United Nations, \$4.6 million from trust funds and \$1.5 million from counterpart contributions.

60. The revised DEPI budget for the 2000-2001 biennium for technical cooperation and emergency response totalled \$5 million. As shown in the following chart, DEPI managed to keep well within its overall budget as well as the budgets for eight of the nine categories. The exception was meetings and training, with respect to which expenditure exceeded the budget by 63 per cent. In a division that includes capacity-building as a major function, however, that over-expenditure is more understandable and defensible than for any other expenditure category. With the large number of mission and assessment reports, guidelines, studies, training materials and other documents produced by DEPI during the biennium, it is also a credit to DEPI that it saved 37 per cent of the budget allocated for publications.

61. Table 1 provides a breakdown by category and actual expenditure. This and all the financial charts that follow exclude the amounts for the Global Programme of Action, as it was not covered by the evaluation.

Table 1: DEPI budget and expenditure, 2000 - 2001

Budget of DEPI	Expenditure 2000	Expenditure 2001	Expenditure 2000-2001	Exp. %	Budget 2000-2001	E/B %	Budget-Exp. 2000-2001
Professional staff	878,484	1,142,532	2,021,016	44	2,250,347	90	229,331
Admin. staff	219,281	292,030	511,311	11	645,281	79	133,970
Consultants	238,479	155,475	393,954	9	433,979	91	40,025
Travel	131,573	180,586	312,159	7	396,573	79	84,414
Other agencies	8,112	133,250	141,362	3	145,646	97	4,284
Meetings/training	0	498,034	498,034	11	305,000	163	-193,034
Publications	35,055	65,212	100,267	2	159,055	63	58,788
Equipment/rent	93,957	175,436	269,393	6	295,318	91	25,925
Other costs	142,867	176,170	319,037	7	383,828	83	64,791
Total \$	1,747,808	2,818,725	4,566,533	100	5,015,027	91	448,494

Source: DEPI Costed Workplan, FP/RA/CP/3000-00-01/Rev. 4

62. The annual expenditure of DEPI was unevenly distributed, with only 38 per cent of the budget for the biennium used in the first year. This was evidently mainly because DEPI, as a new division, needed more time to organize and to stabilize its structure and staffing in 2000 and had to invest considerable time in preparing and obtaining approval for projects in 2000, while the higher costs of implementing the projects occurred in 2001, and because contributions to the Environment Fund were delayed, which delayed allocations to DEPI in 2000. The first problem will not recur but the latter two issues need to be seriously addressed to avoid such a serious imbalance in expenditure in the next biennium.

63. The three main sources of DEPI funding for the 2000-2001 biennium are shown in table 2.

Table 2: DEPI funding by source

DEPI funding	Income 2000	Income 2001	Income 2000-2001	Inc. %	Budget 2000-2001	I/B %	Budget-Inc. 2000-2001
Environment Fund	2,973,076	2,041,951	5,015,027	75	5,015,027	100	0
Fund Reserve	246,156	253,448	499,604	7	520,000	96	20,396
Counterpart funds	0	1,148,433	1,148,433	17	1,148,433	100	0
Total \$	3,219,232	3,443,832	6,663,064	100	6,683,460	100	20,396

Source: DEPI Costed Workplan, FP/RA/CP/3000-00-01/Rev. 4

64. DEPI mobilized over \$1.1 million in counterpart contributions from Belgium, the Netherlands and Sweden in 2001, representing an additional 23 per cent on top of their Environment Fund budget for the biennium. Those funds were used for six capacity-building and technical cooperation projects, which are listed in table 3. However, the fact that the important contribution of UNEP to environmental emergency assessment and response did not attract any significant donor support through counterpart contributions during the biennium must be a major concern for DEPI and UNEP.

Table 3: DEPI counterpart contributions 2000-2001

Project	Source	US\$
Multilateral environment agreements	The Netherlands	77,000
Capacity development for women	Sweden	105,000
Eco-schools in Sub-Sahara Africa	Belgium	158,624
Empowering women in water resources	Sweden	230,000
Women, water and energy	Sweden	260,558
Energy resources in Mega-Tchad	Belgium	317,251
Total \$		1,148,433

Source: DEPI Costed Workplan, FP/RA/CP/3000-00-01/Rev. 4

65. The scope and number of activities of DEPI indicate that the Division evidently made efficient and effective use of its limited funds. Accelerated resource mobilization, however, must clearly be a top priority if DEPI is to play an effective role and have an impact in the future, particularly in the critical area of environmental emergency assessment and response. The need for more effective resource mobilization efforts was recognized by DEPI itself in the following comments made during the DEPI self-evaluation at the end of the 2000-2001 biennium:

(a) “Financial constraints limited the ability of UNEP in the areas of environmental cooperation, liability and compensation, emergency response and Global Programme of Action activities and development of environmental law and institutions in Africa as a pilot project and gender and environment projects”;

(b) “... lack of consultation between the division’s programme officers and the resource mobilization on priority project proposals jeopardized approaches to targeted donors and funding for programme delivery as planned ...”.

66. With the exception of the Global Programme of Action and the PADELIA project, securing counterpart contributions apparently depended a great deal on the extensive experience and contacts of the Director of DEPI who will soon retire. Given the importance of the activities of DEPI in putting and keeping UNEP on the front line in technical cooperation and environmental emergencies in particular, more effective approaches and methods are needed for mobilizing far more resources than were available in the 2000-2001 biennium.

#### D. The DEPI staff

67. The proposed staffing of DEPI by funding source and level for 2000-2001 is shown in table 4.

Table 4: DEPI staff 2000-2001

	D-2	D-1	P-5	P-4	P-3	P-1/2	Prof	Local	Total
Regular budget	-	-	-	1	-	-	1	1	2
Environment fund	1	2	2	6	5	-	16	16	32
Trust funds	-	1	2	1	-	3	7	-	7
Counterpart funding	-	-	1	1	-	1	3	-	3
DEPI total	1	3	5	9	5	4	27	17	44
UNEP total	6	25	48	72	53	41	245	205	450
DEPI percentage	17%	12%	10%	13%	9%	10%	11%	8%	10%

Source: Programme, Environment Fund, Administrative and Other Budgetary Matters, UNEP/GC.21/6, pages 41 and 64

68. Of the 27 professional posts, over 25 per cent were vacant throughout or during prolonged periods of the biennium, while one professional staff member was seconded to largely full-time duties outside DEPI. With such a large number of vacant posts and, when fully staffed, representing only 11 per cent of the total professional posts in UNEP, DEPI was generally understaffed and underfunded during the 2000-2001 biennium in key areas that are important for the fulfilment of the mandate of UNEP. In the critical area of environmental emergency coordination, for example, the responsible unit of DEPI has only two professional staff.

### III. IMPLEMENTATION OF THE PROGRAMME OF DEPI

69. For the reasons cited earlier in section ID, the data in the following paragraph do not include the Global Programme of Action Branch in The Hague, the Dams and Development Unit in Cape Town or the two units in Geneva, the Joint UNEP/OCHA Environment Unit and the Post-Disaster and Post-Conflict Unit. The following paragraph and similar paragraphs in later sections also exclude the staff member who

was seconded to largely full-time duties outside DEPI and the posts that were vacant for most of the biennium.

70. During the 2000-2001 biennium, the fourteen professional staff in the other branches and units of DEPI:

(a) Participated in 51 inter-divisional meetings and task forces, 61 United Nations inter-agency meetings and 49 other international meetings and conferences and hosted 45 meetings;

(b) Held or made a major contribution to 28 training courses totaling 375 days with 677 participants from over 120 countries;

(c) Coordinated and/or participated in 24 preparatory missions and 57 advisory missions;

(d) Completed 101 reports on major meetings, guidelines, studies and projects and 39 related outputs such as brochures, computer disks and tapes.

71. During the biennium, DEPI completed 22 of the 33 (67 per cent) main tasks and implemented 173 activities in subprogramme 3. The main tasks and the rating for each as well as the completed activities are listed according to the responsible unit of DEPI in annex III.

72. Subprogramme 3 had five main objectives and set two specific performance indicators and targets for each objective. During the biennium, DEPI fulfilled or exceeded six of the performance indicators and largely completed the remaining two. The five objectives, eight performance indicators and the results achieved for each are summarized in annex II. It must be noted that the objectives were set before the functional reorganization occurred. As a result, the five objectives and related activities do not coincide with the responsibilities and tasks assigned to various branches and units of DEPI later. Consequently, some activities are listed under more than one objective and performance indicator. While understandable under the circumstances, such overlap and double entries should be avoided in future DEPI programmes of work.

73. In sum, despite the many challenges and difficulties related to reorganization that DEPI faced at the start of the biennium and despite having a staff that was much smaller than planned, DEPI still managed to complete 70 per cent of its main tasks during the 2000-2001 biennium, to implement over 170 different activities, to attend and to contribute to over 200 inter-divisional and international meetings, to hold or to make a major contribution to 28 training courses and to organize and publish over 100 reports and other documents.

74. That record is a credit to the commitment and hard work of the small professional staff of DEPI and of its even smaller number of administrative staff. While the operational efficiency of DEPI is evident, its effectiveness is much more difficult to assess. Conventional management measures such as staff/costs per output, are reassuring and helpful. The ultimate test of DEPI's effectiveness, however, is whether its activities actually led to significant changes in national policies, laws or institutions or other clear improvements on the ground.

75. By that measure, the effectiveness of DEPI was limited. During 2000-2001, the PADELIA project directly helped to make significant changes in national policies, laws and institutions in seven African countries. The other DEPI activities, however, mainly consisted of assessment missions and studies, pilot projects, training courses, policy guidelines and surveys on best practices that might lead to significant policy and legal changes only later. As DEPI is only two years old and many activities did not really get implemented until its second year, it is too soon to assess their impact and effectiveness. DEPI should, however, develop more and better effectiveness indicators and build them into its project proposals along with reliable ways to monitor them during and after implementation. Another example of the difficulty of determining effectiveness is included in the section on the Disaster Management Branch.

76. The main functions, tasks and performance of the designated branches and units of DEPI in implementing subprogramme 3 during the 2000-2001 biennium are presented below.

## A. The Capacity-Building Branch

77. The main activities of the Capacity-Building Branch are to conduct pilot projects to test and to demonstrate new approaches and techniques, to identify and to publicize best practices, to coordinate the design and implementation of environmental awareness, education and training programmes and to ensure effective follow-up on the work and report of the World Commission on Dams. The implementation of the activities of the Branch depends almost entirely on counterpart contributions.

78. The Branch has the following three main units: the Technical Cooperation Unit; the Environmental Education Unit; and the Dams and Development Unit, located in Cape Town. For the reasons noted in section ID, the last unit was not assessed.

79. During the 2000-2001 biennium, the eight professional staff in the two units under review in the Branch completed 13 of their 22 (55 per cent) main tasks and implemented 42 activities under subprogramme 3 in the programme of work. The 22 main tasks, the rating for each and the completed activities are listed in annex III.

### 1. The Technical Cooperation Unit

80. The main tasks of the Technical Cooperation Unit include:

(a) Coordinating planning, reporting and implementation strategies and mechanisms for technical cooperation activities;

(b) Coordinating and monitoring cooperation agreements and assessment of new proposals;

(c) Coordinating the Best Practices Programme;

(d) Promoting public participation in pilot projects and programme implementation;

(e) Developing and implementing pilot projects and programmes for the conservation and sustainable use of genetic resources, including capacity-building services and mechanisms on economic, trade and financial instruments;

(f) Providing advice and assistance on mobilization of resources and implementation of action plans and pilot projects on land degradation, climate change and gender issues;

(g) Developing guidelines on integrated island management and waste management, freshwater, groundwater and rainwater harvesting and vulnerability indexes;

(h) Providing advice on integrated water resources management, particularly integrated coastal area and river basin management, the ecosystem impacts of large dams and environmental aspects of flood impacts;

(i) Serving as the DEPI focal point for GEF projects, provision of advice and support to Governments on national biodiversity strategies and coordination of the development of biodiversity guidelines, technical reports, case studies, best practices and databases;

(j) Drafting of proposals for pilot projects and creation and updating of a database on best practices and success stories on sustainable land use and management.

81. During the 2000-2001 biennium, the seven professional staff in the Technical Cooperation Unit:

(a) Participated in over 23 inter-divisional meetings and task forces, nine United Nations inter-agency meetings and 28 other international meetings and conferences and hosted eight meetings;

(b) Held or made a major contribution to eight training courses totaling 33 days with 202 participants from 45 countries;

(c) Coordinated and/or participated in seven preparatory missions and six advisory missions;

(d) Completed 43 reports on major meetings, guidelines, studies and projects and 39 related outputs such as brochures, CD-ROMS and tapes.

82. During the 2000-2001 biennium, the Technical Cooperation Unit completed ten of its 19 (53 per cent) main tasks and implemented 24 activities under subprogramme 3. The 19 main tasks, the rating for each and the completed activities are listed in annex III.

83. The initial three objectives for subprogramme 3 focused largely on technical cooperation, with two specific performance indicators and targets for each objective. During the biennium, four of the performance indicators were fulfilled or exceeded and two were nearly completed. The three objectives, six performance indicators and results achieved for each are summarized in annex II. As noted earlier, some activities are listed under more than one objective.

84. In implementing the programme of work, the main partners of the Technical Cooperation Unit were DEWA (best practices), DPDL (water, law), the Division of Communication and Public Information (DCPI) (youth), Division of Regional Cooperation (DRC) (activities in Africa) and GEF (genetic resources) in UNEP; UN-HABITAT (urban management), UNESCO (environmental education and training), UNDP (environmental law) and The Food and Agriculture Organization of the United Nations (FAO) (biodiversity) elsewhere in the United Nations system; and IUCN (biodiversity, environmental law), the International Plant Genetic Resources Institute (genetic resources), the International Council of Environmental Law (ICEL) (law) and the Environment Liaison Centre International (environmental education/information) in the international community of non-governmental organizations.

85. Public awareness and participation featured prominently in most of the technical assistance activities, particularly the Eco-schools Programme in Africa and the work with the World Council of Churches and spiritual communities on the report and film on the cultural and spiritual values of biodiversity. The involvement of key stakeholders in and outside the core group of agencies and professionals on environmental law was an integral part of the innovative PADELIA pilot project in Africa and a crucial ingredient in its success. The involvement of local communities also featured in pilot projects and assistance on assessing Balkan hot spots and responding to the drought in Kenya and the floods in China and Mozambique.

86. The combination of the limited staff and the wide range of substantive areas to be covered under technical assistance raises the issue of whether more staff are needed or the areas of concentration and priority should be more limited and focused. During the 2000-2001 biennium, apart from the PADELIA pilot project, it is evident that the technical cooperation activities were more in the nature of ad hoc responses to requests and emergencies than part of a longer-term strategic plan. Moreover, the response was severely constrained by the lack of financial and human resources.

87. Table 5 shows the budget and expenditure for technical cooperation in the 2000-2001 biennium.

Table 5. Technical cooperation budget and expenditure, 2000-2001

	Expenditure 2000	Expenditure 2001	Expenditure 2000-2001	Exp. %	Budget 2000-2001	E/B %	Budget-Exp. 2000-2001
Professional staff	698,126	955,357	1,653,483	49	1,843,126	90	189,643
Admin staff	143,257	158,102	301,359	9	447,257	67	145,898
Consultants	15,285	81,458	96,743	3	95,785	101	-958
Travel	120,060	108,351	228,411	7	270,060	85	41,649
Other agencies	8,112	90,750	98,862	3	96,509	102	-2,353

Meetings/training	0	481,382	481,382	14	300,000	160	-181,382
Publications	28,696	37,724	66,420	2	128,696	52	62,276
Equipment/rent	79,714	151,122	230,836	7	220,575	105	-10,261
Other costs	71,942	139,433	211,375	6	254,019	83	42,644
Total \$	1,165,192	2,203,679	3,368,871	100	3,656,027	92	287,156

Source: DEPI Costed Workplan, FP/RA/CP/3000-00-01/Rev. 4

88. As shown in table 5, a key indicator of the lack of longer-term and strategic planning is that most of the expenditure and activities occurred only in the second year of the biennium. After the first year, the cost of the professional staff increased by 35 per cent but by far the largest increase was on meetings and training courses. This is understandable in view of the difficulties regarding the availability and allocation of financial resources during the first year of the biennium and the time needed for the new division to initially establish and organize itself. More effective strategic planning and resource mobilization for technical cooperation activities, however, remain key concerns to be addressed as a priority in the next biennium.

