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Evaluation and Oversight Unit

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Foreword

This annual evaluation report has been prepared in fulfilment of the United Nations Environment Programme (UNEP) Governing Council requirement to “report to the Governing Council at subsequent sessions on the results of evaluations carried out” (GC-4, 77 (IV), 12 April 1976).



As in previous years, the report provides analyses of evaluations carried out by UNEP in the past year and identifies lessons and recommendations for programme improvement. The evaluations conducted in 2006 confirm that the organization has continued to operate within its mandate with a focus on capacity-building of partner institutions and government agencies in the areas of environmental assessment, law and policy, biodiversity and ecosystems, climate and energy, chemicals management, cleaner production and the involvement of youth in environmental activities at the global, regional and national levels.

This year, implementation of the organization’s activities has been evaluated as “satisfactory” on average, with contributions to the implementation of multilateral environmental agreements, provision of guidelines and methodologies for environmental assessments, provision of environmental information and awareness-raising among policy- and decision-makers. The programmes have faced several challenges, however, key among which are the following: limited engagement of government stakeholders in project implementation and oversight; overambitious project designs; existence of long-term (legacy) programmes which may no longer be relevant; inadequate attention to post-programme/project sustainability; lack of adequate sustainable funding for youth activities; and lack of adequate strategies for the dissemination of project and programme outputs.

Based on internal reviews of the organization’s work, which were initiated as part of renewed efforts by UNEP to streamline programmes and operational activities, the need for enhanced quality assurance has emerged as a key factor in improving programme delivery. Indeed, evaluation findings were frequently consulted and formed key inputs in the preparation of the work of some of the review task forces that were operational in 2006. Effective quality assurance of programme and project development and their subsequent implementation will ensure that programmes are rigorously designed with relevant, measurable indicators that are monitored over time. Evaluations that make effective use of these indicators will provide the required information and lessons for informed management and policy decision-making.

It is our goal to continue to strengthen the evaluation function by providing adequate resources so it can produce critical thematic and results-oriented evaluations consistent with the expanded variety of evaluation outputs demanded by our governing body and programme managers.


Achim Steiner
Executive Director

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Finally, the Unit expresses its appreciation to UNEP division directors and staff, whose comments have greatly enriched this report.

Evaluation and Oversight Unit

Acronyms and abbreviations

AEO	African Environment Outlook
AMCEN	African Ministerial Conference on the Environment
AREED	African Rural Energy Enterprise Development
ARSCP	African Roundtable on Sustainable Consumption and Production
BREED	Brazil Rural Energy Enterprise Development
CBD	Convention on Biological Diversity
CCD	United Nations Convention to Combat Desertification
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
DDT	Dichloro-diphenyl-trichloroethane
DEWA	Division of Early Warning and Assessment
ENRIN	Environmental and Natural Resource Information Network
GEF	Global Environment Facility
GEO	Global Environment Outlook
GERIAP	Greenhouse Gas Emission Reduction from Industry in Asia and the Pacific
GRID	Global Research Information Database
HCB	Hexachlorobenzene
HCH	Hexachlorocyclohexane
IFAD	International Fund for Agricultural Development
INFOTERRA	Global Environmental Information Exchange Network
IPCC	Intergovernmental Panel on Climate Change
IUCN	World Conservation Union
OECD	Organisation for Economic Co-operation and Development

PCB	Polychlorinated biphenyl
PTS	Persistent toxic substance
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNON	United Nations Office at Nairobi
WHO	World Health Organization

Executive summary

A. Evaluation overview

1. This report is a synthesis of all evaluations conducted by the Evaluation and Oversight Unit in 2006. It analyses information provided in one subprogramme evaluation, 13 in-depth evaluations, one special study and 127 self-evaluation reports. The report also contains, in a separate chapter with its accompanying annexes, an analysis of the status of implementation of evaluation recommendations including recommendations in annual evaluation reports from 2000–2006. A separate chapter presents the findings of an evaluation demand study conducted by the Evaluation and Oversight Unit in 2006.
2. The in-depth evaluation of the Division of Early Warning and Assessment (DEWA) covered the subprogramme's programme of work in the biennia covering 2000–2001, 2002–2003 and 2004–2005. The overall objective of the evaluation was to examine the implementation of the work programme of the division and to determine the extent to which it has accomplished its goals over the period of programme implementation covered by the evaluation. The evaluation examined mechanisms for collaboration both internally and externally, assessed the effects of the 1999 functional restructuring of the organization on programme implementation and identified strengths and weaknesses in programme implementation.
3. The evaluation showed that DEWA has been successful in delivering its work programmes over the period covered by the evaluation. It successfully produced a number of key assessments including the third multi-partnership Global Environment Outlook (GEO) and associated products, Millennium Ecosystem Assessment, Global International Waters Assessment, marine mammals and coral reefs assessments, freshwater resource assessments assessments of urban environments as well as providing guidance on regional, subregional and national environmental assessments, and land degradation assessments. The division has also supported the publication of the World Resources Report and prepared the popular Atlas of our Changing Environment: One Planet, Many People. With other agencies, DEWA has initiated the International Assessment on Agricultural Science and Technology for Development, the Global Reporting and Assessment of the State of the Marine Environment and the World Water Development Report.
4. The evaluation found that DEWA assessments are being used by the environmental policy development and decision-making community, the academic community and environmental information depositories and distributors. While these assessments are being used externally, follow-up of these assessments internally within UNEP is not evident. The division's work on early warning is not as successful. The links between the work of UNEP in environmental activities and disaster risk and its overall work in early warning and assessment need to be better understood and integrated. Also, the work of the Global Research Information Database (GRID) network as a whole and how it feeds into the assessment processes needs to be better defined.

5. An analysis of ratings of independent project evaluations concluded that the achievement of overall objectives was “satisfactory”. The projects have continued to strengthen institutional and individual capacity in the areas of biodiversity, chemical management, cleaner production, international waters, energy and climate and involvement of the youth in environmental activities. They have contributed to the implementation of multilateral environmental agreements, developed assessment methodologies, provided environmental information to the public, raised awareness among policy- and decision-makers, and developed guidelines and tools for environmental management.
6. A total of 98 project self-evaluations were completed. This represents a compliance rate of 77 per cent, an increase of 6 percentage points over the previous year. Of the total number of projects, 31 per cent were global in scope and approximately one third were implemented at the subregional and national levels. Given the Governing Council’s mandate to UNEP to work on capacity development activities at the national level, it is not surprising that there has been increasing UNEP activity at the national level. Fifty-five per cent of the self-evaluation reports dealt with projects on environmental issues in the prioritized areas of water, energy, health, agriculture and biodiversity. Biodiversity-related projects accounted for over a quarter of the projects reporting. Health-related projects, including those dealing with chemicals, represented 5 per cent of the total number of projects that reported.
7. As in previous years, the substantive input by UNEP into the projects in 2006 focused on assuring the quality of project outputs by reviewing project technical reports, documents and other products, followed by coordination, project development, provision of expertise, methodologies and approaches, technical assistance, backstopping, and provision of monitoring and evaluation of project activities. Assistance in project administration, fund-raising, information exchange and institutional and professional capacity-building also featured as the contribution of UNEP in 11 per cent of the projects reporting.
8. The project evaluations identified several challenges in the areas of project design, financial planning and management, project implementation and project sustainability. The specific challenges in project design include: poor design of project coordination and effective logistical arrangements, inadequate monitoring and evaluation plans, unrealistic project assumptions and inappropriate selection of project partners. In the area of financial planning and management, a high percentage of the projects lacked sufficient funding to complete project activities as a result of overambitious project designs, price fluctuations which outstripped project costs, late receipts of allotments, and inflexibility of financial regulations even in post-conflict situations.
9. In project implementation, slightly more than half of the projects were behind schedule as a result of late commencement of the project, late transfer of funds, changes in executing arrangements and poor communication between cooperating agencies. The extent to which the projects planned for financial sustainability following donor disengagement was quite limited.
10. Evaluations in UNEP are followed by management responses in the form of implementation plans for evaluation recommendations. The quality of evaluation recommendations has improved considerably in recent years as a result of improvements in the quality assurance process for evaluations. The percentage of rejected evaluation recommendations has continued to decline, from 3.1 per cent in 2004 to 1 per cent in 2005 and again in 2006.