89. A major function of the Unit is to support and to backstop technical assistance involving other divisions of UNEP. This became even more important with the functional restructuring of UNEP, which put a high premium on extensive interlinkages and cooperation among the various divisions. During the 2000-2001 biennium, the Unit invested a great deal of time in the preparation of a detailed overview identifying existing and potential interlinkages and contributing to many inter-divisional meetings and task forces such as civil society and water. The response and the results, however, have been limited. A major constraint and concern is that performance is primarily measured in terms of the indicators and outputs listed in the programme of work, which largely exclude the staff time and resources used for supporting and assisting other divisions.

90. Management of water resources is a policy area where no other United Nations agency has as strong a claim or lead responsibility as UNEP. Moreover, successive UNEP/Global Environment Outlook (GEO) reports and many other reports in the last decade have highlighted the crucial importance of water for the health and survival of ecosystems and human beings worldwide, particularly in Africa. A key activity not conducted during the 2000-2001 biennium was the testing of the Fair Share Water Strategy for equitable access and use of water resources in the SADC region, even though the strategy has been part of the UNEP programme since the mid-1990s when, on the basis of proposals by UNEP, it ranked as a top priority in the 1996 United Nations System-wide Special Initiative on Africa.

91. The failure to implement the Fair Share Water Strategy in the SADC region or in any other region reflects a wider policy concern for DEPI and UNEP. While the statements and declarations of UNEP and of other United Nations agencies during the last decade repeatedly emphasized the important linkages between improvement of the environmental, economic development and poverty reduction policies, those linkages, in particular equity issues, are not adequately reflected in UNEP's technical cooperation and other activities. No reference to poverty or poverty reduction, for example, is made at all in the text for subprogramme 3 or in the list of 30 tasks for the Technical Cooperation Unit in the UNEP Operations Manual.

## 2. The Environmental Education Unit

92. The main tasks of the Environmental Education Unit include:

(a) Coordinating the design and implementation of environmental awareness, education and training programmes;

(b) Creating awareness and providing information on environmental education and training opportunities worldwide;

(c) Assisting others to acquire knowledge, skills and tools to assess and solve environmental problems;

(d) Providing UNEP assistance to environmental education and training events and collaborating with other organizations and institutions on environmental awareness, education and training programmes.

93. During the 2000-2001 biennium, the one professional staff member in the Unit:

(a) Participated in eight inter-divisional meetings and task forces, 22 United Nations inter-agency meetings and 11 other international meetings and conferences and hosted 28 meetings;

(b) Held or made a major contribution to 12 training courses totaling 311 days with 263 participants from over 80 countries;

(c) Coordinated and/or participated in six preparatory missions and 32 advisory missions;

(d) Completed seven reports on major meetings and guidelines.

94. During the 2000-2001 biennium, the Unit completed its three main tasks and implemented 18 activities under subprogramme 3. The three main tasks, the rating for each task and the completed activities are listed in annex III. The Unit also contributed to the attainment of the initial two objectives and two of the four performance indicators and targets for subprogramme 3, as indicated in annex II.

95. In implementing the programme of work, the main partners of the Environmental Education Unit were DRC (eco-schools and training in Africa), DEWA (youth) and DCPI (youth, civil society) in UNEP and UNDP, the ad hoc United Nations development assistance group for Kenya (eco-schools, capacity-building for women and energy), UNESCO (environmental education and training) and the United Nations Children's Fund (UNICEF) (children) elsewhere in the United Nations system. Public awareness and participation were an integral and most important part of all of the Unit's activities.

96. The self-evaluation of DEPI carried out at the end of the 2000-2001 biennium included the following concerns:

(a) Delayed policy support from senior management to enhance UNEP's activities in environmental education and training, despite high expectations and demands from Governments, non-governmental organizations and individuals;

(b) Staggered efforts by UNEP in developing and implementing a UNEP fellowship policy, despite detailed proposals put before senior management;

(c) Environmental education as a subprogramme element has not received enough recognition and collaboration from other UNEP divisions with respect to UNEP capacity-building efforts, despite repeated attempts seeking interlinkages.

97. The one professional member of staff in the Unit has made a credible and successful effort in implementing the activities in the programme of work and providing linkages and support for relevant activities by other divisions. As the above comments indicate, however, the external need and demand for environmental education and training deserves greater attention and financial support.

### 3. The Dams and Development Unit

98. The main tasks of the Dams and Development Unit include the following:

(a) Ensuring follow-up on the work and report of the World Commission on Dams;

(b) Disseminating relevant reports and materials;

(c) Promoting dialogue among stakeholders;



- (d) Creating an information network and clearing house for information and experience;
- (e) Facilitating the implementation of good practices.

99. Because an in-depth evaluation of this unit was completed in 2001 and the consultant was unable to travel to Cape Town to meet the staff, the activities have not been further reviewed or evaluated in this report.

#### B. The Global Programme of Action Branch

100. The main tasks of the Global Programme of Action Branch include the following:

- (a) Coordinating, developing, guiding and supervising all Global Programme of Action initiatives and activities and ensuring full participation and support by others concerning the implementation of the Global Programme of Action;
- (b) Liaising with other units of UNEP and supervising the preparation of technical documents and reports on the implementation of the Global Programme of Action;
- (c) Supporting the Regional Seas Programmes on developing and implementing laws on land-based activities;
- (d) Facilitating the development and implementation of national and regional action programmes on land-based sources of marine pollution;
- (e) Supporting voluntary initiatives by key industries in collaboration with DTIE;
- (f) Serving as the UNEP focal point for Small Island Developing States and the GEF/UNDP/FAO project Reducing Impacts of Tropical Shrimp Trawling;
- (g) Developing the concept and mechanism on decision-making for pollutant source categories for the Global Programme of Action;
- (h) Fundraising and mobilizing support for the activities of the Global Programme of Action;
- (i) Developing and implementing capacity-building activities related to the Global Programme of Action;
- (j) Contributing to the United Nations' participation in the global ocean governance process and coordinating UNEP contributions to the United Nations Atlas of the Oceans;
- (k) Preparing and managing the Strategic Action Plan on Municipal Wastewater;
- (l) Managing and coordinating the development of a Global Programme of Action clearing-house mechanism.

101. As noted earlier, the consultant was unable to travel to The Hague, where the Global Programme of Action Branch is based, to meet the staff of the Branch. Its activities have therefore not been evaluated. It was also less necessary to do so because its programme of work and performance had recently been thoroughly assessed and approved in November 2001 by the first Intergovernmental Review Meeting on the Implementation of the Global Programme of Action. Further, the UNEP Governing Council/Global Ministerial Environment Forum, in its decision SS.VIII/6 (15 February 2002), commended the Global Programme of Action as:

“a practical and effective non-binding framework for harmonizing the activities of coastal and marine institutions and mechanisms at the local, national, regional and global levels; for producing efficiencies by bringing stakeholders together from different sectors, both public and private, to address common objectives; and further integrating river basin management with marine and coastal area management”.

### C. The Disaster Management Branch

102. The main activities of the Disaster Management Branch are to develop and to coordinate policies, strategies and other relevant activities pertaining to environmental emergency prevention, preparedness, assessment, mitigation and response; to serve as the focal point for coordination and cooperation on environmental emergencies within UNEP and with other agencies in and outside the United Nations system; to undertake missions and to prepare pilot projects on the impacts of environmental emergencies at the national, subregional, regional and global levels; and to raise public awareness and to build competence to enhance the understanding of the impacts of disasters on the environment. The implementation of the activities of the Branch depends almost entirely on counterpart contributions.

103. The Branch has the following main units: the Emergency Coordination Unit in Nairobi; the Joint UNEP/OCHA Unit in Geneva; and the Post-Disaster and Post-Conflict Assessment Unit in Geneva. For the reasons noted in section ID, the latter two units were not evaluated. Moreover, while included as a structural part of the Division and of the Branch, the Post-Disaster and Post-Conflict Assessment Unit operates largely as a separate unit reporting directly to the Office of the Executive Director.

104. The last two of the five objectives of subprogramme 3 on policy implementation in the programme of work for 2000-2001 focus exclusively on environmental emergencies, with two specific performance indicators and targets for each objective. During the biennium, three of the performance indicators were fulfilled or exceeded, and the fourth indicator was nearly completed. The two objectives, four performance indicators and results achieved for each are summarized in annex II.

105. The expenditure and budget for emergency response during the 2000-2001 biennium is shown in table 6.

Table 6. Emergency response budget and expenditure, 2001-2001

	Expenditure 2000	Expenditure 2001	Expenditure 2000-2001	Exp. %	Budget 2000-2001	E/B %	Budget-Exp. 2000-2001
Professional staff	180,358	187,175	367,533	31	407,221	90	39,688
Admin. staff	76,024	133,928	209,952	18	198,024	106	-11,928
Consultants	223,194	74,017	297,211	25	338,194	88	40,983
Travel	11,513	72,235	83,748	7	126,513	66	42,765
Other agencies	0	42,500	42,500	4	49,137	86	6,637
Meetings/training	0	16,652	16,652	1	5,000	333	-11,652
Publications	6,359	27,488	33,847	3	30,359	111	-3,488
Equipment/rent	14,243	24,314	38,557	3	74,743	52	36,186
Other costs	70,925	36,737	107,662	9	129,809	83	22,147
Total \$	582,616	615,046	1,197,662	100	1,359,000	88	161,338

Source: DEPI Costed Workplan, FP/RA/CP/3000-00-01/Rev. 4

106. During the 2000-2001 biennium, the Branch helped to increase the visibility of environmental issues in the United Nations Disaster Assessment Coordination (UNDAC) system and arranged the participation of two UNEP staff members in UNDAC training courses. The Branch acted as the focal point in UNEP for the Inter-Agency Task Force for Disaster Reduction of the United Nations International Strategy for Disaster Reduction (ISDR), and UNEP/DEWA also chaired the ISDR Working Group on Early Warning.

107. In implementing the UNEP programme of work, the main partners of the Branch in UNEP were DEWA (impact assessment), DTIE (Awareness and Preparations for Emergencies at Local Level – APELL)

and DRC (regional cooperation), and in the United Nations system were OCHA (emergency response), UNDP (capacity-building), UN-HABITAT (impact of floods on urban environment), WHO (health), UNHCR (refugees), the International Atomic Energy Agency (radiation-related emergencies) and IMO (marine emergencies).

108. Public awareness and participation were included but do not seem to have featured prominently in all Branch activities, although the involvement of local communities did feature in major pilot projects and assistance such as the assessment of Balkan hot spots and the response to the drought in Kenya and the floods in China and Mozambique.

109. Although the Branch has wide terms of reference that include disaster prevention, preparedness and response, its activities have so far largely focused on environmental emergency response and assessment. In most cases, assessment missions and studies have largely been the only response except in the case of UNEP's host country, Kenya, where UNEP has made more wide-ranging and continuing contributions to drought assessment, response, prevention and preparedness.

110. As with the technical cooperation activities in the Capacity-Building Branch, the issue of limited staff and financial resources for tackling wide-ranging and global responsibilities also arises for the Disaster Management Branch. This is further complicated by the unpredictability of the number and scale of environmental emergencies that may occur in any given year or biennium and the fact that the involvement of UNEP is predicated on receiving external requests for advice and assistance.

111. During the 2000-2001 biennium, UNEP's response to environmental emergencies was seriously constrained by the lack of financial and human resources, particularly for activities related to prevention, preparedness and follow-up of assessment missions. Moreover, because DEPI, DEWA and DRC at headquarters and outposted offices such as DTIE/APELL, regional offices and regional seas coordinating units all have a role to play in different environmental emergencies, the rapidity and effectiveness of UNEP's response was further constrained by an apparent lack of clarity on who should take the lead.

112. The responsibility in UNEP for responding to environmental emergencies largely rests with the Joint UNEP/OCHA Unit in Geneva. The expertise and capabilities of UNEP staff at headquarters and the regional offices, however, have not been adequately utilized to supplement the expertise that the Joint UNEP/OCHA Unit has been able to marshal. Part of the problem is that the normal procedures for budgetary and travel authorizations are generally too slow. New, fast-track criteria and procedures are clearly needed for emergency situations. To expedite their own rapid responses, some countries and agencies maintain an UNDAC contingency fund. UNEP should also consider the option of such a contingency fund for improving its rapid response capability.

113. The UNEP Strategic Framework on Emergency Prevention, Preparedness, Assessment, Mitigation and Response included a priority recommendation to establish a task force on environmental emergencies for improving internal coordination arrangements and procedures. Under the chairmanship of the Director of DEPI, the task force met several times in 2001 and helped to coordinate UNEP's response to the floods in Mozambique and the drought in Kenya. The task force, however, needs to be revitalized and should refine and implement an overall policy and strategy with streamlined budgetary, travel and other procedures for a coordinated, effective and timely UNEP response to environmental emergencies.

114. The ultimate effectiveness of UNEP's response and of the activities of the Branch is difficult to assess. In terms of the number of activities and outputs in relation to its limited financial and human resources, the performance and productivity of the Branch during the 2000-2001 biennium were impressive. If measured in terms of effective mitigation and remedial actions in the field, however, serious questions arise.

115. A case in point is the major assessment work carried out in Albania. The assessment studies and recommendations for the cleanup of hot spots there featured prominently in the outputs of the Branch for 2000-2001. As the consultant was completing the preliminary draft of this report, however, the

*International Herald Tribune* published an article entitled A shantytown with toxic waste: Albanians keep settling in environmental disaster area (25 July 2002, p.4). That article included the following statements:

“Last year the United Nations Environment Programme, in its first assessment of Albania’s environment, designated this site of the former Porto Romano chemical plant an environmental disaster area that posed ‘grave risks to human health, groundwater and the marine habitat’. The report called for closing the area, removing the settlers and monitoring the health of 10,000 people living on the fringes of the plant. The government’s only action was to build a wall blocking the access road. Angry residents tore it down and new settlers keep coming.

.... Samples taken by experts help explain why things here taste different. Milk from Jani’s cow had lindane concentrations 100 times higher than the European safety limit, the report said. On family vegetable plots, lindane concentrations were more than 600 times what the Dutch would consider hazardous waste. Lindane accumulates in the food chain and long-term exposure can lead to lung, liver and kidney damage, the report said. Water samples from a well had more than 4,000 times the level of chlorobenzene acceptable in drinking water in Europe. Intense exposure to this solvent can affect the nervous system, bone marrow, blood and fertility, the report said.”

116. In the article, UNEP rightly gets credit for its clear assessment and recommendations for immediate action but also implicitly shares part of the blame for the lack of follow-up. In this case, the work of the Branch, through its Post-Disaster and Post-Conflict Unit, was clearly effective in studying the situation, identifying key problems, assessing the major risks and proposing urgent remedial actions. In a relay race, however, no one on a team qualifies for a medal until the last runner crosses the finish line. In this case, the finish line is quarantining the plant, resettling the already sick squatters and getting urgent medical attention for them and the 10,000 people living around the plant.

117. As this is an immediate and deadly environmental health disaster, what could and should UNEP do in addition to its initial assessment work? Should it pass the baton to others, declare its involvement a completed output and consider its job done? Or, inter alia, should it insist that the site be declared an urgent international disaster priority and reallocate UNEP funds and/or insist on or convene a donors’ meeting to get more funds to help the national and local authorities to tackle the situation immediately?

118. This example raises a major policy and strategic issue: should UNEP invest its limited staff and resources in making an assessment unless there is a prior commitment by national and local authorities and the international community to implement the recommendations? Such an assessment certainly helps to characterize and to understand the problem. That, however, still does not help the victims unless there is effective follow-up action by UNEP with other agencies and national and local authorities.

119. In sum, during most of the three decades of its existence, a recurring concern by many developing country members was the absence of UNEP on the front line in the field. During the 2000-2001 biennium, the work of the new Disaster Management Branch helped to put UNEP where it belonged - with other key agencies on the front line in eight environmental emergencies. The work, however, is still too narrowly focused on responding to and assessing environmental emergency situations and is also constrained by limited resources. Even in that crucial but restricted role, clearer criteria and procedures are needed for setting priorities and ensuring a rapid response. Such measures become even more important if the present funding and staff are not significantly increased.