11. The Evaluation and Oversight Unit undertook a “demand survey” for evaluation products and services by canvassing the UNEP Committee of Permanent Representatives and UNEP professional staff. The study drew several conclusions. First, evaluation has an important role to play in responding to increased demands for accountability by providing information on programme results and the impact of the activities of UNEP. Second, in order to gain or maintain credibility, the evaluation function must be perceived to be functionally independent of the organization’s operational divisions. To that end, the study demonstrated that a strong link between the evaluation function and the organization’s Governing Body is required. Third, the scope of the evaluation activities of UNEP should expand to cover evaluation of discernable benefits from the implementation of its activities; this is regarded as useful information for informed funding decisions. Fourth, UNEP evaluations need to apply international norms and standards for evaluation to enhance their credibility and legitimacy. Fifth, evaluations must be relevant and produced on a timely basis to inform decision-making and aid the development and implementation of programme activities. Finally, the study highlighted that resources currently allocated to the evaluation function are not sufficient to meet the demands for evaluative products and information expressed by survey respondents, and hence calls for additional measures to strengthen the function.

B. Findings and recommendations

12. Selected findings and recommendations drawn from evaluations conducted in 2006 are summarized below.

1. **Strengthening government involvement in project implementation**

13. The limited engagement of government stakeholders in project implementation and oversight further limits opportunities for policy impact or institutional mainstreaming. An urgent need for national policy position papers supported by specific legislation was identified. These are, in many cases, the strongest tools to convince the private sector, for example, to implement certain project activities. Such is the case with cleaner production and energy efficiency. Some evaluations found that project impacts would have been greater with more effective governmental participation. Projects which successfully managed to involve government decision-makers were able to promote project outcomes in policy development in participating countries.

Recommendation 1

14. In designing and implementing projects, it is recommended that emphasis should be placed on more effective engagement of local and national governments. UNEP should work closely with government agencies and effectively engage policy- and decision-makers in the development and implementation of projects. UNEP should develop processes that generate ownership and subsequent recognition at the higher levels of governments in order to facilitate their introduction in the national development agenda through both regulatory and non-regulatory mechanisms. Project results should be included in the national implementation/ action plans.

2. **Overambitious programme and project designs**

15. A significant number of project evaluations conducted in 2006 concluded that the objectives, outcomes and initial expectations of the projects were probably too ambitious for the level of human and financial resources available to the projects.

Recommendation 2

16. The project review and approval process should ensure that proposals are less speculative and involve appraisal of the adequacy of financial and manpower resources to implement programme or project activities.

3. Legacy programmes

17. Legacy (long-term) programmes such as those under DEWA, including the Global Environmental Information Exchange Network (INFOTERRA), the Environmental and Natural Resource Information Network (ENRIN) and Earth Watch pose unique problems in UNEP. Common to most of these programmes is the fact that they were established through Governing Council decisions or General Assembly resolutions and can only be revoked, amended, or eliminated through these mechanisms. This issue seems to be common in many UNEP subprogrammes and need to be addressed in a systematic way throughout the organization.

Recommendation 3

18. The organization in general and its divisions which have long-term programmes must initiate studies of these programmes to determine their continued relevance. Where it is determined that these programmes no longer fulfil their purpose, they should be discontinued through the appropriate mechanisms and the resources redeployed to support other programmes of the subprogrammes.

4. Dissemination of project outcomes

19. Evaluations found that outputs of many UNEP projects were of good quality and that such project outputs should target key audiences and be widely distributed. For the most part, however, strategies for the dissemination of project and programme outcomes are not clearly spelt out and funded during project/programme planning. In addition, programmes cannot achieve optimal impact without developing their particular brands through building up a clear profile. Marketing is as important in development work as in the private sector. Profile-raising should be achieved at various levels and by various means.

Recommendation 4

20. Communications and outreach efforts that engage more effectively with decision- and policy-makers, especially in developing countries, must become a requirement for UNEP projects and programmes and be adequately funded. The project/programme formulation and approval processes must be strengthened to require dissemination strategies that include identifiable resources for communication and dissemination of project outputs.

5. Sustainability and follow-up

21. Post-project sustainability issues were given limited attention in many of the UNEP projects evaluated in 2006. There is concern that positive outcomes of UNEP projects will not have long-lasting effects if follow-up activities are not immediately undertaken upon project completion. The lack of specific policy guidance on some UNEP projects contributed to uncertainty on what should happen next and who was supposed to do what with the findings and outputs of the projects.

Recommendation 5

22. Recognizing that sustainability is now one of the key project performance criteria, the process of review of project proposals should be strengthened by carefully defining what constitutes sustainability of project outcomes in the project manual. The project manual should provide guidance on strategies to enhance the potential sustainability of outcomes expected in project interventions and how the likelihood of sustainability can be increased during project implementation.

6. Making use of assessment findings

23. Although UNEP assessment reports such as the GEO seem to be quite successful externally, there seems to be little follow-up of important findings and issues identified by these assessments internally by the organization as a whole. In addition, the rest of the organization does not seem to be sufficiently involved in determining what assessments to conduct, which may be a reason for the perceptions of lack of ownership and poor follow-up.

Recommendation 6

24. While responding to member states and key stakeholders, UNEP must also ensure that the themes selected for its assessments reflect the assessment needs of the organization in the context of its strategic priorities. It is imperative, therefore, that the divisional focal points for subsequent GEO assessments be made up of senior level staff (perhaps at the deputy director level) in the various subprogrammes who can bring very strong perspectives to the process and ensure that the broader priorities of UNEP are strongly reflected in the division's work programme. In that way, follow-up of findings of the assessments will not have to be sought, but will directly feed the work programmes of the relevant subprogrammes. To that extent, DEWA should review the composition of its divisional focal points on assessments to determine whether it can still fulfil the changing needs of the division and, if necessary, reconstitute the focal points. In preparing its strategic programme for 2008–2009, the division must ensure that assessment needs of other subprogrammes are given serious consideration.

7. Funding of the UNEP youth strategy

25. The adoption of the Division of Communication and Public Information's Tunza Youth programme by the Governing Council in 2003 reinforced the work that UNEP undertakes with young people both at the global and regional levels. Nonetheless, although the programme has been quite successful, it has depended almost entirely on external sources of funding. Dependence on one private source for over half of its funding is also a major potential source of programme weakness and vulnerability. This dependence means that the programme's sustainability is closely tied with its primary financiers – in this case, the private actors.

Recommendation 7

26. Given the benefit (and the untapped potential) that the programme brings to UNEP, greater attention to the level and predictability of its financing cannot be overemphasized. There is an urgent need for UNEP to address the unbalanced nature of the funding of the youth programme. The organization must also consider developing, as a matter of priority, a corporate policy on public-private partnerships for implementation of the organization's mandate.

C. Lessons learned

27. Selected lessons drawn from evaluation studies conducted in 2006 are summarized below.

1. Project design

28. Proper financial planning is crucial for ensuring that sufficient resources are made available to achieve planned results. The defined scope and objectives of UNEP projects must take into account the resources available for project implementation, and the likelihood of achieving the desired outcomes, in order to avoid overambitious project designs. Environmental issues are often complex in nature, and, consequently, programmes can easily be overloaded with unrealistic expectations and targets.

2. Monitoring and evaluation

29. Monitoring and evaluation, and impact assessment depend on good data and/or reliable estimates. These are often difficult and time consuming tasks but without these it is impossible to make statements about effectiveness, or build a case for further investment. Reporting and documentation may also be considered thankless tasks – but they are vital, and need to be done well. There is always a danger in development work of institutional amnesia or a loss of knowledge to an organization simply because work has not been adequately recorded and presented. Monitoring and evaluation plans should be afforded higher priority both at strategic and operational levels. While the difficulty of providing accurate data needs to be acknowledged, this should not detract from the imperative for high standards of estimation and best judgment, and of consistency.

3. Public participation

30. Volunteers are an essential element of many UNEP projects designed to produce credible scientific tools, methodologies and guidelines for improved natural resources and environmental management; whether they be local coordinators who receive a stipend or meeting participants who receive a per diem allowance. In some projects, the self-selection process for such volunteers limits the scope of participation to those individuals who have the time, interest, and ambition to participate in a project. While appropriate peer-review processes for project outputs ultimately endorse this process by ensuring the outputs are scientifically valid, it is possible that some data or insights are missed as a result. Targeting specific potential contributors and using these individuals to focus task teams may prove more efficient in future endeavours. That observation notwithstanding, encouraging broad participation outside of those individuals who traditionally participate in international projects of this nature does promote diversity, generation of new ideas and approaches, and a broader cadre of individuals whose experience can be drawn upon in future projects.

4. Sustainability

31. Results of environmental projects which promote sustained livelihoods can be highly affected by the poor living conditions experienced by the communities involved. Inclusion of project components during project design focusing on the processing and marketing of project by-products to consolidate small community enterprises could help to enhance project sustainability and restore benefits at the community level.

32. Regional and multi-stakeholder-based projects are more successful when the design takes into consideration social and economic differences, where applicable, with adequate representation from government institutions as well as the financing in the governance body.

Projects designed for implementation solely with non-governmental organizations in sub-Saharan Africa without involvement of government departments are less likely to continue beyond the funded phase of the project even if other sustainability measures are integrated into project activities.

33. To guarantee ownership and sustainability, consultation with key country actors should take place from the early stages of project formulation. This would help ensure government commitment at the higher level and also help the determination of a realistic timeframe for the project whilst facilitating adequate assessment of the technical and administrative requirements at project inception.

5. Methodologies for project implementation

34. Cross-learning methods¹ (between industrialized and developing countries) creates understanding of impacts of consumption on environmental degradation in all participating countries and the need for government responsibility in initiating appropriate policies and programmes. The cross-learning methodology is a very successful process and should be utilized in capacity-building activities in all environmental policy areas, especially if it is enriched through the integration of action learning networks and communities of practice strategies.

6. Awareness-raising and information dissemination

35. The presence of ministers or senior representatives from ministries at national events such as awareness seminars and national dissemination or launch seminars tends to attract more television and newspaper coverage and thereby serves to disseminate information more effectively. Their presence can also be a great help in convincing industries about the growing importance of sustainable development and environmental issues, and in motivating them to implement such options.

¹ Cross-learning is learning across team members in different disciplinary areas or from different perspectives, be they ideological or cultural. Cross-learning is reflected in the use of three learning decision rules: (1) averaging, (2) majority, and (3) hot hand. A learning decision rule indicates how decision-makers learn from their fellow team members. Under the first rule, the decision-maker adopts an average of the beliefs held by fellow team members. Under the second rule, if a majority of fellow team members agree on a particular solution, then the decision-maker adopts the beliefs held by the majority. Under the third rule, the decision-maker learns from the team member whose beliefs have been consistent with market desires most recently.

I Introduction

A. Evaluation and Oversight Unit

36. The UNEP Evaluation and Oversight Unit is mandated to conduct, coordinate and oversee evaluations within UNEP. This mandate covers all programmes and projects of the Environment Fund, related trust funds, earmarked contributions and projects implemented by UNEP under the Global Environment Facility (GEF). The Unit conducts various types of evaluations and management studies, in accordance with the requirements of the United Nations General Assembly, the UNEP Governing Council, and the norms and standards for evaluation of the United Nations system.
37. The activities of the Evaluation and Oversight Unit comprise management studies, in-depth subprogramme and project evaluations and project self-evaluations. The Unit provides technical backstopping to project and programme managers in their annual self-evaluation and closely follows up on the implementation of evaluation recommendations.
38. All UNEP projects, independent of their funding source, are subject to evaluation. Evaluation of projects takes two main forms:
 - (a) Annual self-evaluation reporting;
 - (b) Mid-term and terminal evaluations conducted as desk or in-depth studies.
39. UNEP subprogrammes are only covered by in-depth evaluations conducted every four or five years. However, to improve the methodology, availability of supporting data and resource requirements used in assessing results achieved by subprogrammes during the course of the biennium, the Evaluation and Oversight Unit has been supporting subprogrammes in the development of their mandatory self-assessment plans for the 2006–2007 and 2008–2009 biennia.

B. Mandate and mission

40. The present annual evaluation report has been prepared as part of the mission of the UNEP Evaluation and Oversight Unit to provide strategic information to Governments, UNEP senior management and programme managers to enable them to review progress made by the organization and to reflect critically on the constraints and challenges of delivering a quality global environmental programme.
41. The mandate for undertaking evaluations has been stated in various General Assembly resolutions and UNEP Governing Council decisions. The Governing Council has recognized the importance of evaluation as an integral part of the programme planning cycle, while retaining its independence, and has requested the Executive Director to continue to refine evaluation methodologies in collaboration with Governments (Governing Council decisions

75 IV, 6/13, 13/1 and 14/1) and partners within the United Nations system. In its decision 19/29, the Council also requested the Executive Director to strengthen the UNEP oversight function. According to the Secretary General's bulletin on programme planning, monitoring and implementation (ST/SGB/2000/8), which consolidates the General Assembly decisions on the evaluation function, the purpose of the evaluation function is to facilitate the review of results achieved from programme implementation, examine the validity of programme orientation and determine whether there is need to change the direction of different programmes.