120. During its first biennium, the Branch created a new and firm foundation for a more effective and expanded UNEP role and contribution to disaster management through its work in the field, new guidelines on rapid environmental assessments and national response mechanisms, new environmental emergency notification forms and the evolving network of national focal points.

121. More resources, however, are in particular needed for implementing the relevant recommendations of assessment missions as well as the longer-term aspects of disaster management which, as the name and role of the Branch imply, should include environmental disaster prevention, preparedness and response strategies as well as remedial measures in and among neighbouring countries.

## 1. The Emergency Coordination Unit

122. The main tasks of the Emergency Coordination Unit include:

- (a) Developing and coordinating strategic planning, research, missions, pilot projects and other relevant activities on environmental emergencies;
- (b) Developing UNEP policies and strategies on environmental emergencies;
- (c) Coordinating UNEP activities on disaster prevention, reduction and preparedness and on emergency response;
- (d) Guiding the work of the Joint UNEP/OCHA Environment Unit;
- (e) Serving as the focal point for cooperation with DEWA and DTIE/APELL and other agencies;
- (f) Assisting in emergency response and awareness-creation with respect to the impacts of refugee flows.

123. During the 2000-2001 biennium, the two professional members of staff in the Unit:

- (a) Participated in ten inter-divisional meetings and task forces, eight United Nations inter-agency meetings and three other international meetings and hosted two meetings;
- (b) Held an in-house training course on environmental emergency response;
- (c) Coordinated and/or participated in 11 preparatory and advisory missions;
- (d) Completed nine reports on guidelines and emergency response assessments.

124. During the 2000-2001 biennium, the two professional members of staff in the Unit completed their two main tasks by implementing 27 activities under subprogramme 3. The two main tasks, the rating for each and the activities completed by the Unit are listed in annex III.

125. In addition to the tasks and activities of the Unit, the two professional members of staff also provided backstopping support for the four main tasks and many of the over 30 activities listed for the Joint UNEP/OCHA Unit in annex III. Moreover, although the Emergency Coordination Unit is one of the three units in the Disaster Management Branch, it is the only unit located at UNEP headquarters. Consequently, the members of staff perform a double duty for both the Branch and the Unit. Most of the comments and findings made in the previous section on the Branch as a whole therefore apply to the Unit as well.

126. Regarding the performance of the Unit, during the 2000-2001 biennium, the two professional members of staff successfully coordinated and carried out an impressive range and number of activities on environmental emergency response. Given the wide range and global scope of the Unit's responsibilities, however, the future effectiveness and success of UNEP in this crucial area depend on securing more staff and funds.

## 2. The Joint UNEP/OCHA Environment Unit

127. The main tasks of the Joint UNEP/OCHA Environment Unit include:

- (a) Alerting the international community promptly to the existence of emergency situations and issuing situation reports to a worldwide list of contacts;
- (b) Establishing direct contacts between affected countries and donor Governments;

- (c) Acting as a clearing house for information and advice between relevant authorities and institutions in affected countries and donor Governments;
- (d) Helping to mobilize and to coordinate multilateral assistance to affected countries;
- (e) Arranging for international expert missions to assess emergency situations and make recommendations on response and mitigation measures.

128. As noted earlier, the consultant was unable to travel to Geneva, where the Unit is located, or to meet the staff of the Unit. Consequently, the Unit's activities have not been evaluated. The main tasks, activities and outputs of the Unit are, however, summarized in annex III.

### 3. The Post-Disaster and Post-Conflict Assessment Unit

129. The main tasks of the Post-Disaster and Post-Conflict Assessment Unit include:

- (a) Coordinating activities and mobilizing resources for environmental cleanup projects in Albania and the former Yugoslav Republic of Macedonia;
- (b) Maintaining inter-agency coordination with all relevant agencies;
- (c) Working closely with the authorities in Yugoslavia and relevant United Nations and international agencies on planned activities and implementation;
- (d) Preparing proposals to incorporate UNEP expertise and knowledge;
- (e) Undertaking environmental assessments on the impacts of conflicts;
- (f) Preparing pilot projects to address environmental impacts at the national, subregional, regional and global levels;
- (g) Raising awareness and competence to enhance the understanding of the impacts on the environment.

130. During the 2000-2001 biennium, the Post-Disaster and Post-Conflict Assessment Unit focused on the Balkans conflict, but in late 2001 commenced preparatory work on post-conflict environmental assessments in Afghanistan and the occupied Palestinian territories.

131. As noted earlier, the consultant was unable to travel to Geneva, where the Unit is located, or to meet the staff of the Unit. Consequently, the Unit's activities have not been evaluated. Moreover, although the Unit is included in the organizational chart of DEPI, in practice the Unit does not report to or through DEPI.

### D. The Implementation of Environmental Law Branch

132. The main activities of the Implementation of Environmental Law Branch include:

- (a) Providing advice and support on improving compliance and enforcement of environmental conventions;
- (b) Developing policies and activities to prevent and to combat international environmental crime;
- (c) Developing a UNEP policy on civil liability for environmental damage;
- (d) Identifying and assessing gaps in compensation and liability regimes and evaluating the effectiveness of civil liability regimes;

- (e) Coordinating activities for implementing the Lusaka Agreement on Cooperative Enforcement Operations Directed at Illegal Trade in Wild Fauna and Flora;
- (f) Encouraging partnerships, designing strategies and mobilizing resources for technical assistance on national legislation, institutions, capacity-building and training;
- (g) Publishing and disseminating materials on environmental law, policy and institutions.

133. The two main units of the Branch are the Compliance and Enforcement Unit and the Pilot Projects Unit. The work of both units was previously carried out under the UNEP Environmental Law and Institutions Programme Activity Centre. With the structural reorganization of UNEP in 1999, the Compliance and Enforcement Unit, which was initially in DPDL, was transferred to DEPI.

134. During the 2000-2001 biennium, the three professional members of staff in the Implementation of Environmental Law Branch completed all three of their main tasks and implemented 65 activities under subprogramme 3. The implementation of the activities of the Branch depends almost entirely on counterpart contributions. The three main tasks, the rating for each task and the completed activities are listed in annex III.

135. As noted earlier, the line separating the development and the implementation of policy between DEPI and DPDL is rather blurred. The same difficulty applies to environmental law. The activities pertaining to enforcement of environmental conventions and the PADELIA project (and their respective DEPI units) combine elements of development and implementation of environmental law at the national, regional and global levels. The "DEL" in PADELIA actually stands for "Development of Environmental Laws". While the PADELIA project in DEPI focused on seven African countries, the Environmental Law Unit of DPDL also undertook activities to help other countries and regions in implementing environmental conventions. Moreover, the work of DEPI in helping to revise the 1967 African Convention on the Conservation of Nature and Natural Resources is more in the nature of development of environmental law than it is an implementation activity.

136. Despite these organizational inconsistencies, the work was carried out effectively. Of the three DEPI branches reviewed, the Implementation of Environmental Law Branch had the best performance in terms of productivity and results. During the biennium, for example, the three professional staff in the Branch completed their three main tasks and the highest number of activities in the Division. They also completed 44 studies and reports representing over half the publications of the Division. The staff of DEPI also undertook joint activities with their counterparts in DPDL, such as the organization of the Meeting of Chief Justices and Senior Judges on the "Role of the Judiciary in Sustainable Development Law" at the World Summit on Sustainable Development.

137. During the 2000-2001 biennium, there was a decline in the number of professional staff working on environmental law issues in UNEP. While evidently reflecting a lower priority for this area, which had previously been a prominent part of UNEP's profile and achievements, it also reflects UNEP's success in developing new international environmental agreements that have established their own separate governing bodies, secretariats, budgets and programmes of work in the areas of biodiversity, climate change, hazardous wastes and trade in endangered species, among others. While the responsibility for implementation in key areas of environmental law moved elsewhere, UNEP still provides coordination and support to environmental conventions through DEC. Rather surprisingly, DEC has no legal officer; it is presently headed in an acting capacity by the Director of DEPI, who is a lawyer, but he will soon retire from UNEP. In addition, the senior lawyer who successfully headed the innovative PADELIA project retired recently.

138. With major changes in the leadership of DEPI and three years of experience since the major structural reorganization of UNEP, it is timely and necessary to review the efficiency and effectiveness of the present structure for environmental policy and law. There are two main options. In 1999, it was decided to create two functional divisions dealing with development (DPDL) and implementation (DEPI) respectively. As repeatedly noted earlier, however, the key projects and activities in each division have in practice often (and pragmatically) combined both development and implementation activities. Recognizing that reality, the

second option of having a single division combining both environmental policy and environmental law should now be considered.

### 1. The Compliance and Enforcement Unit

139. The main tasks of the Compliance and Enforcement Unit include:

- (a) Providing advice and support on improved compliance and enforcement of environmental conventions;
- (b) Developing policies and activities to prevent and to combat international environmental crime;
- (c) Developing a UNEP policy on civil liability for environmental damage;
- (d) Maintaining cooperation between UNEP and the United Nations system for improving the enforcement of environmental conventions and civil liability issues;
- (e) Undertaking capacity-building, training and other activities on the implementation of enforcement and compliance with environmental conventions;
- (f) Coordinating activities for implementing the Lusaka Agreement on Cooperative Enforcement Operations Directed at Illegal Trade in Wild Fauna and Flora;
- (g) Identifying and assessing gaps in compensation and liability regimes and evaluating the effectiveness of civil liability regimes;
- (h) Assisting in developing and implementing laws and institutions to prevent and to redress environmental damage.

140. During the 2000-2001 biennium, the one professional member of staff in the Unit participated in 12 United Nations inter-agency meetings, made a major contribution to two training courses totaling 20 days with 50 participants from over 40 countries, participated in 13 preparatory and advisory missions and completed 12 reports on major meetings and guidelines.

141. The Unit completed its two main tasks and implemented 33 activities under subprogramme 3. The two main tasks, the rating for each task and the completed activities are listed in annex III. The Unit also contributed to the attainment of the initial two objectives and two of the four performance indicators and targets for subprogramme 3, as indicated in annex II.

142. In implementing the programme of work, the main partners of the Compliance and Enforcement Unit were DPDL (Environmental Law Unit), DEC (environmental conventions) and DRC (regional cooperation) in UNEP and the United Nations Economic Commission for Europe (ECE) (transboundary waters, enforcement of environmental conventions in Europe), the World Trade Organization (WTO) (environmental conventions and trade) and IMO (oil pollution) elsewhere in the United Nations system. As the two main tasks of the Unit were to help to develop guidelines on the enforcement of multilateral environmental agreements and to support the meeting of the Lusaka Agreement on Cooperative Enforcement Operations Directed at Illegal Trade in Wild Fauna and Flora, public awareness and participation were not an expected or significant part of the activities of the Unit.

### 2. The Pilot Projects Unit

143. The main tasks of the Pilot Projects Unit include the following:

- (a) Encouraging partnerships for developing and implementing environmental laws in Africa;



- (b) Designing strategies for providing technical assistance on national legislation, institutions, capacity-building and training;
- (c) Mobilizing resources for capacity-building on environmental law in Africa;
- (d) Publishing and disseminating materials on environmental law, policy and institutions;
- (e) Providing assistance to selected countries in the development of environmental laws;
- (f) Replicating successful initiatives in selected countries in Africa.

144. During the 2000-2001 biennium, the two professional members of staff in the Unit:

- (a) Participated in ten UNEP inter-divisional meetings and task forces, ten United Nations inter-agency meetings and seven other international meetings and conferences and hosted seven meetings;
- (b) Held or made a major contribution to five training courses;
- (c) Coordinated and/or participated in six preparatory and advisory missions;
- (d) Completed 29 reports on major meetings, guidelines, studies and projects.

145. The main task of the Unit was to implement Phase II of the UNEP/UNDP/Dutch Joint Project on Environmental Law and Institutions in Africa. The joint project, started in 1996, was externally evaluated in late 1998 and was renamed and implemented in 2000-2001 as the Partnership for the Development of Environmental Laws and Institutions in Africa (PADELIA). The special emphasis on ‘partnership’ reflected a main factor for the success of the first phase of the Joint Project. The 1998 report of the review panel concluded as follows:

“[T]he Joint Project is a pioneering example of pragmatic, flexible and effective international cooperation. In response to the appeal in Agenda 21 for new partnerships, the Joint Project involves a key developed country, major United Nations institutions such as UNEP, UNDP, FAO and the World Bank who have complementary mandates on environment and development issues, other leading international organizations such as the World Conservation Union (IUCN) as well as senior government officials and many local experts on environmental and legal issues in seven African countries. Although it has only been underway for just over two years, the Joint Project has an impressive record of achievements in assisting the participating countries to strengthen their laws and institutions for environmental protection and natural resources management.”

146. That “impressive record of achievements” continued during the 2000-2001 biennium. During the biennium, the Unit completed its main task and implemented 32 activities under subprogramme 3. The main task and completed activities are listed in annex III. The Unit also contributed to the achievement of the two initial objectives and all four performance indicators and targets for subprogramme 3, as indicated in annex II.

147. In implementing the programme of work, the main partners of the Pilot Projects Unit were DPDL (Environmental Law Unit), DEC (environmental conventions), DGEFC (biodiversity) and DRC (regional cooperation) in UNEP, UNDP (capacity-building), FAO (environmental law), UN-HABITAT (urban environment) and the World Bank (biodiversity, capacity-building) elsewhere in the United Nations system; the East African Community (Lake Victoria) among regional intergovernmental organizations and IUCN (biodiversity, environmental law) and ICEL (environmental law) in the community of international non-governmental organizations.

148. In DEPI, the PADELIA project achieved the best results in terms of effectiveness in actually building capacity and securing significant changes in environmental policies, laws and institutions in and among the project countries. Key reasons for that success include:

- (a) An intensive focus on seven countries in Africa where the experience and lessons learned in one part of the project could readily be applied or adapted in others;
- (b) An insistence on close partnership arrangements among the donor agencies and countries as well as different ministries in the countries, with the participating countries setting their own priorities and activity workplans;
- (c) The extensive use of local experts in and outside Government rather than expatriate consultants, which helped to create the local capacity needed to effectively implement the agreed policy, legal and institutional changes;
- (d) The involvement of lawyers and experts in and outside environment ministries as well as consultations and meetings with representatives of non-governmental organizations and other stakeholders;
- (e) The development and distribution of new reference and research materials and intensive training in selected areas at national and regional workshops;
- (f) The availability of adequate external financial resources;
- (g) The management and monitoring of the project through regular contacts and meetings with a steering committee representing the main partners.

149. These and other attributes that helped to make the PADELIA project so effective and successful in securing environmental policy, law and institutional changes in and among the project countries could usefully be applied or adapted for other countries in and outside Africa as well as for other technical assistance projects and activities in DEPI and UNEP.

#### IV. FINDINGS AND RECOMMENDATIONS

150. This evaluation focused primarily on the 2000-2001 biennium. Soon after it started, UNEP convened the first meeting of the Global Ministerial Environment Forum in conjunction with the sixth special session of the Governing Council in May 2000 in Malmö, Sweden. The main aims of the Ministerial Forum were to review important and emerging environmental issues and to chart the course for the future. At the closing session, the ministers adopted and issued the Malmö Ministerial Declaration, which concluded with the following bold statement and commitment:

“We can decrease poverty by half by 2015 without degrading the environment, we can ensure environmental security through early warning, we can better integrate environmental considerations in economic policy, we can better coordinate legal instruments and we can realize a vision of a world without slums. We commit ourselves to realizing this common vision.”

151. The Malmö Ministerial Declaration and commitment provides a concise and compelling guide for evaluating the performance and effectiveness of DEPI in implementing subprogramme 3 for 2000-2001. It gives rise to two interlinked questions focused constructively on the future and the past, which implicitly underpin many of the following findings and recommendations:

- (a) How did the work of DEPI reflect and contribute to the realization of this “common vision”?
- (b) How can the organization and work of DEPI and UNEP be strengthened to more effectively help to realize this “common vision”?

152. The previous sections of this report and the annexes are presented according to the present structure of the DEPI branches and units and include specific findings and proposals regarding their main tasks, budgets, staffing and performance in implementing their respective programmes of work. This concluding section will focus on larger key issues rather than specific administrative units and issues.

#### A. Strengthening environmental policy and planning

153. During the 2000-2001 biennium, DEPI helped to strengthen and to implement environmental policies through its capacity-building, technical assistance, environmental emergency response, best practices and, most notably, the PADELIA project.