C. Scope and objective

42. The annual evaluation report is prepared as an intersessional document of the UNEP Governing Council/Global Ministerial Environment Forum and serves as part of the input of UNEP to the Secretary-General's report on evaluation to the General Assembly. The report provides stakeholders such as Governments, UNEP senior management and UNEP partners with an evaluative assessment of UNEP programme and project performance in 2006. The main objective of the annual evaluation report is to help UNEP reflect on its programme performance through evaluative evidence and lessons from programme and project implementation. The terms of reference for the report are provided in annex I to the present report.

43. The report is based on evaluations conducted in 2006 and comprises data provided in one subprogramme evaluation, 13 in-depth project evaluation reports and 127 self-evaluation reports. The report also contains a review of the status of implementation of the recommendations contained in the 2001–2005 annual evaluation reports and a chapter on an evaluation demand study conducted by the Evaluation and Oversight Unit.

D. Methodology

1. Evaluation parameters

44. The report is based on a review and assessment of the key parameters in four specific areas: first, relevance and appropriateness; second, effectiveness and efficiency; third, results and impacts; and, fourth, sustainability.

(a) *Relevance and appropriateness*

45. The relevance and appropriateness of evaluated programme and project activities implemented under the mandate of UNEP (General Assembly resolution 2997 (XXVII) of 15 December 1972, the 1997 Nairobi Declaration, the 2000 Malmö Declaration and the 2002 Johannesburg Plan of Implementation) were examined by assessing the following parameters:

- (a) Relevance of activities and their contribution in such areas as promoting the development of international environmental law, implementing international norms and policy, conducting environmental assessments and providing policy advice and information, and raising awareness and facilitating effective cooperation between all sectors of society;
- (b) Relevance of activities and their contribution to providing policy and advisory services in key areas of institution-building to Governments and other institutions;

- (c) Relevance of activities and their contribution to strengthening the role of UNEP in coordinating environmental activities in the United Nations system and as a GEF implementing agency.

(b) *Effectiveness and efficiency*

46. The review and assessment of the effectiveness and efficiency of programmes and projects was based on in-depth evaluations and took into account the following factors:

- (a) Evaluation ratings based on a critical analysis of 11 aspects of implementation for the projects that were also used in 2004 in-depth evaluations;
- (b) Emerging lessons learned from project implementation and evaluation recommendations;
- (c) Results and impact.

47. The review and assessment of the results and impact of the evaluated activities largely focused on capacity-building in areas related to environmental information and assessment, monitoring of compliance with existing conventions and international agreements, supporting institution building and awareness-raising, and fostering improved linkages between the scientific community and policymakers.

(c) *Sustainability*

48. The evaluation of project sustainability covered four areas: socio-political, financial sustainability and institutional framework and governance and environmental sustainability.

2. Analytical approach

49. The Evaluation and Oversight Unit conducts all evaluations in consultation with the relevant programme and project managers to ensure that, while United Nations and UNEP evaluation standards are followed, the views and concerns of the respective programmes and projects are adequately and fairly reflected. The same approach has been used in the preparation of this report and issues and questions that arose from the reviews and consultations have been further discussed with relevant divisions and circulated to all divisions in the form of a draft report.

50. The analysis and conclusions contained in the report are based on:

- (a) Review of in-depth evaluation reports;
- (b) Review of self-evaluation reports;
- (c) Review of desk evaluation reports;
- (d) Review of implementation plans and management responses to the recommendations of the evaluation reports over the period 2000–2006;
- (e) Discussions with UNEP staff on subjects related to partnership framework agreements, implementation of evaluation recommendations and self-evaluation reporting.

3. Evaluation rating

51. All project evaluations are assessed on a six-point scale with the following grades: “highly unsatisfactory” (1), “unsatisfactory” (2), “moderately unsatisfactory” (3), “moderately satisfactory” (4) “satisfactory” (5) and “highly satisfactory” (6), based on a qualitative analysis of project performance in evaluations. The rating system and evaluation quality control processes

have recently been further developed and refined and ensure consistency with the rating system used for GEF projects because a substantial number of the evaluations conducted by the Evaluation and Oversight Unit are for GEF projects. The evaluation parameters include:

- (a) Achievement of objectives and planned results;
- (b) Attainment of outputs and activities;
- (c) Cost-effectiveness;
- (d) Country ownership;
- (e) Financial planning and management;
- (f) Impacts;
- (g) Implementation approach;
- (h) Monitoring and evaluation;
- (i) Reliability;
- (j) Stakeholder involvement;
- (k) Sustainability.

II Early warning and assessment²

A. Evaluation findings

52. The Division of Early Warning and Assessment was successful overall in delivering its work programme and fulfilling its mandate. In the area of assessments, the division has produced a number of recurrent and non-recurrent publications; key among them are Global Environment Outlook 3 and associated products, over 48 assessments in the areas of watershed and freshwater resources, atmosphere, marine environment (including marine mammals and coral reefs), land assessments and biodiversity. Others include integrated environment and health assessments, environmental assessments for urban areas and regional assessments. In the area of early warning, a final judgement on the subprogramme's performance and effectiveness has yet to be made. The subprogramme has conducted a number of activities in areas such as assessment of human vulnerability to environmental change and analysis of environmental trends using satellite data. It has also prepared reports on early warning and vulnerability assessments of emerging environmental issues and threats with global and regional significance.
53. With respect to the GEO, the current emphasis on global assessments does not seem to correspond to the strengthening of the early warning, monitoring and data management activities of the division. Data paucity exists in some areas. The GEO reports do not provide any unique UNEP perspective similar to the World Bank's World Development Report. Unique publications like the recently published Environmental Atlas which has generated considerable interest throughout the world, are few and far between. Such unique assessments have an important role to play in the work of UNEP and while the evaluation did not suggest, in any way, the diminution in the status of the GEO, there is a need to take a closer look at such publications which carry a core message about the environment.

1. Key successes

54. The subprogramme has published three Global Environment Outlooks reports and accompanying GEO Yearbooks. It has also supported the publication of the World Resources Report published jointly by the World Resources Institute, UNEP, the United Nations Development Programme (UNDP), and the World Bank. It is currently in the process of preparing GEO 4, the International Assessment on Agricultural Science and Technology for Development, the Global Reporting and Assessment of the State of the Marine Environment, the World Water Development Report, follow-up activities to the Global Reporting and Assessment and Global International Waters Assessment and several regional, subregional, national and city level assessments including finalization of the second African Environmental Outlook.

² Evaluation and Oversight Unit conducted an evaluation of the Division of Early Warning and Assessment in 2006.

55. The GEO reports are being used by members of the environmental policy development and decision-making community, the research community and environmental information depositories and distributors. The GEO reports have been used by ministers, senior advisors and permanent representatives to provide overviews of the global and regional environmental situations and for policy guidance to their governments. Use of the GEO by such key target audiences should be rigorously documented by DEWA. Most readers see the reports as a credible source of background environmental information for news, speeches and presentations, and for course development in academic institutions. The key role of the GEO was also acknowledged in the Science Initiative, which also called for further strengthening of the process.
56. In the area of data and information, the division has undertaken a number of important initiatives with the aim of placing data in the public domain and to reaffirm the role of UNEP as an authoritative source of environmental information and data. The GEO data portal has been a very successful initiative.
57. The subprogramme has responded to the need to build capacity especially for the preparation of assessments through the development of guidelines and training manuals and conducted training for the collaborating centres.
58. Organization-wide, a process, which was initiated to develop an implementation plan for the Bali Strategic Plan for Technology Support and Capacity-building, has been completed and the relevant elements of the Bali Strategic Plan implementation are now fully incorporated into the division's work programme.
59. Over the period covered by the present evaluation, the subprogramme has been successful in mobilizing trust funds and counterpart contributions to support its programme of work. In general, trust funds and counterpart contributions have increased substantially as a percentage of the total subprogramme budget over the period from 2000–2001 (17.7 per cent) and 2004–2005 (43 per cent), an increase of 25.3 per cent.