154. The different focus and character of some activities, however, suggests that they were assigned to DEPI because they did not easily fit elsewhere rather than because they were part of a strategic DEPI plan and set of priorities for environmental policy implementation. None of the four DEPI branches or eight units, for example, has the term 'policy' in its name. Moreover, in the over 120 tasks listed for the DEPI branches and units in the UNEP Operational Manual, the term 'policy' appears only three times.

155. It is recommended that DEPI prepare a concise statement of its core mission and goals as a basis for refocusing and reorganizing its environmental policy implementation programme and activities more strategically.

156. DEPI managed the challenge of its organizational incongruities remarkably well during its first biennium. But given its limited staff and financial resources, it now needs to review the scope and scale of its activities and to develop a strategic framework and plan for strengthening and implementing environmental policies in priority sectors and regions. In setting priorities, DEPI should build on its experience during its first biennium and on the comparative advantage and expertise of UNEP, while also taking into account WEHAB and other priorities agreed on at the World Summit on Sustainable Development.

157. It is recommended that DEPI prepare an overall strategic plan with priorities for strengthening and implementing environmental policies at the national, regional and global levels based on the comparative advantage and expertise of UNEP and WEHAB and other priority issues agreed on at the World Summit on Sustainable Development.

158. One of the top concerns and priorities must be the crucial linkages between environmental management and poverty reduction policies. The environment versus development debate started at the Stockholm Conference and still continues three decades later. At the United Nations Conference on Environment and Development, the SADC countries made a joint appeal for an Agenda 21 that would provide "a new basis for a new deal for the majority of poor people and countries". That did not happen then or during the 1990s. In Agenda 21, combating poverty was just one of 38 goals and "enabling the poor to achieve sustainable livelihoods" was only one of 131 priority programmes with only 33 of the over 2,500 recommendations for action.

159. In the SADC region and most other developing countries and regions, "combating poverty" and "enabling the poor to achieve sustainable livelihoods" are the overriding goals and priorities. In most developing countries, the poverty of the poor majority of their people is a main cause and a main consequence of the environmental degradation that undermines their present and future economic development.

160. Although the poor majority suffers first and most in this destructive cycle, the poor are not the problem. The national development, environmental and other sectoral policies as well as international aid and trade policies that fail to reach and benefit the poor majority are the main problem. To achieve sustainable development in these countries, a crucial third link must be integrated into the global, regional, national and local 'environment and development' agenda. That critical missing link is equity.

161. In 1996, the SADC Summit of Heads of State and Government approved a new regional equity-led growth strategy for sustainable development with the following three main goals:

- (a) To accelerate economic growth with greater equity and self-reliance;
- (b) To improve the health, income and living conditions of the poor majority;
- (c) To ensure equitable and sustainable use of the environment and natural resources for the benefit of present and future generations.

162. These three main goals constituted one agenda for action. None is achievable without the other two. To reinforce this, the SADC leaders also recognized that the previously separate policies and programmes for economic reform, social progress and improvement of the environment must be increasingly integrated into a single agenda and strategy for achieving sustainable development. That integrated agenda would be reinforced by incorporating impact assessments in policy and decision-making processes by:

- (a) Assessing the likely environmental impacts of economic policies;
- (b) Assessing the likely economic impacts of environmental policies;
- (c) Assessing the likely equity impacts of both economic and environmental policies on the livelihoods of the poor majority of people.

163. The UNEP Executive Director highlighted the need for such a new and integrated policy framework and tools for African and other developing countries in his statement in support of the Millennium Summit Declaration in September 2000:

“In UNEP’s view, sustainable development and the eradication of poverty remain humanity’s central challenge. The world’s Governments must work together to create a policy framework that is conducive to sustainable development and the elimination of poverty while addressing the special needs of Africa and least developed countries.”

164. The development and implementation of a policy framework integrating key economic, environmental and equity issues is now the biggest challenge facing UNEP and the international community. The scale of the challenge within UNEP is demonstrated by the fact that no reference is made at all to poverty or poverty reduction in the text for subprogramme 3 for 2000-2001 or in the list of over 30 tasks for the Technical Cooperation Unit in UNEP’s Operations Manual.

165. It is recommended that DEPI take the lead in establishing a task force and other initiatives to ensure that the crucial interlinkages among policies for environmental management, poverty reduction and economic development are explicitly identified and addressed as a top priority in all policy statements, programmes and projects of UNEP.

166. The Fair Share Water Strategy is an example of an equity-led growth policy in a crucial natural resource sector. Already approved by UNEP and the United Nations General Assembly, it brings the poor majority of people and countries from the margins to the top of the agenda. Based on proposals by UNEP, the 1996 United Nations System-Wide Special Initiative on Africa included the equitable and sustainable use of freshwater resources and the fair-share approach to water resource management among its top priorities.

167. The key goals of the Fair Share Water Strategy include the following:

- (a) To assess all future national and international water policies, plans and programmes in terms of their economic viability, environmental sustainability and equity impacts;
- (b) To assist Governments to incorporate the fair share approach in their national and international water development policies, plans and programmes;

(c) To accelerate existing projects, to emphasize and to demonstrate the fair share approach and the advantages of community participation in water management planning and decision-making;

(d) To assist Governments to set up effective water basin agreements and institutions for avoiding or resolving disputes over equitable access to and use of shared water resources.

168. No significant progress has been made on achieving these goals. In the DEPI programme of work for 2000-2001, one of the few uncompleted tasks was “to test the Fair Share Water Strategy for equitable access and use of water resources in the SADC region”. This and similar fair share water initiatives in other regions should now be supported as a matter of priority.

169. It is recommended that DEPI take the lead in testing and implementing the Fair Share Water Strategy as a top priority for ensuring the equitable and sustainable use of water resources in and among countries in the SADC region and other regions.

170. A key weakness of DEPI is the lack of capacity and activities on national environmental management plans as a crucial and integral part of environmental policy implementation. All national policies for environment protection and improvement and in other relevant economic sectors such as agriculture, energy, fisheries, forestry and tourism are largely implemented through new laws and management plans.

171. During the 2000-2001 biennium, DEPI was instrumental in helping to develop new national framework laws on the environment, particularly through the PADELIA project, but it now needs to give more attention and priority to developing and strengthening national framework environmental management plans and integrating environmental concerns into other national economic and sectoral development plans.

172. New approaches, guidelines and other practical information materials are also needed to help national and local environmental planners and decision makers to prepare, to strengthen and to monitor the implementation of environmental policies and management plans, including PADELIA-type projects with a wide range of local capacity-building activities and international exchanges and training courses.

173. It is recommended that DEPI create a special capacity and unit to develop environmental planning guidelines and to provide information, advice and assistance to national and local authorities on environmental management plans and on integrating environmental concerns into national economic and other sectoral development plans.

#### B. Improving environmental laws

174. The development and adoption of the Guidelines on Compliance with and Enforcement of Multilateral Environmental Agreements was a major achievement of DEPI during the 2000-01 biennium. At the seventh special session of the UNEP Governing Council/Global Ministerial Environment Forum in Cartagena in February 2002, the ministers authorized UNEP and DEPI to facilitate the implementation of the Guidelines, to take steps for advancing capacity-building and strengthening of developing countries in accordance with the Guidelines, and to seek extrabudgetary resources to facilitate the implementation of the Guidelines. Given that environmental conventions have little practical effect unless they are applied and enforced at the national level, these recommendations should be implemented as a matter of priority.

175. It is recommended that DEPI prepare short and long-term plans, a budget and a resource mobilization strategy for capacity-building, technical assistance and other activities needed to implement the Guidelines on Compliance with and Enforcement of Multilateral Environmental Agreements.

176. The PADELIA project was also a major achievement of DEPI during the 2000-2001 biennium. As noted earlier, in DEPI, and possibly in UNEP as a whole, the PADELIA project achieved the best results in terms of its effectiveness in actually building capacity and securing significant changes in environmental policies, laws and institutions in and among its project countries. The attributes listed in chapter III, section D, subsection 2, which helped to make the PADELIA project so effective and successful, could

usefully be applied or adapted for other countries in and outside Africa as well as for other technical assistance projects and activities in DEPI and UNEP.

177. The effectiveness of the PADELIA approach having been tested and proved, the project should be extended to include many more developing countries as quickly as possible. This would require significant additional staff and financial resources. While the usual resource mobilization methods should be pursued, other methods should also be tried. Model PADELIA project proposals for individual countries and subregions, for example, should be prepared and provided to interested countries for adaptation and inclusion by them in their own national development plans and submissions to other donor agencies.

178. It is recommended that DEPI expand the PADELIA project to other developing countries and regions as rapidly as possible and also adapt the PADELIA approach for other technical assistance projects and capacity-building activities.

### C. Expanding technical cooperation

179. For three decades, UNEP had a limited role in technical cooperation, largely because of resistance by some older United Nations agencies and some donor countries. The standard description of UNEP's role traditionally emphasized a catalytic approach. That term, however, is not used in the 1972 General Assembly resolution that created UNEP. The mandate approved by the General Assembly in Resolution 2997 (XXVII) in December 1972 is much broader, and contemplated that, among other things, UNEP would provide "advisory services for the promotion of international cooperation in the field of environment" (part II, para. 2 (e)).

180. The 1972 General Assembly resolution also did not confine the use of the Environment Fund to catalytic functions or preclude its use for technical cooperation at the global, regional and national levels. The resolution, for example, stated as follows:

"[T]he Environment Fund shall be used for financing such programmes of general interest as regional and global monitoring, assessment and data collection systems, including, as appropriate, costs for national counterparts; the improvement of environmental quality management; environmental research, information exchange and dissemination; public education and training; assistance for national, regional and global environmental institutions ...." (part III, para. 3).

181. The 1972 General Assembly resolution repeatedly emphasized that "due account should be taken of the special needs of developing countries". Over the three decades since then, developing countries have repeatedly called for expanded and more direct UNEP assistance. The response, however, long remained limited due to persistent resistance by some United Nations agencies and donors and to stagnating or declining voluntary contributions to the Environment Fund and some UNEP trust funds. Nevertheless, an expanded UNEP role and programme for technical assistance has been supported and strengthened by the 1997 Nairobi Declaration and the decisions of the Global Ministerial Environment Forum in 2000 in Malmö and in 2002 in Cartagena.

182. During the 2000-2001 biennium, UNEP properly asserted itself more vigorously, with DEPI in the lead, in facilitating and providing expanded technical assistance. DEPI was particularly effective in the area of capacity-building in environmental policies, laws and institutions in Africa (PADELIA) and in establishing a crucial new role on environmental emergencies through the participation of UNEP in technical assistance missions on floods (e.g., China, Indonesia, Iran, Mozambique, Philippines, Thailand, Viet Nam), hazardous waste spills (e.g., Ghana, Romania, Venezuela) and drought (e.g., Kenya).

183. These technical assistance missions and activities put UNEP where it belonged - on the front line of environmental policy, law and institutional change at the global, regional and national levels and also of major environmental emergencies around the world. For the latter, however, the approach is still too narrowly focused and constrained by limited resources to responding to and assessing urgent episodes. More attention and resources for expanded technical assistance are needed on environmental disaster prevention and for implementing the recommendations of environmental emergency assessment missions.

184. Building on the experience and lessons learned during the 2000-2001 biennium, UNEP now needs to prepare a longer-term plan and strategy on its technical assistance priorities and comparative advantage, expertise and capacities. Key categories of concern should include the development and implementation of national laws reflecting commitments under environmental conventions, national environmental framework policies and management plans and national development and sectoral policies and plans that integrate environmental concerns.

185. It is recommended that DEPI prepare and implement a longer-term plan and strategy on technical assistance priorities and UNEP's comparative advantage and expertise, particularly on the environmental components of national development and sectoral policies, plans and laws needed to achieve sustainable development.

186. It is recommended that DEPI mobilize and allocate additional resources for expanded technical assistance, especially on environmental disaster prevention and for implementing the recommendations of environmental emergency assessment missions.

#### D. Mobilizing additional resources

187. In reality, funding for environment and sustainable development programmes since the Earth Summit has fallen far short of the rhetoric in Rio. That situation has hit UNEP particularly hard, as the annual voluntary contributions to the Environment Fund, UNEP trust funds and counterpart contributions all declined by over 30 per cent from 1992 levels, hitting bottom in 1998. There has been a steady and encouraging increase since then but for the 2000-2001 biennium, the funding level was still over 20 per cent less than the 1992-1993 funding levels.

188. All UNEP programmes paid a high price in terms of reduced staff and funds for implementing the programme of work for 2000-2001, in which the proposed budgets later turned out to be largely theoretical. As a new division with major but relatively new activities, such as technical assistance and environmental emergency response, DEPI seems to have been particularly hard hit. A disproportionate number of key posts were left vacant for all or a significant part of the 2000-2001 biennium and the allocation of adequate funds was delayed during the first year of the biennium. The Global Programme of Action and PADELIA had more secure extrabudgetary resources, but other key areas such as environmental emergencies and environmental education were both understaffed and underfunded.

189. With major environmental policy as well as front line responsibilities but less than 10 per cent of the UNEP professional staff and budget, DEPI evidently did not get a fair share of UNEP resources during the 2000-2001 biennium. DEPI also did not mobilize or attract a reasonable amount of extrabudgetary resources, particularly for technical assistance and environmental emergencies, possibly due to initial donor caution as both are relatively new areas for UNEP.

190. The main reason why DEPI had limited financial resources was that it lacked a clear resource mobilization plan and strategy. With the challenges of reorganizing itself for the implementation of the many tasks and activities in its new programme of work for the 2000-2001 biennium, DEPI evidently was unable to market itself sufficiently effectively within and outside UNEP. With the refreshing frankness that prevails in DEPI, this is reflected in the following statement in the self-evaluation made at the end of the biennium:

“the lack of consultation between the Division programme officers and the resource mobilization on priority project proposals jeopardized approaches to targeted donors and funding for programme delivery as planned ...”.

191. DEPI's funding from within UNEP is unlikely to increase unless there is a significant increase in voluntary contributions to the Environment Fund. That could happen if the present upward trend in contributions continued. DEPI, however, also has to explore new ways for attracting and mobilizing more extrabudgetary resources. Two options which should be considered, inter alia, are:

(a) To adapt the PADELIA partnership and funding approach in other areas of technical assistance;

(b) As suggested in chapter IV, section B, to prepare and market UNEP-led project proposals on different priority areas for interested countries to adapt and to include in their national development plans and submissions to donor agencies.

192. It is recommended that DEPI prepare a detailed plan and strategy for attracting and mobilizing additional resources, including new approaches such as adapting the PADELIA partnership and funding model in other areas of technical assistance and preparing and marketing UNEP-led projects on key issues for interested countries to adapt and to include in their national development plans and proposals to donor agencies.

#### E. Other issues

193. The self-evaluation of DEPI carried out at the end of the biennium included the statement that “coordination between DEPI and other divisions should be further improved”. One of the chronic misunderstandings concerning coordination is that it is too often treated as an activity in itself rather than the desired result of a number of activities. Another difficulty is that the contributions of different partners are often difficult to assess.

194. During the 2000-2001 biennium, DEPI in general and its Technical Cooperation Unit in particular appears to have made more effort to inform and to coordinate their work with others and to support the work of others than any other division. When, in 2000, the Deputy Executive Director asked for reports on interlinkages between the tasks and activities of the various divisions, DEPI submitted a detailed response. During the biennium, DEPI also participated in many inter-divisional meetings and task forces. The actual responses and results, however, appear limited.

195. Part of the problem is that the performance of the divisions and staff is largely measured according to the completed tasks and indicators for their own programmes. Diverting too much time to supporting the work of others is an unfortunate disincentive. That the staff of DEPI were willing to do so is testimony to their commitment to the overall work of UNEP.

196. It is recommended that DEPI assess and improve its contributions and effectiveness on inter-divisional coordination and also find ways to reflect in performance reviews the time and resources dedicated to supporting the work of other divisions.

197. During the 2000-2001 biennium, DEPI produced an impressively wide range of over 100 reports on major meetings, guidelines, studies, best practices and projects and 39 related outputs such as brochures, computer disks and tapes. Reasonably enough, they are all credited as equal outputs in the achievement of the objectives and tasks set out in the programme of work. They are, however, not equal in their character or their impact.