2. Key challenges

60. While the subprogramme has been successful in giving voice to scientists, the perception is that policymaking processes, especially the Governing Council/Global Ministerial Environment Forum, have not always fully considered the assessment findings. Neither has there been an effective mechanism for ensuring input from ministerial forums in identifying what needs to be assessed.
61. The current emphasis on global assessments does not seem to correspond to the strengthening of the early warning, monitoring and data management activities of the subprogramme. Evaluations have pointed to data paucity in some areas.
62. Although the GEO reports seem to be quite successful externally, there seems to be little follow-up of important findings and issues identified by the GEO internally by the organization as a whole. Also, the rest of the organization does not seem to be sufficiently involved in determining which assessments to conduct. This is perhaps a reason for the lack of ownership and follow-up.
63. At the UNEP-wide level the links between the work of UNEP in environmental emergencies and disaster risk and its overall work in early warning and environmental assessments need

to be better understood and integrated. UNEP has, in separate divisions (Division of Environmental Policy and Implementation, Division of Early Warning and Assessment and the Division of Technology, Industry and Economics, particularly), developed programmes in post-conflict assessment and environmental emergencies and disaster management on the one hand and early warning of emerging environmental issues and integrated assessments on the other, and clearer links need to be established between them.

64. The validity of the UNEP.net data portal was questioned both within and outside the subprogramme during the evaluation and it is not clear whether or how the division intends to support the continuing process of its development.
65. While there are concrete examples such as the GEO data-portal (GRID Geneva) and the support that GRID Nairobi provides to the African Environment Outlook (AEO) through the Africa Environment Information Network process, the role of the GRID network as a whole and how its work feeds into the assessment process, and ultimately into the production of the GEO, remains unclear.
66. Legacy programmes such as INFOTERRA, ENRIN and Earth Watch pose unique problems. Common to most of these programmes is the fact that they were established through Governing Council Decisions or General Assembly resolutions and can only be revoked, amended, or eliminated through these mechanisms. It does seem though, that the data generated through some of these activities could, with some work, be made useful to support the division's goal of placing environmental data in the public domain.
67. The Data and Information Management section is fragmented and it is unclear how the work of various staff members supports the early warning and assessment work of the division. Fortunately, there is clear recognition in the division and there have been recent initiatives to prepare a coherent data and information management strategy.
68. There is a need for considerable clarity in the tools and guidelines developed to facilitate the work of the collaborating centres and other stakeholders.
69. Within DEWA there were at least eight different sub-strategies at various stages of completion but no coherent links have been shown to exist between the activities in these disparate strategies at the subprogramme level. While there is nothing inherently wrong with the development of strategies to implement the various components of the work programme, there is a risk that these strategies will become an end in themselves. More than ever, the need for clarity in the latest division strategy regarding the overriding importance of the proposed Science Initiative and its Environment Watch System is required.
70. In spite of increased resource mobilization for subprogramme activities, staff increases over the last three biennia have not been commensurate with the increasing volume of work required of the division. The frequent changes in leadership of the subprogramme have resulted in frequently changing visions and strategic direction of the division, and sometimes confusion arises from unclear functional relationships within the division. In addition, the time-consuming recruitment processes of the Galaxy system, constant movement of General Service level staff and increasing tendency for the subprogramme to depend substantially on temporary assistance to implement its activities have further constrained implementation of the work programme.

71. The subprogramme has collaborated well with most of the other subprogrammes in the process of implementing its work programme, but there does not seem to be any uptake and follow-up of its assessments by other subprogrammes in the organization. This is perhaps due to the lack of ownership of the assessment process by other divisions because the processes of determining which assessments to conduct do not effectively take into account the needs of the other subprogrammes for assessments or the broader strategic priorities of the organization.

B. Recommendations

72. UNEP senior management should review the functional locations of the scattered assessment activities with the aim of bringing them together under the umbrella of the division which is specialized in conducting environmental assessments. While rapid response is required in post-conflict situations, hazard removal responses could be carried out by a rapid reaction team perhaps called “Emergency Response Unit”, which should continue to be located in the Division of Environmental Policy and Implementation, while the follow-up assessment activities would be implemented by DEWA. In that way, the logic in the functional structure would be operationalized and optimum use made of the expertise and specializations of the substantive subprogrammes. As appropriately pointed out by DEWA, this recommendation involves an overarching strategic issue for the organizational structure of UNEP which goes beyond early warning, post conflict and emergency response, i.e. how to combine the need for competence in assessments with the scale and areas in which these assessments are being carried out.
73. The early warning and observing systems activities of the division must be; clearly defined, strategically linked to the other Sections of DEWA, including the implementation level, and much better resourced. Currently, only one staff person and a Junior Professional Officer support the early warning subprogramme element (the evaluators were informed that the Section was making efforts to recruit a United Nations Volunteer to assist with the early warning/disaster risk activities). The reliance of the Early Warning Section on non-permanent staff (i.e. Junior Professional Officers, United Nations Volunteers and interns) to deliver its outputs is not sustainable. The DEWA “Approach to Early Warning of Environmental Emerging Issues” currently under preparation should be quickly finalized, approved by DEWA management and made available to UNEP and relevant partners.
74. The GEO Yearbooks seem to be one of the primary means by which the division communicates early warning trends and challenges to governments. To ensure increased attention by governments to the emerging challenges and trends identified in the Yearbook, these challenges and trends need to be identified not only at the global level but also at the regional level for discussion and action by the respective regional ministerial forums.
75. The GEO reports are outputs of the assessment process at the regional, subregional, national and local level. The link between assessment and policy finds expression in regional, subregional and national level assessments with strong involvement of policymakers. While it is important to have thorough discussions of assessments by the Governing Council/Global Ministerial Environment Forum and ensure decision-making ownership of assessments and the subject matter of assessments at the global level, a conscious effort must also be made to involve decision-makers in determining the scope, key questions and processes of GEO assessments undertaken at the regional, subregional, national and local levels..

76. While the division argues that assessments, in principle, should not respond to the programme of work of the organization but rather to the needs of member states and key stakeholders, the evaluation of the sub programme argued that the programme of work of the organization is a reflection of the needs of member states and is, therefore, not altogether separate from the needs of DEWA. There is, therefore, a strong argument to ensure that the assessment needs of the organization are adequately reflected in the themes selected by DEWA for assessments. Consequently, it is imperative that the divisional focal points for subsequent GEO reports are made up of senior level staff (perhaps at the deputy division director level) in the various subprogrammes, who can bring very strong perspectives to the process and assure that needs of the divisions, among other things, are strongly reflected in the work programme of DEWA. In that way, follow-up of findings of the assessments will not have to be sought but will directly feed the work programmes of the relevant subprogrammes. To that extent, DEWA should review the composition of its divisional focal points on assessments to determine if it can still fulfil the changing needs of the division and, if necessary, reconstitute the focal points. In preparing its strategic programme for 2008–2009, the division must ensure that assessment needs of other subprogrammes are taken into serious consideration.
77. It is absolutely imperative that the GRID networks be redesigned and positioned to support the emerging needs of the organization. The GRID centres must not only play their traditional roles of placing data in the public domain and reaffirm the role of UNEP as an authoritative source of environmental information and data, but must also play a substantive role in the new organizational emphasis on capacity-building and technology support at the national level for developing countries and countries with economies in transition. The ongoing review of the GRID network must consider these imperatives and design a network structure that is not only technically sound but also relevant to the potential role of the Division in providing enhanced technical and technological support through the development of capacities at the national and regional level.
78. The evaluation recommended that the division should take immediate steps to fill its vacant positions where no actions are in progress. It further recommended that a head of the data and information unit be appointed expeditiously and that the functional relationships among staff in the section be clarified. In making this recommendation, the Evaluation and Oversight Unit confirmed the September 2003 recommendation of the management audit of the Office of Internal Oversight Services, and requested that posts in the division be reconciled with the United Nations Office at Nairobi (UNON) staffing table, since the review also found discrepancies.
79. Given the current DEWA position that the Science Initiative is now the DEWA strategy, the division needs to review its current strategic plan, entitled “Keeping our changing environment under review”, which was finalized in 2005, to ensure that there is consistency and linkages among the various strategies in the division. The review should further define the strategic priorities of the division in relation to the broader strategic priorities of the organization and based on the human and financial resources of the division. The strategy should define clearly how performance towards objectives will be monitored and evaluated.
80. The division must initiate a study of its legacy programmes to determine their continued relevance and where it is determined that these programmes no longer fulfil their *raison d’être*, they should be discontinued through the appropriate mechanisms and the resources redeployed to support other assessment work of the division.

81. The director of the division should take immediate action to ensure that the division is brought into compliance with the monitoring and evaluation requirements of the organization, especially in the area of self-evaluation reporting.

C. Management actions/Outstanding issues

82. The subprogramme evaluation findings have been extensively discussed with subprogramme management and staff and the evaluation report has been completed. DEWA has developed a management response and an implementation plan for the evaluation recommendations. Since the completion of this evaluation, the division has initiated activities that have responded to some of the findings and recommendations and indeed some of the recommendations have been closed. For example, the division has initiated a study to review its legacy programmes, and has brought itself in compliance with self-evaluation reporting on its projects. Considerable discussion has taken place on the development of the UNEP.net data portal. The astounding success of “One planet, many people: Atlas of our changing environment”, the best-selling publication of UNEP which was produced in cooperation with the United States Geological Society, the National Aeronautics and Space Administration (NASA) and the University of Maryland, reflects the capacity of DEWA to leverage upon scientific and technological assets. On 13 September, 2006, the Google Earth team released the “Atlas of our changing environment” as a part of a new featured content, including these environmental hotspots from around the world throughout their distributed data servers.

III In-depth project evaluations

83. The Evaluation and Oversight Unit conducted 13 in-depth project evaluations in 2006; two midterm and 11 terminal. Of the total number, GEF funded eight project evaluations. The projects evaluated in 2006 covered a number of thematic areas including biodiversity conservation, international waters, cleaner production, chemicals, energy and climate change, and youth. The types and numbers of projects evaluated in 2006 evaluations are summarized in table 1 below.

Table 1. Thematic areas covered in 2005 project evaluations

Theme	No. of projects	Theme	No. of projects
Ecosystems & biodiversity conservation	3	International waters	2
Chemicals	2	Energy and climate change	3
Cleaner production & consumption	2	Youth	1

84. The evaluations concluded that the overall performance of the projects assessed was “satisfactory. Twelve of the 13 project evaluation reports prepared in 2006 provided ratings for at least some of the evaluation parameters. Of the evaluation parameters used in project evaluations, seven parameters (cost-effectiveness and financial planning/management, objectives and outcomes, stakeholder participation, cost-effectiveness, implementation approach, financial planning, replicability, and sustainability) had a rating of “satisfactory” and three (country ownership, monitoring and evaluation and impact) “moderately satisfactory”. A discussion of the key parameters follows.

A. Achievement of objectives results and outputs

85. The extent to which planned objectives and results have been achieved formed the basis for the evaluation of this component. In doing so, progress towards attaining planned results was also considered. Planned activities and associated outputs were assessed, taking into account timeliness of completion, quality of outputs and contribution to the overall objectives of the project. Consideration was given to both qualitative and, where relevant, quantitative progress and ratings assigned by the evaluators. Table 2 summarizes the ratings assigned by project evaluators for achievement of objectives and attainment of outputs.

Table 2. Ratings for achievement of objectives and attainment of outputs

Number of projects attaining specific rating				
Highly satisfactory	Satisfactory	Moderately unsatisfactory	Unsatisfactory	Highly
2	7	3	0	0

86. For the discussion of achievement of results and outputs, the projects evaluated were grouped into six clusters.

1. Ecosystems and biodiversity conservation

87. Of the 13 projects evaluated, three addressed ecosystems and biodiversity conservation related issues but of differing scales and scope. The projects covered issues related to assessments of ecosystems, the use of biodiversity for traditional medicine in national health care systems, and conservation efforts in desert margins.

88. All three projects were evaluated as terminal evaluations. Two of the projects under this cluster were rated as “moderately satisfactory” in achieving their objectives and outputs while the third was rated “satisfactory”. The following reflect some of the key findings of the evaluation.

89. The “Millennium Ecosystem Assessment” project, which consisted of a global scientific assessment as well as a set of smaller, sub-global, assessments, had as its primary goal the improvement in the management of ecosystems and their contribution to human wellbeing by bringing the best available information and knowledge on ecosystem services to bear on policy and management decisions. The evaluation found that the Millennium Ecosystem Assessment was a highly challenging project to design and implement on a global scale. Project implementation was found to be generally very effective, while weaknesses were attributed either to the strategic choices made during project design or to time and resource constraints that emerged during project implementation.

Key achievements

90. The production of a series of credible, authoritative and high quality reports which linked ecosystem services and their significance to human wellbeing. This has been recognized as a major contribution to linking biodiversity conservation to poverty alleviation. The Millennium Ecosystem Assessment has been seen as an innovative conceptual framework that is likely to have a significant impact on the future direction of applied ecosystem research and management decision-making. The project has developed capacity in ecosystems research and promoted progress toward genuine global multi-scale ecosystem assessment.

91. The key weaknesses include the fact that while the potential exists, there is little evidence so far that the Millennium Ecosystem Assessment has had a significance direct impact on policy formulation and decision-making, especially in developing countries. Indeed, it seems more likely to influence research agendas than policy agendas. Further, the lack of specific policy guidance on the Millennium Ecosystem Assessment has contributed to uncertainty with regard to follow-up on the results of the assessment findings. The evaluation also found that the objectives, outcomes and initial expectations of the project were probably too ambitious for a four-year undertaking.