198. While many of the PADELIA reports proved directly useful to lawyers and decision makers in the project countries in strengthening their national environmental policies, laws and institutions, the impact and effectiveness worldwide of other DEPI publications such as those on best practices or environmental training or the influence of the many workshop reports on non-participants are more difficult to determine. What can be determined with certainty is that if the publications are not widely distributed and accessible, then their impact will be limited.

199. DEPI needs a more explicit and effective policy and strategy for the distribution of reports beyond the main contributors and participants. DEPI, however, is not unique as this appears to be a UNEP-wide and possibly even a United Nations system-wide problem. DEPI and UNEP should consider designating depository libraries in all countries as well as cost-effective web-based and compact disk alternatives to hard copy distribution of key publications such as Global Environment Outlook 3.



200. It is recommended that DEPI provide copies of all its key reports to every member country, at least one copy to the library of the national environment agency and another to a national or university library with unrestricted public access. DEPI should also expand its use of web-based and CD alternatives to hard copy distribution.

#### F. Achieving an integrated and coherent policy response

201. The functional restructuring of UNEP boldly represented the first major rethinking and reorganization of UNEP's approach to environmental challenges in the nearly three decades since the Stockholm Conference. The new approach was largely inspired and guided by "the need for an integrated and coherent policy response" by UNEP and the United Nations system. The UNEP Executive Director clearly stated that objective in his opening address to the twentieth session of the Governing Council in February 1999:

"The need for an integrated and coherent policy response to the existing and emerging environmental challenges is mirrored in our presentation of an integrated organizational structure for UNEP. The new integrated organizational structure is also linked to my desire to streamline and to develop a leaner administration. The new structure also takes into account the development of Nairobi as an important United Nations administrative entity."

202. In the new structure, the responsibilities for environmental policy, which were previously dispersed throughout the largely sectoral UNEP structure, were consolidated and centred in two new divisions, DPDL and DEPI. During the 2000-2001 biennium, DEPI managed to overcome a series of organizational, budgetary and staffing challenges to create in just two years a reasonably well functioning and productive division. While DEPI made efficient use of its limited resources in implementing subprogramme 3, as noted earlier in this report, its effectiveness is more difficult to assess in terms of significant changes made in national policies, laws and institutions.

203. The experience gained and the lessons learned during the 2000-2001 biennium in implementing the first DEPI programme of work after the major functional restructuring suggest the following three main thrusts for moving forward:

(a) To strengthen UNEP's lead role on environmental policy by refocusing and reorganizing DEPI's programme and activities more strategically on environmental policy implementation at the national, regional and global levels;

(b) To strengthen UNEP's presence and work on the front line of major environmental challenges by mobilizing and allocating far more resources for key tasks and activities of DEPI such as technical cooperation, environmental emergencies and PADELIA-type projects;

(c) To reinforce UNEP's central role in implementing the sustainable development policy agenda by giving priority to the needs and concerns of the poor majority of people and countries and the interlinkages among environmental management, poverty reduction and economic development as top priorities for all DEPI activities and UNEP policies, particularly in such critical policy areas as water resources management.

204. All of the above recommendations focus on strengthening the environmental policy implementation activities of DEPI within the present functional structure of UNEP. In view of the fact that it proved so difficult to separate the development and implementation of policies and laws in practice, however, there is a need to consider achieving even further organizational integration and coherence by combining the development and implementation of environmental policies and of environmental laws in a single division.

205. During this evaluation, it was also noted that the DEPI work on environmental law is often directly related to environmental conventions, while DEC is concerned exclusively with environmental conventions, evidently lacks a legal officer and is presently headed in an acting capacity by the Director of DEPI. If a new single division is established for the development and implementation of environmental law and policy,

given that a main goal of the functional restructuring is “to streamline and develop a leaner administration”, it would be wise to combine the new division with DEC.

206. The main research, interviews and analyses for this report were completed before the World Summit on Sustainable Development in August 2002. The recommendations and results of the Summit should be taken fully into account in implementing the above proposals for strengthening the work and commitment of UNEP to achieve a more “integrated and coherent policy response to existing and emerging environmental challenges”.

## Annex I

### TERMS OF REFERENCE FOR THE EVALUATION OF THE DIVISION OF ENVIRONMENTAL POLICY IMPLEMENTATION

(Sub-programme 3 - policy implementation - of the programme of work 2000-2001)

Under the guidance of the Officer-in-Charge of the Evaluation and Oversight Unit (EOU) and in close cooperation with the Director and the units of the Division of Environmental Policy Implementation (DEPI), this evaluation shall undertake a detailed review and evaluation of activities implemented in relation to subprogramme 3 - Policy Implementation - of the programme of work 2000-2001. The evaluation shall be conducted by the consultant and EOU during the period June-August 2002.

#### 1. BACKGROUND

The Division of Environmental Policy Implementation was created under the functional structure of 1999 of UNEP to serve as a focal point within UNEP and to ultimately assume responsibility for policy implementation activities. The thrust of this evaluation is to assess the soundness of the UNEP strategy, the nature of UNEP support and the support to the implementation activities undertaken by DEPI.

The evaluation will examine collaboration between DEPI and regional offices, the UNEP divisions of DTIE, DEC and DEWA and collaboration with other United Nations bodies as well as coordination of United Nations system-wide responses through the UNEP/OCHA Environment Unit. The evaluation will also determine the cost effectiveness of UNEP coordination of the Global Programme of Action (GPA), and the achievements in monitoring and evaluation of the implementation process and mobilization and coordination of international response to environmental emergencies.

The Division of Environmental Policy Implementation covers technical cooperation and coordination of emergency response within the four branches of Capacity-building, Global Programme of Action for the Protection of the Marine Environment from Land-based Activities, Disaster Management and Implementation of Environmental Law.

The following are the major activities of the division:

- (a) Provision of advisory, education/training and other capacity-building services to Governments on technical and institutional issues, not eligible for GEF funding, in environmental implementation, including environmental management;
- (b) Development and implementation, with partners, of pilot activities with potential demonstrative value in terms of a particular environmental policy or policy implementation strategy;
- (c) Liaising with, supporting, and generally coordinating technical cooperation activities of other subprogrammes;
- (d) Strengthening of mechanisms and networks, both within and outside the United Nations system, for mobilizing and coordinating responses to environmental emergencies;
- (e) Assisting sub-regions and countries in developing emergency response capacity and in responding to specific emergencies.

## 2. LEGISLATIVE MANDATE

General Assembly resolution 2997 (XXVII) of 15 December 1972; General Assembly Resolution 3436 (XXX) of 9 December 1975; Governing Council decisions 17/25, 19/1, 19/20 and SS.V/2; Agenda 21, 20/6, 20/8, 20/19B, 20/19D, 20/25, 20/27 and SS.VI/1.\*

\*Includes legislative mandate of the current Programme of work 2002-2003.

## 3. SCOPE OF THE EVALUATION

The evaluation shall be in-depth. The evaluation shall comprise a review of the achievement of performance indicators against actual results and outputs and activities undertaken in DEPI according to each subprogramme element against the objectives of the programme of work 2000-2001. The evaluation shall also assess the effects of the restructuring of the organization in 1999 on the activities implemented by DEPI according to the programme of work and the performance during first quarter of the programme of work 2002-2003.

Relevant documents will be reviewed at UNEP Headquarters including project documents, financial reports, progress reports, policy papers, manuals, guidelines, self-evaluation fact sheets and publications. Interviews will be conducted during the period of the evaluation.

## 4. TERMS OF REFERENCE

- (a) Determine how the activities undertaken by the division contribute to the attainment of the subprogramme's objectives;
- (b) Determine how the division facilitates and provides technical assistance;
- (c) Determine how the division promotes and facilitates collaboration with regional offices, the divisions of UNEP, United Nations agencies and other partners;
- (d) Review the programme of work of the divisions with a view to establishing its relevance and adequacy in ensuring coordination of policy implementation activities and emergency responses;
- (e) Determine the effectiveness of the mechanisms used by the division in coordinating policy implementation activities and coordinating international environmental emergency responses;
- (f) Determine the effectiveness and efficiency of intra-divisional coordination between Headquarters and the outposted offices with special reference to the Global Action Plan Branch located in The Hague;
- (g) Determine what support and how this support is provided for building national and regional capacity for policy implementation and compliance;
- (h) Determine how the division promotes greater public awareness and participation through demonstrative initiatives and pilot projects;
- (i) Determine if this approach of developing and implementing demonstration projects, in particular with GEF, and evaluation of best practices is effective;
- (j) Determine the extent to which the division, through its activities, has contributed to resource mobilization within UNEP;
- (k) Identify strengths and weaknesses in the division's efforts to facilitate and coordinate policy implementation activities;

(l) Make recommendations which will assist UNEP to better articulate the functions of the division and enhance the division's capacity to support and to coordinate policy implementation.

## 5. FORMAT AND PROCEDURES OF THE EVALUATION REPORT

The evaluation report shall be a detailed report of no more than 30 pages and include the following:

- (a) A concise summary (no more than four pages);
- (b) A separate chapter on lessons learned;
- (c) A. separate chapter on findings and recommendations.

All annexes should be typed.

The contract will begin on 17 June 2002 and end on 31 August 2002 (five weeks spread over eleven weeks). The terms of reference will be developed collaboratively by DEPI and EOU staff. The consultant will submit a first draft to EOU on 31 July 2002. A draft version will be forwarded to DEPI for initial comment. Thereafter, a draft version of the evaluation report will be shared with all other divisions in UNEP for comment. Comments on the final draft report will be sent to the consultant after a maximum of two weeks after which the consultant will submit the final report.

The findings and recommendations of the evaluation report shall be presented by EOU to DEPI staff and further subjected to an implementation follow-up plan. The final report shall be submitted by 31 August 2002 and printed in hard copy.

Consultants will be penalized if they do not meet the dates of submission of draft reports and the final report, unless they request for an extension of the contract showing that the delays are beyond their control and giving valid reasons.

## Annex II

### DEPI PERFORMANCE INDICATORS AND RESULTS

Subprogramme 3 in the UNEP Programme of Work for 2000-2001 had the five main objectives described below, with two specific performance indicators for each objective. The results expected and the results actually achieved are summarized below. Some activities that started in the Technical Cooperation Branch were later transferred to the new Emergency Coordination Unit and the Implementation of Environmental Law Branch and were therefore recorded under 'Results achieved' for both of the relevant objectives.

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#### OBJECTIVE 1

Provide advisory, education/training and other capacity-building services to Governments on technical and institutional issues, not eligible for GEF funding, in environmental policy implementation, including environmental management

##### Result to be achieved

Enhanced Government capacity to address environmental policy implementation issues and improved environmental management capabilities.

##### Performance indicator 1

Sixty Governments and major groups that receive advisory services and participate in environmental education, training and other capacity-building activities.

##### Results achieved

- (a) Started the Eco-schools programme in East and Southern Africa (13 countries);
  - (b) Advised on the preparation of national environmental framework laws (participants from eight African countries);
  - (c) Held the UNEP/UNESCO/BMU/Dresden University International Training Course on Environmental Management for Developing Countries in Dresden, Germany from January to July 2000 (participants from 19 countries);
  - (d) Held a course on sustainable soil and water management in Dresden, in September 2000 (participants from 36 countries);
  - (e) Held a global pilot seminar on women leaders and the uptake of renewable energy technology in Perth in June-July 2001 (participants from 23 countries);
  - (f) Held a workshop for teachers/trainers in environmental education and participatory actions in Kaimosi, Kenya, in September 2001 (participants from six countries).
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##### Performance indicator 2

Ten implementation strategies, action plans, guidance documents, mechanisms and processes developed.

### Results achieved

- (a) Prepared and issued a report entitled Methodology for assessment of vulnerability to floods in the Dongting Lake Basin (2000);
- (b) Prepared and issued guidelines for rapid environmental assessment following natural disasters (2000);
- (c) Prepared and issued guidelines on the establishment of a national emergency mechanism (2000);
- (d) Prepared and issued a list of national focal points for responding to environmental emergencies (2000);
- (e) Prepared and issued a report entitled The Kosovo conflict: consequences for the environment and human settlements (2000);
- (f) Prepared and issued a study on the environmental impact of drought in Kenya (2000);
- (g) Published an assessment on vulnerability to floods in the Yangtze Basin in China (2000);
- (h) Prepared and issued guidelines on compliance with and enforcement of multilateral environmental agreements (2001);
- (i) Prepared and issued a report on implementing an environmental framework law in Kenya (2001);
- (j) Prepared and issued the UNEP Strategic Framework on Emergency Prevention, Preparedness, Assessment, Mitigation and Response (2001);
- (k) Prepared and issued a UNEP brochure on environmental emergencies (2001);
- (l) Revised the 1968 African Convention on the Conservation of Nature and Natural Resources (2001);
- (m) Provided support and services for implementing the Lusaka Agreement on Cooperative Enforcement Operations Directed at Illegal Trade in Wild Fauna and Flora.

### OBJECTIVE 2

Develop and implement, with partners (in particular with GEF), pilot activities with potential demonstrative value in terms of a particular environmental policy or policy implementation strategy.

### Result to be achieved

Demonstration and evaluation of the effectiveness or ineffectiveness of selected environmental policies and policy implementation strategies.

### Performance indicator 1

Eight pilot activities substantially achieve the stated objectives, thus demonstrating the effectiveness of the policy or implementation strategy being tested.

### Results achieved

- (a) Established the Compliance and Enforcement Unit (2000);
- (b) Established and implemented the Partnership for the Development of Environmental Law and Institutions in Africa Project (2000);
- (c) Undertook post-conflict assessments in Albania and Macedonia (2000-2001);
- (d) Implemented the Balkans Cleanup Project (2000-2001);
- (e) Implemented a project on the environment and refugees (2000-2001);
- (f) Established the Dams and Development Unit (2001);

### Performance indicator 2

Six activities catalyzed through the implementation of pilot activities.

### Results achieved

- (a) Developed strategies for implementing an environmental framework law in Kenya (2001);
- (b) Provided teaching and training on environmental law in four PADELIA project countries in Africa (2000-2001);
- (c) Developed curricula and teaching materials for the Eco-schools Project in Africa (2000-2001);
- (d) Incorporated environmental concerns into the post-flood rehabilitation plan for Mozambique (2000-2001);
- (e) Developed a strategy for dealing with drought based on the Kenyan project (2000-2001);
- (f) Developed the Yangtze Pilot Project for Dealing with Floods in China (2000-2001);
- (g) Dealt with requests from 11 Governments to participate in missions on environmental disaster management (2000-2001);
- (h) Responded to requests for information and advice on environmental emergency prevention, preparedness, assessment, mitigation and response (2000-2001).

### OBJECTIVE 3

Liaise with, support, and generally coordinate technical cooperation activities of other subprogrammes.

### Result to be achieved

More coherent and effective technical cooperation programme within UNEP.

### Performance indicator 1

Eight coordination and programmatic meetings held among subprogrammes on technical cooperation.



### Results achieved

- (a) Consultations on the UNEP Water Policy and Strategy (led by DPDL);
- (b) Civil Society Organizations Policy and Strategy (led by DPDL);
- (c) Land Team (led by DPDL);
- (d) Technical Peer Review Group (led by the Programme Coordination and Management Unit (PCMU));
- (e) Working Group on GEF/UNEP Complementarity (led by DGEF);
- (f) Working Group on Trust Funds (led by the Evaluation and Oversight Unit);
- (g) Working Group on UNEP Information Technology Strategy (all divisions and PCMU).

### Performance indicator 2

Eight technical cooperation activities in other subprogrammes supported.

### Results achieved

- (a) African preparations for the third session of the Conference of the Parties to the United Nations Convention to Combat Desertification in countries Experiencing Serious Drought and/or Desertification, Particularly in Africa (support to DRC and ROA);
- (b) Forest genetic resources in sub-Saharan Africa (support to DEWA);
- (c) Global Environment Outlook 2 and Global Environment Outlook 3 focal point (support to DEWA);
- (d) Pachamama Teacher's Guide: GEO for Youth (support to DEWA and DCPI);
- (e) Scenarios for the African Environment Outlook (support to DEWA);
- (f) Success stories on drylands management for the third session of the Conference of the Parties to the Convention to Combat Desertification (support to DPDL);
- (g) Support to the Television Trust for the Environment (TVE)/BBC film "Sacred Earth" (support to DCPI);
- (h) World Conservation Monitoring Centre biodiversity information for Africa (support to DEWA);
- (i) Working Group on Gender (support to gender focal points).

### OBJECTIVE 4

Strengthen mechanisms and networks, both within and outside the United Nations system, for mobilizing and coordinating responses to environmental emergencies.

### Result to be achieved

Coordination mechanisms within the United Nations system for responding to environmental emergencies strengthened.

### Performance Indicator 1

Four meetings held and cooperative arrangements made for the United Nations system-wide environmental emergency response.

#### Results achieved

- (a) Participated in meetings of the Inter-Agency Task Force for Disaster Reduction (Geneva, April and October 2000);
- (b) Sponsored a meeting on prevention and mitigation of the environmental impact of refugee settlements and flows in Africa (Nairobi, September 2000);
- (c) Organized and hosted with OCHA the fourth meeting of the Advisory Group on Environmental Emergencies (Geneva, November 2000);
- (d) Participated in the East African Conference on Disaster Management and Emergency Preparedness (Nairobi, February 2001);
- (e) Participated in two planning meetings for the OCHA-led Triplex Exercise (September 2001);
- (f) Participated in UN-HABITAT workshop on promoting sound environmental management in refugee and returnee operations (Geneva, October 2001);
- (g) Organized and chaired the first meeting of the Inter-Agency Task Force (IATF) Working Group on Early Warning (Nairobi, November 2001);
- (h) Organized with OCHA the first meeting of the Core Group of the Advisory Group on Environmental Emergencies to assess terrorism as a unique threat and the potential role of the Joint UNEP/OCHA Environment Unit (Paris, November 2001);
- (i) Participated in the informal consultative group meeting of APELL (Paris, November 2001);
- (j) Participated in the Inter-Agency Consultative Meeting on the draft Kenya National Policy on Disaster Management (Nairobi, November 2001).

### Performance indicator 2

Four new emergency response mechanisms and networks established by national Governments in cooperation with relevant international organizations.

#### Results achieved

- (a) Developed notification forms and brochures for reporting of environmental emergencies and requests for international assistance and presented them to the fourth meeting of the Advisory Group on Environmental Emergencies (January-November 2000);
- (b) Prepared and issued Guidelines on Establishing a National Environmental Emergency Response Mechanism (October 2000);
- (c) Prepared and issued Guidelines on Rapid Environmental Assessment for Response in Natural Disasters (November 2000);
- (d) Updated and issued a list of national focal points for responding to environmental emergencies (December 2000).

## OBJECTIVE 5

Assist subregions and countries in developing emergency response capacity and in responding to specific emergencies.

### Result to be achieved

Regional, subregional and national capacities for emergency response strengthened and services delivered in response to specific emergencies.

### Performance indicator 1

Four subregions and countries supported in building of emergency prevention, preparedness and response capabilities.

### Results achieved

- (a) Implemented with UN-HABITAT a project on mitigation, management and control of floods in South Asia (January-June 2000);
- (b) Conducted a joint assessment mission with UN-HABITAT to Mozambique to assess the impact of floods on the environment and human settlements (March 2000);
- (c) Conducted missions and made reports with UN-HABITAT and the Scottish Environment Protection Agency (SEPA) on assessment of vulnerability to floods in the Yangtze River Basin and on the methodology for the assessment of vulnerability to floods in the Dongting Lake Basin, including capacity-building workshops on environmental factors contributing to flood impacts (June 2000-June 2001);
- (d) Sent an assessment mission to the Philippines to assess environmental damage from the collapse of the Payatas dumpsite and to recommend closure strategies (September 2000);
- (e) Conducted a technical assessment and wrote a report on the impact of drought on the environment in Kenya and the establishment of a monitoring system (November 2000-October 2001);
- (f) Participated in the United Nations inter-agency mission to Mongolia on natural disaster assessment (January 2001);
- (g) Participated in the United Nations inter-agency mission to Iran to assess damage from severe flooding and propose recovery strategies (October 2001).

### Performance indicator 2

Four subregions and countries assisted with implementation of emergency response strategies and measures.

### Results achieved

- (a) Conducted two assessment missions to Romania on the Baia Mare and Baia Borsa cyanide spills and helped to mobilize and to coordinate international assistance (February-March 2000);
- (b) Conducted post-conflict environmental assessment missions to Albania and Macedonia and implemented activities on remedial feasibility studies at three key hot spot sites, raising environmental awareness in affected communities, promoting donor funding for urgent cleanups at priority sites and developing guidelines and procedures for future post-conflict environmental assessments (February 2000-January 2001);

(c) Conducted a feasibility study with the Balkans Task Force on action on environmental hot spots caused by the Kosovo conflict and mobilized resources and implemented activities on the cleanup of environmental hotspots, including site design and implementation schedules as well as environmental training and public participation activities (February 2000-November 2001).

### Annex III

#### RATING OF DEPI ACTIVITIES AND OUTPUTS

##### Ratings used

Completed	100 per cent
Nearly completed	75-99 per cent
Partially completed	50-75 per cent
Not completed	25-50 per cent
Not done	0-25 per cent

#### DIVISION OF ENVIRONMENTAL POLICY IMPLEMENTATION, 2000-2001

Outputs and services	Status	Work completed
Meetings of the Governing Council, ministers, officials and Permanent Representatives	Completed	<ol style="list-style-type: none"> <li>1. Provided documentation and other substantive services for the Global Ministerial Environmental Forum in Malmö in May 2000.</li> <li>2. Produced quarterly progress reports on the implementation of Governing Council decisions for the Committee of Permanent Representatives.</li> </ol>

#### I. THE CAPACITY-BUILDING BRANCH

##### A. The technical cooperation unit

Outputs and services	Status	Work completed
Test the Fair Share Water Strategy for equitable access and use of water resources in the SADC region.	Not done	Partner did not adopt proposal
Compilation of best practices for an integrated water management policy	Completed	Issued a compilation of best practices for integrated coastal area and river basin management produced following a workshop in Croatia in January 2000.
Testing of policy options and best practices for integrated water management in two river and lake basins	Completed	<ol style="list-style-type: none"> <li>1. Tested with a pilot project the integrated coastal area and river basin management approach and guidelines in the environmental and socio-economic profile of the Cetina River watershed and the adjacent coastal area in Croatia and Bosnia-Herzegovina. (2000)</li> <li>2. Tested with a pilot project the integrated approach to land, water and biodiversity management in the diagnostic analysis of Lake Xinghai/Khanka Basin. (December 2001)</li> <li>3. Undertook missions for demonstration sites in Indonesia, the Philippines, Thailand and Viet Nam and a mission and report on River Senegal.</li> <li>4. Developed a project for a global overview of soil and water conservation approaches and technologies for the World Overview on Conservation Approaches and Technologies.</li> </ol>

Assistance to Governments on implementing plans and strategies for managing freshwater and associated coastal and marine areas	Completed	<ol style="list-style-type: none"> <li>1. Provided technical advice to China on lake eutrophication at the International Symposium on Lake Eutrophication in Dali. (October 2000)</li> <li>2. Provided advice to Indonesia on delta management. (April 2001)</li> <li>3. Provided technical advice to the Republic of Korea on integrated river basin management. (June 2001)</li> </ol>
Assistance to Governments for strengthening institutional and other capacities for integrated water assessments	Completed	Implemented as integral parts of activities in the previous two categories.
Testing of best practices from the UN-HABITAT Sustainable Cities Programme in four countries	Not done	Lacked funds.
Report on new approaches to urban environmental planning and management	Partially completed	<ol style="list-style-type: none"> <li>1. Issued Environmental Action Learning Guidelines for Rehabilitating and Sustaining the Nairobi River. (September 2000)</li> <li>2. Support to UN-HABITAT on the Water for African Cities project.</li> </ol>
Support to the World Climate Impact Response Strategy	Not done	Lacked expertise to support the climate strategy
Analytical report on strategies on indigenous knowledge and best practices in biodiversity	Completed	Launched the publication Cultural and Spiritual Values of Biodiversity at the fifth meeting of the Conference of the Parties of the Convention on Biological Diversity. (May 2000)
Inventory of high-priority genetic resources of African forests and development of appropriate conservation strategies	Nearly completed	Finalizing reports by partner research institutes in Kenya, Benin and Togo, which will be compiled and published. (early 2002)
Assistance to Governments on implementing multilateral environmental agreements that are not covered by existing financial mechanisms	Completed	<ol style="list-style-type: none"> <li>1. Facilitated the preparation of the Regional Programme of Action for the Protection of the Marine Environment of the Pacific Islands Region from the Effects of Land-Based Activities with South Pacific Regional Environment Programme. (January 2001)</li> <li>2. Facilitated the preparation of the Regional Programme of Action for the Protection of the Marine Environment of the East Asian Seas from the Effects of Land-Based Activities with the Coordination Unit of the East Asian Seas Regional Coordinating Centre. (January 2001)</li> </ol>

Assistance to Governments on applying economic, trade and financial instruments in managing environmental and natural resources	Not done	Lacked funds.
Assistance to Governments in developing plans and strategies for urban environmental planning and management	Not completed (lacked funds)	Completed review by six experts of the publication Directory of Environmentally Sound Technologies for Integrated Management of Solid, Liquid, and Hazardous Waste for Small Island Developing States (SIDS) in the Pacific Region. (October 2001)
Policy guidance document on emerging environmental health issues	Completed	<ol style="list-style-type: none"> <li>1. Issued Climate and Vector-Borne Diseases: An Assessment of the Role of Climate in Changing Disease Patterns. (October 2000)</li> <li>2. Issued Handbook on Methods for Climate Change Impact Assessment and Adaptation Strategies, French version. (2000)</li> </ol>
Guidelines on environmental management of small island systems	Not done	Lack of funds
Guidelines in support of integrated coastal area and river basin management	Partially completed	<ol style="list-style-type: none"> <li>1. Started study on environmental impact of options for the economic development of the Cetina River for completion. (2002)</li> <li>2. Prepared and revised draft generic guidelines on assessment of environmental implications of development options for 2002.</li> </ol>
Implementation of local initiative awards with the International Council for Local Environmental Initiative (ICLEI), the Commission on Sustainable Development and other partners	Completed	Processed nominations and issued a press release through ICLEI on winners and short-listed nominations in April 2000 followed by awards ceremony at the Cities 21 World Congress in Dessau. (June 2000)
National biodiversity studies, strategies and action plans, including strengthened national biodiversity data management	Completed in 1998-1999	<ol style="list-style-type: none"> <li>1. Received and issued Strategie Nationale et Plan d'action du Burkina Faso en Matiere de Diversite Biologique. (January 2000)</li> <li>2. Presented a paper on harmonization of information management and reporting for biodiversity-related treaties to the third meeting of the Environmental Management Group in Geneva. (October 2001)</li> </ol>
First report on the global status of freshwater living resources	Completed in 1998-1999	Launched Global Biodiversity: Earth's Living Resources in the 21 <sup>st</sup> Century. (March 2000)

## B. The Environmental Education Unit

Outputs and services	Status	Work completed
Workshops at the subregional and national levels on strengthening public participation in environmental policy decision-making and implementation in key areas	Completed	<ol style="list-style-type: none"> <li>1. Held a workshop for Kenyan and Ugandan teacher trainers in environmental education and participatory actions in Kaimosi, Kenya. (September 2000)</li> <li>2. Held a seminar on environmental action learning/eco-schools capacity-building and coordination for the Eastern Africa subregion in Mombasa. (April 2001)</li> <li>3. Held a global pilot seminar on women leaders and uptake of renewable energy technology for leaders from 23 countries in Latin America, Asia/Pacific and Africa in Perth. (June-July 2001)</li> <li>4. Held a workshop on materials development for environmental action learning for the Eastern and Southern Africa subregions in Howick, South Africa. (July-August 2001)</li> </ol>
Training courses in environmental management at the regional, subregional and national levels, including UNEP flagship educational activities implemented with UNESCO and major educational institutions	Completed	<ol style="list-style-type: none"> <li>1. Held the UNEP/Watson International Scholar of the Environment Programme at Boston University, USA. (January-May 2000)</li> <li>2. Held the 23rd UNEP/UNESCO/Dresden University International Training Course in Environmental Management for Developing Countries in Dresden. (January-July 2000)</li> <li>3. Held the 24th UNEP/UNESCO/BMU-Dresden University International Training Course in Environmental Management for Developing Countries in Dresden. (January-July 2000)</li> </ol>
Support to Governments in establishing four training programmes on environmental management focusing on selected target groups and on areas of concentration in the UNEP programme of work	Completed	<ol style="list-style-type: none"> <li>1. Held a short course on sustainable soil management in Dresden. (September 2000)</li> <li>2. Held a short course on sustainable water management in Dresden. (October-November 2000)</li> <li>3. Held a short course on sustainable mobility in Dresden. (November-December 2000)</li> <li>4. Provided technical advice on BBC/TVE film "Sacred Earth" on successes/challenges in conservation from an ethical perspective. (2000)</li> <li>5. Held a workshop on environmental action learning for waste management in low-income settlements of Eastlands, Nairobi, with the Kenya Commission for UNESCO. (January 2001)</li> <li>6. Held a coordination seminar on environmental action learning in eco-schools in Kenya, Rwanda, Seychelles, Tanzania and Uganda with the Kenya Organization of Environmental Education in Mombasa. (April 2001)</li> </ol>



Outputs and services	Status	Work completed
		<p>7. Made a technical contribution to the World Council of Churches Regional Consultation in Machakos, Kenya. (October 2001)</p> <p>8. Updated the web site on environmental awareness raising, education and training.</p> <p>9. Completed the compilation of the Compendium on Environmental Education and Training Opportunities Worldwide.</p> <p>10. Made presentations on environmental issues to 26 visiting groups at UNEP Headquarters.</p> <p>11. Delivered lectures to 90 church leaders, 25 students of theology, 258 members of the East African Environment Network, 100 staff members of the Defense College of Kenya and members of the Global Forum for Law Enforcement and National Security of Kenya.</p>

### C. The Dams and Development Unit

Outputs and services	Status	Work completed
Information materials on environmental and socio-economic impacts of large dams	Completed	Issued a report on the International Workshop on Ecosystem Impacts of Large Dams. (December 2000).