92. The terminal evaluation rated the project “Biodiversity conservation and integration of traditional knowledge on medicinal plants in national primary health care policy in Central America and Caribbean” (the medicinal plant project) as “satisfactory” in meeting its primary objective to support the conservation and sustainable use of forest ecosystems in the Central American and Caribbean region by identifying conservation and management needs of medicinal plants within key forest ecosystems and integrating these issues into the broader management of selected forest ecosystems.
93. The evaluation found that project management was excellent, the project was successful in meeting almost all its objectives and outcomes and there was optimal use of available resources. Among the key accomplishments are the building of technical capacity, awareness creation and information generation, the development of methodologies for the preparation of inventories, and identification of the conservation status of medicinal plants. The scientific validation of the uses of medicinal plants that local communities reported and the empowerment of counterpart organizations and national networks will foster the conservation and sustainable use of medicinal plants. Like the Millennium Ecosystem Assessment project, the design of the medicinal plant project was overly ambitious given the available time and budget.
94. Evaluation of Phase II of the Desert Margins programme concluded that the project was successful in putting together a coalition of partners, a portfolio of creative technology and approaches to tackle the problems of the desert margin, and an identity that cannot be currently matched in Africa. Among the more novel and imaginative initiatives are organic Rooibos tea production in South Africa, the pomme du sahel (grafted *Ziziphus* spp. in West Africa, microdosing in Niger and an evolving participatory range management strategy in Namibia. The Desert Margins programme was successful in creating a participatory approach to the management of desert margins through such initiatives as the forum for integrated resource management and local level planning. The programme noted that there exists human capacity within most of the project countries for such endeavours including a future phase of the programme.
95. The evaluation, however, revealed poor project design evidenced by inconsistent intervention logic and targets. The diverse portfolio of the Desert Margins programme makes it appear somewhat random and unconnected. This lack of cohesion implies that a campaign to arrest land degradation in Africa’s desert margins through demonstrations and capacity-building activities have not effectively been realized. The evaluation also noted, like the two projects before, that given the resources available, the project attempted a rather difficult and ambitious challenge. As a result of its ambitious nature, there is general feeling that the Desert Margins programme has failed to make adequate progress towards its targets.

2. International water resource management

96. Two of the 13 projects evaluated in 2006 addressed international water resource management issues. One of the evaluations was terminal while the other was a mid-term evaluation. Development and implementation of strategic plans, assessment and the development of methodologies, and change management of international water resource exploitation to reduce impact were the key issues in the projects evaluated.
97. For the most part, the evaluations rated the projects as “moderately satisfactory” to “satisfactory”. The “shrimp trawling” mid-term review was not rated. The following discusses the extent to which the projects achieved their objectives and outcomes and the problems encountered in project implementation.

98. The “Mediterranean Sea programme was designed to implement the strategic action programme for the protection of the marine environment and coastal region of the Mediterranean. The programme was adopted by the Contracting Parties to the Barcelona Convention in 1997 to address pollution of the Mediterranean Sea from land-based activities. The terminal evaluation of this project found that it was successful in assisting central and local authorities in increasing their capacity for sustainable management of natural resources and for environmental protection in the coastal zones. The project successfully demonstrated the usefulness of the integrated coastal zone management approach, brought to the attention at the highest levels of government the problem of marine pollution, and introduced a coastal zone management methodology to local experts in the region for solving marine pollution problems.
99. The evaluation found, however, that the design of the project was overly ambitious and contained too many activities for the planned timeframe which perhaps generated unrealistic expectations. The intervention logic of the project was unclear. The project did not clarify the extent to which non-eligible countries to the Barcelona Convention could participate in programme activities. While participating countries have high expectations of the project regarding implementation of the recommendations of national action plans and the strategic action programme, there has been minimal implementation to date. This suggests that urgent follow-up actions are required to mitigate the risk of another set of plans that are never implemented.
100. The Reduction of Environmental Impact from Tropical Shrimp Trawling through the Introduction of By-catch Reduction Technologies and Change of Management (“shrimp trawling”) project which was jointly implemented by UNEP and the Food and Agricultural Organization of the United Nations, was designed to better understand the impact of shrimp trawling on marine habitats and reduce discards (by-catch) in tropical shrimp trawling fisheries through the introduction of appropriate fishing technology. The mid-term evaluation concluded that overall, the project has made significant progress towards the objective of reducing discards and by-catch, although there were differences in progress among countries. While the project experienced some administrative problems at its inception, substantive results were produced with regards to awareness-raising, capacity-building, data collection, testing and demonstration of by-catch reduction devices and improved equipment. Although only few countries can show concrete results on the formal legalization of by-catch reduction devices and equipment, most are likely to have made further progress by the end of the project. The evaluation further showed that enforcement of new/revised regulations is likely to be difficult, especially in Southeast Asia and Africa, and voluntary cooperation of industry will be crucial to the attainment of the objectives of the project.

3. Energy and climate change

101. Three projects related to climate change, two of which address clean, efficient and renewable energy technologies and one related to the reduction of greenhouse gas emission from industry, were evaluated in 2006. Two of the projects were subjected to terminal evaluations. One project, the “African rural energy enterprise development” initiative, was subjected to a mid-term evaluation. All three projects received a satisfactory rating.
102. The evaluation of the “Greenhouse gas emission reduction from industry in Asia and the Pacific” (GERIAP) project concluded that the project objectives were largely achieved through the development of the “Energy efficiency guide for industry in Asia” and through capacity-building of the national focal points and industrial plants. Furthermore,

implementation of cleaner production energy efficiency options, dissemination of project results, and the sharing of knowledge beyond national boundaries contributed to the achievement of project results.

103. The evaluation found that although no direct involvement with the relevant government authorities took place, the project is likely to contribute to policy formulation in the region as a result of wide dissemination of the energy efficiency guide and project findings. It was estimated that a reduction of approximately 1,082,284 tonnes of carbon dioxide per year (measured directly from 37 plants) was achieved as a result of the project.
104. The mid-term evaluation of the “African rural energy enterprise development” (AREED) initiative concluded that, as a pilot project in sub-Saharan Africa, it was successful in providing enterprise development services with adequate amounts of start-up financing commensurate with the needs of local enterprises. This is the only such initiative on the continent designed to support new and high-risk businesses that increase the capacity of the private sector to offer energy services using clean, efficient and renewable energy technologies.
105. The evaluation found that the ability of project partners to intervene early in the development of business plans enhanced performance in participating countries. In some countries like Zambia and Tanzania, implementation of project activities was not altogether satisfactory. Expectations for co-financing from local financial institutions and government participation have largely been over-optimistic.
106. The terminal evaluation of the “Brazil rural energy enterprise development” (BREED) initiative, on the other hand, found that the project assisted, in a significant way, the start-up of companies that offer equipment or products related to renewable energy. The project was not sufficiently effective in moving the companies toward their own sustainability, however. Regarding energy services, the major barrier concerns the difficulty of the Brazilian power sector to understand the interest of aggregation of local companies in the delivery of electricity to dispersed consumers in rural areas. The project was more successful with the industrial sector than the underserved rural poor who were, indeed, the project’s primary target. The BREED initiative played an important role in demonstrating the feasibility of the concept, but policy-makers and financing agents were unaware of the project results. Related to the introduction of new technologies or procedure in Brazil, the project had few innovations. The technologies applied were mainly developed in Brazil. The evaluation did not find any Brazilian research and development institutions working as a partner in the project.