## II. THE GLOBAL PROGRAMME OF ACTION BRANCH

Not included in the present review

## III. THE DISASTER MANAGEMENT BRANCH

### A. The Emergency Coordination Unit

Outputs and services	Status	Work completed
Participation in four inter-agency arrangements made for United Nations system-wide emergency response and participation in four meetings of the Advisory Group on Environmental Emergencies	Completed	<p>1. Participated in Inter-Agency Task Force for Disaster Reduction meetings in Geneva in April and October 2000 as well as three IATF Working Groups and chaired Working Group 2 on early warning.</p> <p>2. Sponsored a brainstorming meeting on prevention and mitigation of environmental impact of refugee settlements and flows in Africa in Nairobi. (September 2000)</p> <p>3. Organized and hosted with OCHA the fourth Meeting of the Advisory Group on Environmental Emergencies. (November 2000)</p> <p>4. Participated in the Second East African Conference on Disaster Management and Emergency Preparedness in Nairobi. (February 2001)</p>

Outputs and services	Status	Work completed
		<p>5. Participated in two planning meetings in the OCHA-led Triplex Exercise. (September 2001)</p> <p>6. Participated in the UNHCR workshop on promoting sound environmental management in refugee/returnee operations in Geneva. (October 2001)</p> <p>7. Organized the first meeting of the IATF Working Group 2 on early warning in Nairobi. (November 2001)</p> <p>8. Organized with OCHA the first meeting of the Core Group of the Advisory Group on Environmental Emergencies to examine the specific elements that make terrorism a unique threat in comparison to other environmental and human threats and the potential role of the Joint UNEP/OCHA Environment Unit in Paris. (November 2001)</p> <p>9. Participated in the informal Consultative Group meeting of APELL in Paris. (November 2001)</p> <p>10. Participated in the 11th Meeting of the OECD Working Group on Chemical Accidents in Paris. (November 2001)</p> <p>11. Participated in the Coordinating Group Meeting of the Inter-Organizational Programme for the Sound Management of Chemicals in Paris. (November 2001)</p> <p>12. Participated in WHO Consultation on public health response to chemical incidents in Geneva. (December 2001)</p>
<p>Mission assessments to requesting countries to develop the scope of the assistance that may be provided to these countries within UNEP programmes</p>	<p>Completed</p>	<p>1. Conducted an assessment mission to Venezuela on contamination of a port area by chemical containers that had been damaged in massive floods. (January 2000)</p> <p>2. Conducted two assessment missions to Romania on mine tailing spills in Baia Mare and Baia Borsa that had also impacted on Hungary and Yugoslavia. (February 2000)</p> <p>3. Conducted post-conflict environmental assessment missions to Albania and Macedonia. (February-April 2000)</p> <p>4. Conducted a joint assessment mission with UN-HABITAT to Mozambique to assess the impact of floods on the environment and human settlements. (March 2000)</p> <p>5. Sent assessment mission to the Philippines to assess environmental damage from the Payatas dumpsite collapse and to recommend appropriate closure strategies. (September 2000)</p> <p>6. Conducted the phase 1 desk study for Albania and Macedonia with experts from the Albanian National Environment Agency to review relevant data, identify industrial hot spots and refugee impacts and assess Albania's institutional and legal capacity for environmental management. (August 2000)</p>

Outputs and services	Status	Work completed
		<p>7. Conducted the phase 2 field mission in Albania and Macedonia with international and local experts to assess industrial sites; refugee-affected areas were visited and assessed. (September 2000)</p> <p>8. Conducted phase 3 post-mission analysis for Albania and Macedonia with UNEP experts to process field samples and review new data from the mission with technical reports published on industrial hot spots, refugee impacts and institutional capacity. (November 2000)</p> <p>9. Conducted an assessment mission to Chad to develop the scope of cooperation with the Lake Chad Basin Commission (LCBC) and made proposal on cooperation in the areas of land, water and legal frameworks with LCBC. (November 2000)</p> <p>10. Published the phase 4 final report for Albania and Macedonia with recommendations on industrial hot spots, refugee-affected areas and institutional capacity in English (December 2000) and Albanian (March 2001).</p> <p>11. Conducted implementation activities in Albania and Macedonia in 2001 focused on four key areas: conducting remediation feasibility studies at three critical hot spot sites; raising environmental awareness in affected communities; promoting donor interest in funding urgent cleanups at priority hot spot sites; developing guidelines and field procedures for future post-conflict environmental assessments.</p> <p>12. Participated in the United Nations inter-agency scoping mission on floods in Golestan, Iran. (October 2001)</p> <p>13. Issued a report on the assessment to determine health or environmental risks due to the use of depleted uranium during the Kosovo conflict. (November 2001)</p> <p>14. Participated in an inter-agency mission to Iran to assess damage from severe flooding and to recommend recovery strategies.</p> <p>15. Started a technical assessment of the impact of drought on the environment in Kenya and the establishment of a monitoring system.</p>
Establishment and expansion of emergency response networks at the global, regional, subregional and national levels	Completed	<p>1. Implemented with UN-HABITAT a project on mitigation, management and control of floods in South Asia, including meetings in New Delhi and Beijing. (January and June 2000)</p> <p>2. Updated and issued a list of national focal points for responding to environmental emergencies. (December 2000)</p>
Core emergency preparedness and response services provided to countries, including capacity-building, awareness-	Completed	<p>1. Mobilized and coordinated international assistance on a cyanide spill at Baia Mare, Romania. (February and March 2000)</p>

Outputs and services	Status	Work completed
<p>raising, brokerage of international assistance, information clearing-house functions, facilitation of rapid initial assessment and post-emergency analysis</p>		<ol style="list-style-type: none"> <li>2. Mobilized and coordinated international assistance on a mining waste spill from the Baia Borsa processing complex in Romania.</li> <li>3. Conducted a feasibility study on action on environmental hot spots caused by the Kosovo conflict with the Balkans Task Force. (February to April 2000)</li> <li>4. Attended a meeting of the Expert Working Group on Flood Events and their Impacts in the Yangtze River Basin in Beijing. (June 2000)</li> <li>5. Published the proceedings of capacity-building workshops on environmental factors contributing to the impact of the Yangtze River flood events. (August 2000)</li> <li>6. Carried out a reconnaissance study on the environmental impact of drought in Kenya with the Kenyan Government. (November 2000)</li> <li>7. Conducted an assessment mission to Kosovo on the impact of depleted uranium used during the Balkans conflict in November 2000 and released the findings in March 2001.</li> <li>8. Published and distributed reports on post-conflict environmental assessments in Albania and Macedonia. (January 2001)</li> <li>9. Participated in an inter-agency natural disaster assessment mission to Mongolia. (January 2001)</li> <li>10. Attended the first session of the Environment Management Group in Geneva. (January 2001)</li> <li>11. Attended a UNEP/Kenya Government stakeholders meeting in Machakos to review a report on the devastating drought in Kenya. (February 2001)</li> <li>12. Attended a workshop on vulnerability assessment in Caracas, Venezuela. (June 2001)</li> <li>13. Attended the third meeting of the Expert Working Group on Flood Mitigation and Management of the Yangtze River Basin in Beijing. (June 2001)</li> <li>14. Attended a coordination meeting in Beijing on the implementation of the Convention to Combat Desertification in China. (June 2001)</li> <li>15. Finalized the UNEP Strategic Framework on Emergency Prevention, Preparedness, Assessment, Mitigation and Response in June 2001 and published it in August 2001.</li> <li>16. Held in-house training on environmental emergency response in Nairobi. (July 2001)</li> <li>17. Made a presentation on environmental and disaster management to the Second International Conference of the</li> </ol>

Outputs and services	Status	Work completed
		<p>Association of Third World Studies at Egerton University, Njoro, Kenya. (September 2001)</p> <p>18. Held consultations in Nairobi with the Intergovernmental Authority on Development on their Subregional Disaster Preparedness Strategy. (October 2001)</p> <p>19. Launched a report on the devastating drought in Kenya. (October 2001)</p> <p>20. Monitored and liaised with other divisions on the environmental impacts of a cyanide spill in a gold mining field in Ghana. (October 2001)</p> <p>21. Participated in an Inter-Agency Consultative Meeting on the draft Kenya national policy on disaster management in Nairobi. (November 2001)</p> <p>22. Monitored and liaised with other divisions on floods in Algeria. (November 2001)</p> <p>23. Produced an assessment tool on vulnerability to flood impacts and damage.</p> <p>24. Conducted with UN-HABITAT/SEPA an assessment and reports on vulnerability to floods in the Yangtze River Basin and a methodology for assessment of vulnerability to floods in the Dongting Lake Basin.</p> <p>25. Drafted and/or revised several instruments, including memoranda of understanding with the United Nations Office of Project Support (UNOPS); Globe International; Finland, Germany and Netherlands on Balkan cleanup projects; Switzerland and Sweden on depleted uranium activities; IUCN Asian Office on regional environmental activities; and the cooperation of the United Nations Compensation Commission on environmental matters.</p> <p>26. Established a UNEP working group for preparing the Handbook on Environmental Emergencies.</p> <p>27. Participated in United Nations disaster assessment and coordination training courses on disaster response.</p> <p>28. Mobilized resources and implemented the project on cleanup of environmental hot spots following the Kosovo conflicts, including the establishment of cooperation with relevant authorities, identification of priority cleanup sites, development of site design and implementation schedules and conduct of environmental training and public participation activities at hot spot sites.</p> <p>29. Monitored the ecological impacts of a major oil spill off the coast of the Galapagos Islands, a cyanide spill into the Siret River in Romania and an offshore oil platform accident near Macae, Brazil.</p>

Outputs and services	Status	Work completed
Information on emergency response provided to countries	Completed	<ol style="list-style-type: none"> <li>1. Issued a brochure on environmental emergencies.</li> <li>2. Prepared Guidelines on Assessment and Remedial Measures for Post-conflict Environmental Damages.</li> <li>3. Prepared and issued Guidelines on Establishing a National Environmental Emergency Response Mechanism. (October 2000)</li> <li>4. Prepared and issued Guidelines on Rapid Environmental Assessment for Response in Natural Disasters. (November 2000)</li> </ol>
Improve procedures for notification of environmental emergencies and requests for international assistance.	Completed	Developed notification forms and brochures for reporting of environmental emergencies and requests for international assistance (January 2000) and presented it to the 4th meeting of the Advisory Group on Environmental Emergencies. (November 2000)
Feasibility study on the establishment of a special standby team of experts	Partially completed	Prepared roster of in-house UNEP expertise as contribution.
Study the need for and feasibility of an international legal instrument on early notification and assistance in environmental emergencies.	Not done	Overtaken by other priorities for limited funds

#### IV. THE IMPLEMENTATION OF ENVIRONMENTAL LAW BRANCH

##### A. The Compliance and Enforcement Unit

Outputs and services	Status	Work completed
Assistance to Governments in developing strategies, mechanisms and processes for effective monitoring and enforcement of compliance with environmental requirements	Completed	<ol style="list-style-type: none"> <li>1. Issued a report on enforcement and compliance with respect to CITES, the Basel Convention and the Montreal Protocol on Substances that Deplete the Ozone Layer (Montreal Protocol). (2000)</li> <li>2. Issued draft guidelines on compliance with and enforcement of multilateral environmental agreements. (2000)</li> <li>3. Participated in ECE meeting of the Parties to the Convention on the Protection and Use of Transboundary Watercourses and International Lakes in the Hague. (March and August 2000)</li> <li>4. Participated in the first meeting of the Bureau of the UNEP Working Group of Experts on Compliance with and Enforcement of Environmental Conventions in Geneva. (May-June 2000)</li> <li>5. Participated in the first and second meetings of the ECE Task Force on Environmental Compliance and Enforcement</li> </ol>

Outputs and services	Status	Work completed
		<p>on development of guidelines for ECE countries. (Geneva, June and November 2001)</p> <p>6. Issued the report of the 4<sup>th</sup> Global Training Programme on Environmental Law and Policy in Nairobi. (July 2000)</p> <p>7. Created a database of focal points in 46 Governments on development of guidelines on compliance and enforcement. (August 2000)</p> <p>8. Participated in the second session of the Legal Working Group of the Basel Convention to prepare draft guidance elements for implementing the Convention. (Geneva, October 2000)</p> <p>9. Participated in the Advisory Group of Experts on Compliance with and Enforcement of Environmental Conventions meeting in Nairobi. (November 2000)</p> <p>10. Presented a paper on UNEP's role and activities for the International Conference on Environmental Crime in Lyon. (November 2000)</p> <p>11. Prepared a paper on UNEP's role and activities for the Eco-Crime Symposium at New York University School of Law. (November 2000)</p> <p>12. Organized, prepared and convened a side event on compliance and enforcement during the 21<sup>st</sup> session of the UNEP Governing Council in Nairobi. (February 2001)</p> <p>13. Reviewed draft guidelines on enforcement of and compliance with multilateral environmental agreements and submitted them to Governments. (March 2001)</p> <p>14. Prepared a paper on the Lusaka Agreement on Cooperative Enforcement of Operations Directed at Illegal Trade in Wild Fauna and Flora versus the role of CITES and UNEP on compliance and enforcement for the meeting of the Network for Environment and Sustainable Development in Africa (NESDA). (April 2001)</p> <p>15. Participated in the International Network for Environmental Compliance meeting in Washington. (May 2001)</p> <p>16. Contributed to the joint UNEP/WTO paper on the compliance, enforcement and dispute settlement mechanism and participated in the meeting and a related meeting on linkages between environmental conventions and trade agenda. (Geneva, June 2001)</p> <p>17. Presented a paper on environmental crime at the Global Forum for Law Enforcement and National Security (Edinburgh, June 2001)</p> <p>18. Reviewed and revised draft guidelines for the meeting of the Advisory Working Group of Experts on the</p>

Outputs and services	Status	Work completed
		<p>Development of Guidelines on Compliance with and Enforcement of multilateral environmental agreements. (August 2001)</p> <p>19. Participated in the meeting of the Advisory Working Group of Experts on the Development of Guidelines on Compliance with and Enforcement of multilateral environmental agreements. (Geneva, August 2001)</p> <p>20. Reviewed and revised draft guidelines for the meeting of the Intergovernmental Working Group of Experts on the Development of Guidelines on Compliance with and Enforcement of multilateral environmental agreements. (October 2001)</p> <p>21. Participated in the Intergovernmental Working Group of Experts Meeting on the Development of Guidelines on Compliance with and Enforcement of multilateral environmental agreements. (Nairobi, October 2001)</p> <p>22. Prepared papers on compliance with and enforcement of multilateral environmental agreements in Europe and globally and a letter of agreement as a regional enforcement mechanism implementing CITES.</p> <p>23. Participated in the ECE Executive Planning Committee. (Paris, November 2001)</p> <p>24. Participated in the ECE Intergovernmental Working Group of Experts meeting on Civil Liability (Geneva, November 2001)</p> <p>25. Participated in the Global Training Programme in Environmental Law and Policy. (Nairobi, November-December 2001)</p> <p>26. Updated and maintained a list of contacts on enforcement of multilateral environmental agreements (72 focal points)</p> <p>27. Created and continuously updated the web site for the development of guidelines on compliance with and enforcement of multilateral environmental agreements.</p> <p>28. Prepared a position paper on the assessment and identification of gaps in international instruments on liability and compensation regimes for environmental damage for review internally and by experts. (early 2002)</p> <p>29. Participated in the plenipotentiary IMO Conference for Adoption of the International Convention on Liability and Compensation for Bunker Oil Pollution Damage.</p>



Outputs and services	Status	Work completed
Provide substantive support and services for meetings under the Lusaka Agreement on Cooperative Operations Directed at the Illegal Trade in Wild Fauna and Flora	Completed	<ol style="list-style-type: none"> <li>1. Organized the third meeting of the Governing Council of the Lusaka Agreement on Cooperative Enforcement Operations Directed at Illegal Trade in Wild Fauna and Flora. (Nairobi, July 2000)</li> <li>2. Organized the fourth meeting of the Governing Council of the Parties to the Lusaka Agreement. (Nairobi, July 2001)</li> <li>3. Organized training courses for the Lusaka Agreement Task Force enforcement officers on protective security, surveillance, disarming and arrest procedures in enforcing wildlife laws. (United Kingdom, December 2001)</li> </ol>

#### B. The Pilot Projects Unit

Outputs and services	Status	Work completed
Support to Phase II of the UNEP/UNDP Joint Project on Environmental Law and Institutions in Africa	Completed	<ol style="list-style-type: none"> <li>1. Edited, printed and distributed the 1999 special issue of the Bulletin on Environmental Law and Institutions in Africa.</li> <li>2. Provided technical assistance to Uganda in the production of a video on a play on environmental litigation as a way of informing civil society and encouraging public participation in the implementation of environmental regulations and statutes in 2000.</li> <li>3. Edited, produced and distributed volumes 4 and 5 of Development and Harmonization of Environmental Laws. (May 2000)</li> <li>4. Prepared and distributed the Study on institutional arrangements for sustainable development and enforcement of environmental law.</li> <li>5. Translated, edited and distributed the French version of the Handbook on Conventions Related to Biological Diversity.</li> <li>6. Edited and distributed the English version of the Review of Institutional Capacity-Building for Environmental Law and Institutions in Africa.</li> <li>7. Initiated and organized three meetings of the Project Steering Committee. (January and October 2000; September 2001)</li> <li>8. Initiated and organized two inter-agency consultative meetings for revising the 1968 African Convention on Conservation of Nature and Natural Resources to review the concept paper and timetable for revision in July 2000 and to review the first draft of the revised convention in Addis Ababa in November 2000.</li> <li>9. Initiated and organized a donor consultative meeting. (November 2000)</li> </ol>

Outputs and services	Status	Work completed
		<p>10. Produced a simplified guide to enhance the enactment of Kenya's Framework Environmental Law. (2001)</p> <p>11. Initiated and organized two Project Monitoring Committee meetings in Nairobi. (January 2001 and April 2001)</p> <p>12. Convened a meeting with the Kenya Government, UN-HABITAT, UNDP and UNEP to discuss the Support Services for Policy and Programme Development (SSPPD) Project on the implementation of the Kenya Framework Environmental Law. (February 2001)</p> <p>13. Prepared the final report and self-evaluation fact sheet for the closure of Phase I. (March 2001)</p> <p>14. Developed SSPPD document on implementation of Kenya's Framework Environmental Law. April-October 2001)</p> <p>15. Held training with NESDA on the implementation of environmental conventions. (April 2001)</p> <p>16. Initiated, finalized and launched with the African Centre for Technology Studies a report on the making of the Framework Environmental Law in Kenya. (March-April 2001)</p> <p>17. Presented a paper to the Second Annual General Meeting of the Network of African Environmental Lawyers. (Nairobi, April 2001)</p> <p>18. Participated in the Judicial Symposium on Environmental Law, Policy and Access to Justice. (Jinja, May 2001)</p> <p>19. Participated in a meeting on policy and implementation of Kenya's Framework Environmental Law. (May 2001)</p> <p>20. Reviewed the 1995 framework agreement of cooperation between IUCN and UNEP. (May 2001)</p> <p>21. Conducted six needs assessment/advisory service missions to Kenya (May 2001), Uganda (May 2001), Tanzania (March 2001), Malawi (June 2001), Mozambique (July 2001) and Burkina Faso. (November 2001)</p> <p>22. Collected texts, compiled, produced and distributed the Compendium of Judicial Decisions. (June-November 2001)</p> <p>23. Provided technical assistance to Kenya at a workshop to launch the Framework Environmental Law. (August 2001)</p>

Outputs and services	Status	Work completed
		<p>24. Provided technical assistance to Uganda to review the implementation of its Framework Environmental Law at local levels. (September 2001)</p> <p>25. Presented a paper on environmental rights and duties to the Constitution of Kenya Review Commission. (Mombasa, September 2001)</p> <p>26. Participated in the Committee on Environment and Natural Resources meeting on development of environmental management in East Africa. (October 2001)</p> <p>27. Presented a paper to a seminar on wetlands in Eldoret, Kenya. (October 2001)</p> <p>28. Provided technical assistance to the East African Community for the preparations of work plans for the development of a protocol on environmental management. (December 2001)</p> <p>29. Initiated discussions on Phase II workplans in Malawi and Burkina Faso that started the consultative processes with all stakeholders. (December 2001)</p> <p>30. Provided technical assistance to the East African Community in the preparations and convening of the Expert Group Meeting on an Environmental Management Protocol for East Africa. (December 2001)</p> <p>31. Raised \$1.4 million for Phase II of the Joint Project on Environmental Law and Institutions in Africa.</p> <p>32. Started preparations for the Expert Group meeting on the Revision of the 1968 African Convention for the Conservation of Nature and Natural Resources to be held in January 2002.</p>

Annex IV

PERSONS INTERVIEWED AT UNEP

DIVISION OF ENVIRONMENTAL POLICY IMPLEMENTATION (DEPI)

Mr. Donald Kaniaru, Director  
Mr. Xia Kunbao, Chief, Capacity Building Branch  
Mr. Strike Mkandla, Head, Technical Cooperation Unit  
Mr. Takehiro Nakamura, Technical Cooperation Unit (Water)  
Mr. David Duthie, Technical Cooperation Unit (GEF Biodiversity Activities/Studies)  
Mr. Levis Kavagi, Environmental Education Unit  
Mr. Stefan Micallef , Chief, Disaster Management Branch  
Mr. James Kamara, Emergency Coordination Unit  
Ms. Elizabeth Mrema, Legal Officer, Compliance and Enforcement Unit  
Mr. Charles Okidi, Head, Pilot Projects Unit  
Ms. Elizabeth Wamukoya, Pilot Projects Unit

DIVISION OF ENVIRONMENTAL POLICY DEVELOPMENT AND LAW (DPDL)

Mr. Halifa Drammeh, Deputy Director  
Mr. Manjit Iqbal, Head, National Legal Instruments

OFFICE OF THE DEPUTY EXECUTIVE DIRECTOR

Mr. Shafqat Kakakhel, Deputy Executive Director  
Mr. Segbedzi Norgbey, Programme Officer, Programme Coordination and Management Unit  
Mr. Bruce Noronha, Programme Coordination and Management Unit  
Ms. Susanne Bech, Junior Professional Officer, Evaluation and Oversight Unit  
Ms. Resham Laly, Fund Management Officer, Budget and Financial Management Service

## Annex V

### DOCUMENTS

The lists below show by UNEP branch and unit the reports published in implementing subprogramme 3 (policy implementation) in the programme of work for 2000-2001. Due to time constraints, the consultant could only review a representative sample of the documents. The acronym at the beginning of each entry indicates the originating unit in UNEP.

#### UNEP

EOU, 1999, Evaluation of the Regional Office for Africa on strengthening of the UNEP regional presence in Africa in implementing its mandate in the African region through regional and sub-regional cooperative frameworks and advisory services  
EOU, 2000, Annual evaluation report 1999  
EOU, 2001, Annual evaluation report 2000  
EOU, 2002, Evaluation of the Division of Communications and Public Information (draft)  
EOU, 2002, Evaluation of the Division of Environmental Conventions (unedited draft)  
OED, 2002, Report of the Executive Director to the Committee of Permanent Representatives to UNEP on the status of implementation of the decisions of the Governing Council adopted at its 21st session/Global Ministerial Environment Forum and its seventh special session/Global Ministerial Environment Forum during the first quarter of 2002  
PCMU, 2001, Operations manual  
UNEP, 1986, Evaluation report  
UNEP, 1998, Proposed programme budget: revised requirements for the 1998-1999 biennium and proposed requirements for 2000-01 (UNEP/GC.20/22)  
UNEP, 2000, Annual Report 1999  
UNEP, 2000, Malmö Ministerial Declaration  
UNEP, 2000, Report of the sixth special session of the Governing Council in Nairobi in May 2000  
UNEP, 2000, The Environment Fund budgets: proposed biennial programme and support budget for 2002-2003 (UNEP/GC.21/6)  
UNEP, 2000, The Malmö Declaration: time to act  
UNEP, 2002, Annual Report 2001  
UNEP, 2002, Capacity-building for sustainable development: an overview of UNEP environmental capacity development initiatives (Draft)  
UNEP, 2002, Report of the Governing Council on the work of its seventh special session/Global Ministerial Environment Forum in Cartagena in February 2002  
UNEP, 2002, Results of the UNEP performance survey

#### DEPI

BFMS, 2001, Action sheet: environmental policy implementation for 2000, FP/RA/CP/3010-00-01/Rev.2  
BFMS, 2002, Action sheet: environmental policy implementation for 2000-01, FP/RA/CP-3010-00-01/Rev.5  
DEPI, 2002, Self-evaluation fact sheet for January 2000-December 2001  
PCMU, 2002, Environmental policy formulation for January 2000-December 2001

#### DEPI Capacity-Building Branch

#### DEPI Technical Cooperation Unit (TCU)

TCU, 2000, Devastating drought in Kenya: environmental impacts and responses  
TCU, 2000, Integrated management of environmental factors contributing to impacts of the Yangtze River flood events  
TCU, 2000, the floods in mozambique: the joint United Nations response  
TCU, 2001, Assessment of vulnerability to floods in the Yangtze River Basin

TCU, 2001, Methodology for assessment of vulnerability to floods in the Dongting Lake Basin  
TCU, 2002, Assessment of vulnerability to flood in the Dongting Lake Region

#### DEPI Environmental Education Unit (EEU)

EEU, 2000, Eco-schools in Africa: Exhibition report and best practices in environmental education in schools in Kenya, UNEP/UNESCO/KOEE/Rotary Club-Nairobi  
EEU, 2000, Environmental capacity development by UNEP  
EEU, 2000, Training of trainers workshops on environmental education  
EEU, 2001, A guide for school environmental projects, Wildlife and Environment Society of South Africa (WESSA)  
EEU, 2001, A guideline on the implementation of eco-schools/environmental action learning programme, WESSA  
EEU, 2001, Collect and reuse plastic bags, WESSA  
EEU, 2001, Eco-schools/Environmental action learning: capacity development and coordination seminar for the Eastern Africa subregion, Kenya Organization of Environmental Education (KOEE)  
EEU, 2001, ET-Worldwide: a periodic compendium of environmental education and training opportunities  
EEU, 2001, Global seminar for women leaders on the uptake of renewable energy technology  
EEU, 2001, Hands-on: land degradation in Africa, WESSA  
EEU, 2001, Manual on designing global seminar on women and energy  
EEU, 2001, people, places and publications to support environmental education processes, UNE/SADC/REEP/WESSA  
EEU, 2001, Precious Water in Eritrea, WESSA  
EEU, 2001, Report of the Global Seminar for Women Leaders on the uptake of renewable energy technology, Advisory Committee on Releases to the Environment (ACRE)  
EEU, 2001, Value-based action learning for water management in Kenyan schools, WESSA  
EEU, 2001, Wetlands webs and eco-puzzle, WESSA  
EEU, 2001, Wildlife management: teachers pack, WESSA

#### DEPI Dams and Development Unit (DDU)

DDU, 2000, Evaluation of the Dams Development Project  
DDU, 2000, Implementing WCD report: strategic entry points for United Nations follow-up  
DDU, 2000, Improving the environmental performances of large dams  
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DDU, 2001, Avoiding, minimizing and compensating the environmental impacts of large dams  
DDU, 2001, Climate change and dams: an analysis of the linkage between the UNFCCC legal regime and dams  
DDU, 2001, Dams and biodiversity: establishing strategic linkages under the conventions  
DDU, 2001, Ecosystem impacts of large dams  
DDU, 2001, Large dam impacts on freshwater biodiversity

#### DEPI Global Programme of Action Branch (GPA)

GPA, 2000, Evaluation of project FP/GN/1100-98-11: Support to Global Programme of Action for the Protection of the Marine Environment from Land-based Activities  
GPA, 2001, Building partnerships and financing the implementation of the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities, UNEP/GPA/IGR.1/8  
GPA, 2001, Progress report on the activities of the UNEP Global Programme of Action Coordination Office during the Period 1996-2001, UNEP/GPA/IGR.1/3  
GPA, 2001, Proposed 2002-2006 work programme of the Global Programme of Action Coordination Office and partner organizations, with indicative costs, UNEP/GPA/IGR.1/6  
GPA, 2001, Review of accomplishments in the implementation of the Global Programme of Action for 1995-2001, UNEP/ GPA/IGR.1/2  
GPA, 2002, Self-evaluation fact sheet for January 2000-December 2001

## DEPI Disaster Management Branch (DMB)

### DMB Emergency Coordination Unit

- DMB, 2000, Environmental emergencies brochure
- DMB, Preliminary environmental assessment of the effects caused by the floods in Venezuela
- DMB, 2000, Report of the brainstorming meeting on the environmental impact of refugee settlement and flows in Africa
- DMB, 2000, Report of the expert working group on flood events and their impacts in the Yangtze River Basin
- DMB, 2000, Strategic framework on emergency prevention, preparedness, assessment, mitigation and response
- DMB, 2001, Proceedings of the in-house staff training on environmental emergency response at Gigiri, Kenya in July 2001
- DMB, 2001, Presentation on environment and disaster management to the second conference of the Association of Third World Studies, Kenya Chapter, at Egerton University in Njoro, Kenya
- DMB, 2001, Presentations on Preparedness in the disaster cycle: the role of UNEP and environmental emergency management to the first International Conference on Emergency Management in Africa in Nairobi, Kenya in November 2001
- DMB, 2001, Presentation on environmental assessment in refugee/returnee situations: UNEP Perspectives to the Workshop on Practicing and Promoting Sound Environmental Management in Refugee/Returnee Operations in Geneva, Switzerland in October 2001

### DMB Joint UNEP/OCHA Unit

- DMB, 2000, Establishing a national environmental emergency response mechanism
- DMB, 2000, Guidelines for the development of a national environmental contingency plan

### DMB Post-disaster and Post-conflict Assessment Unit

- DMB, 2000, Project document on the cleanup of environmental hot spots following the Kosovo conflicts and the preparation of guidelines on assessment and remedial measures for post-conflict environmental damage, 2000-2002
- DMB, 2000, Project document on post-conflict environmental assessment in the Former Yugoslav Republic of Macedonia
- DMB, 2000, Report of the Advisory Group on Environmental Emergencies
- DMB, 2000, Report of the assessment mission to Romania, Hungary and the Federal Republic of Yugoslavia on the spill of liquid and suspended waste at the Aurul S.A. retreatment plant in Baia Mare
- DMB, 2001, Depleted uranium in Kosovo: post-conflict environmental assessment

## Implementation of Environmental Law Branch (IEL)

### Compliance and Enforcement Unit (IEL)

- IEL, 1999, Enforcement of and compliance with MEAs: the experience of CITES, the Montreal Protocol and the Basel Convention, Vol. I-II
- IEL, 1999, Fourth Global Training Programme in Environmental Law
- IEL, 2000, List of Enforcement Contacts
- IEL, 2000, Report of the Executive Director on implementation of the Lusaka Agreement on Cooperative Enforcement Operations Directed at Illegal Trade in Wild Fauna and Flora
- IEL, 2000, Report of the meeting of the Advisory Group of Experts on Compliance with and Enforcement of Environmental Conventions, UNEP/EC/Advisory WG.5
- IEL, 2000, UNEP's Activities in the field of environmental crime, enforcement of and compliance with MEAs 2000
- IEL, 2001, Memorandum of understanding between UNEP and UNOPS

IEL, 2001, Report of the fourth meeting of the Governing Council of the Parties to the Lusaka Agreement on Cooperative Enforcement Operations Directed at Illegal Trade in Wild Fauna and Flora  
IEL, 2001, Report of the Intergovernmental Working Group of Experts on the Development of Guidelines on Compliance with and Enforcement of Multilateral Environmental Agreements, UNEP(DEPI)/MEAs/WG.1/3

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IEL, 1998, Report of the review panel on the external evaluation  
IEL, 2000, Final report/self evaluation fact sheet for 2000  
IEL, 2000, Report of the donors consultative meeting, UNEP/UNDP/Joint Project 5  
IEL, 2000, Report of the eleventh meeting of the Steering Committee for the UNEP/UNDP joint project on 10 February 2000  
IEL, 2000, Report of the second inter-agency meeting between UNEP/IUCN/OAU on the revision of the 1968 African Convention on 23-25 November 2000  
IEL, 2000, Report of the twelfth meeting of the Steering Committee of the UNEP/UNDP Joint Project on 6 December 2000  
IEL, 2001, A stakeholder participation, education and public awareness strategy and plan  
IEL, 2001, Compendium of Judicial Decisions on Matters Related to Environment: National Decisions, Vol. II  
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IEL, 2001, Funding strategy for environmental management in Kenya and implementation of the Environmental Management and Coordination Act of 1999  
IEL, 2001, Institutional framework and human resources  
IEL, 2001, Inter-sectional synergies and coordination  
IEL, 2001, National environment management authority (NEMA)  
IEL, 2001, Report of a consultative meeting on the Services Policy Programme Development (SSPD) Project for implementation framework for Kenya's Environmental Management and Coordination Act of 1999  
IEL, 2001, Report of the Project Monitoring Committee meeting on 12 February 2001  
IEL, 2001, Report of the Project Monitoring Committee meeting on 26 April 2001  
IEL, 2001, Report of the Project Monitoring Committee meeting on 24 May 2001  
IEL, 2001, Report of the third inter-agency meeting between OAU/IUCN/UNEP on the revision of the 1968 African Convention on 6 August 2001  
IEL, 2001, Report of the thirteenth meeting of the Steering Committee for PADELIA on 16 October 2001  
IEL, 2001, Report on the mission to Burkina Faso on 10-19 November 2001  
IEL, 2001, Report on the mission to Kenya from 13 to 14 August 2001  
IEL, 2001, Report on the mission to Kenya from 7 to 10 May 2001  
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IEL, 2001, Report on the Judicial Symposium on Environmental Law, Policy and Access to Justice from 13 to 15 May 2001  
IEL, 2001, Report on the mission to Malawi from 24 to 29 June 2001  
IEL, 2001, Report on the mission to Tanzania from 27 to 31 March 2001  
IEL, 2001, Review of institutional capacity building for environmental law and institutions in Africa  
IEL, 2001, Strategy and implementation plan for the Environmental Management and Coordination Act of 1999  
IEL, 2001, The Living Environment  
IEL, 2001, The making of a framework law: environmental law in Kenya  
IEL, 2002, Report of the fourteenth meeting of the Steering Committee on Partnership for the Development of Environmental Law and Institutions in Africa, PADELIA/STC.14/4  
IEL, 2002, Report on the mission to Sao Tome and Principe from 11 to 15 February 2002  
IEL, 2002, Revised draft project document for Phase II