4. Chemicals

107. Two projects evaluated in 2006 dealt with chemicals, one relating to persistent toxic substances and food security among indigenous peoples in the Russian North and the other on the preparation of national inventories and plans for the management of polychlorinated biphenyls (PCB) and PCB-containing equipment in Central America.
108. The Persistent Toxic Substances project was designed with the primary objective of assisting indigenous peoples in the Russian North in developing appropriate remedial actions to reduce the health risks associated with contamination of their environment and traditional food sources. The overall rating of the project was “satisfactory”. The evaluation found that the project was successful in attaining its objectives and planned results. The level of achievement of outputs and activities, according to the evaluation, was excellent with the published outputs accepted by the international scientific community. Overall the project was rated as “satisfactory”.

109. The objective of the PCB project in Central America was to assist seven countries in the region to prepare national inventories and action plans for the sound management of PCB and PCB-containing equipment. The terminal evaluation of the project concluded that it was successful and assisted the seven countries in the region in preparing or updating their national inventories, in preparing national action plans and strategies, as well as in conducting assessments of national legislation pertinent to PCB management. A regional strategy was also elaborated based on the national strategies and action plans. The project was also successful in creating awareness of the need for national policies and capacity to deal with the problem of PCBs in the environment. The evaluation concluded, however, that there was limited commitment of policy-makers, lack of adequate monitoring and evaluation tools, lack of an appropriate regional implementation approach and inadequate financial planning. Overall the project was rated as “moderately satisfactory”.

5. Environment and youth (Tunza Youth programme)

110. The Tunza Youth programme is located in the Division of Communication and Public Information within UNEP. The programme, which was designed to promote involvement of youth and children in the work of UNEP, addressed four core areas, including awareness-building, youth in decision making, capacity-building, and information exchange.
111. The evaluation concluded that, overall, the Tunza programme has achieved exceptional results. In almost all cases the planned activities were undertaken on schedule. Awareness-building and information exchange were the two most successful programmes. The evaluation noted, however, that assessment of the participation of youth in decision-making was quite difficult because of the lack of monitoring of government response to the contributions of young people. All capacity-building activities in the programme involved partnerships which limited the extent to which the Tunza programme had control over the results. Attribution of outcomes was therefore problematic.
112. From the development of strong partnerships with private sector companies such as Bayer and Nikon, non-governmental organizations and governments such as Japan, to the popular annual international painting competitions and the establishment of a network of youth groups through collaboration with groups such as the scout movement and other United Nations organizations such as UNICEF, the Tunza programme has become a very effective means of encouraging youth and children to participate in designing, implementing and understanding sustainable development policies and strategies at the intergovernmental level. According to the evaluation, the programme has created synergy within its various components and with activities involving collaborating partners. Bureaucracy, communication breakdown and the limited involvement of key implementing partners in the design of the strategies initially hampered coordination of activities, however. The evaluation further noted that sustainability of the Tunza programme is at risk as a result of its very success in leveraging private sector funding, because the programme is grossly under-funded by the public sector, which resulted in the inability of the programme to fully exploit the programme’s potential.

B. Cost-effectiveness

113. Cost-effectiveness took into account efficiency and effectiveness of financial and human resource use in project development and implementation. In evaluating cost-effectiveness, emphasis was placed on timely execution and completion of project activities using available resources. Thirteen projects were evaluated for cost-effectiveness and the overall rating on this parameter was “satisfactory”. Six projects were rated as “highly satisfactory”, four “satisfactory”, two “moderately satisfactory” and two “unsatisfactory”.

114. As in 2005, three key factors contributed to cost-effectiveness of the projects evaluated:
- (a) Availability and judicious use of local experts and volunteers;
 - (b) Effective mobilization of counterpart contributions and co-financing;
 - (c) Efficient management of resources and effective financial controls.

1. Availability and judicious use of national experts and volunteers

115. The Millennium Ecosystem Assessment project, besides its \$16 million budget, depended substantially on the voluntary contributions of the authors of the assessment reports which were core contributions to the main project outputs. The evaluation noted that a global biodiversity assessment of this type could have been done less expensively. Smaller groups of experts, the evaluation noted, might have produced comparable outputs in less time at less expense reducing the need for expensive meetings and the size of the secretariat, and perhaps shortening the duration of the project. The resulting products would, however, have lacked legitimacy, credibility and the authority which the Millennium Ecosystem Assessment received from the combined voluntary contribution of 1,400 mainly independent scientists. The project process and its resulting output have gained a level of credibility which no previous comparable process in the area of biodiversity has gained.

2. Counterpart contributions and co-financing

116. The Millennium Ecosystem Assessment's \$22 million budget was funded through a \$7 million GEF grant with counterpart funds amounting to approximately \$8.3 million and in-kind contributions of about \$7.3 million. All this funding was leveraged using a \$0.8 million Environment Fund investment. Like the Millennium Ecosystem Assessment, the Desert Margins programme, besides the core GEF funding of \$5.6 million, depended substantially on co-funding both in cash and in kind from participating countries and funding in the amount of \$12.1 million. Besides in-kind contributions for the African Roundtable on Cleaner Production (ARSCP) project, 30 per cent of the project cost was leveraged as co-funding by partners.
117. Co-financing received from non-governmental organizations and other donor countries including the five host governments in the AREED project was quite substantial, in the order of €8.2 million. The level of co-financing received from local financial institutions, on the other hand, was low at approximately seven per cent of the total project investment. Evaluation of the AREED project found that the investment risk concept used in the project was far from being accepted by the local financial institutions and would require different approaches such as ceding to these institutions some responsibilities in managing the remaining AREED funds for micro and small size projects as a means of assuring that the risk to their resources is reduced.
118. In general, the bulk of the resources used for implementing activities in the projects evaluated in 2006 were leveraged using relatively small Environment Fund resources.

3. Efficient management of resources and effective financial controls

119. Overall, the Tunza programme spent less than nine per cent of its resources on coordination, i.e., communication and staff costs. This means that for every dollar spent, less than 10 cents were spent on administrative activities. The two key outcomes were a high value resource – the youth network and smaller children's network that has great potential – and second, high visibility of both the programme and UNEP in general. Priority in network development was

directed at developing countries where none existed previously. Low investment that results in high strategic output demonstrates extremely high efficiency and effectiveness.

120. Funds from the ARSCP project were determined to be well spent. There were no records of financial impropriety. According to the evaluation, frugality was observed and there was considerable generosity by the regional steering committee members who donated their allowances worth \$6,000 to the project secretariat. Conversely, the evaluation of the Desert Margins programme found that a relatively large amount (\$1 million of the \$5.6 million, representing 18 per cent) of the Phase II project grant was directed at the Global Coordinating Unit. This percentage is considered high and needed to be justified through much stronger performance.
121. Financial management of the Mediterranean Sea project was assessed to be very sound in spite of the low investment in financial management compared to the high volume of transactions involving a large and diverse number of partners and individuals. Project revisions were undertaken in a timely and efficient manner.
122. The evaluation of the GERIAP project found that the \$2 million project resulted in a reduction in greenhouse gas emissions of 1.1 million tonnes of carbon dioxide per year in 37 plants for which results could be measured in the Asia and Pacific region. For every \$6.6 of project funding, there was a one tonne carbon reduction per year. Considering that the project has resulted in other significant environmental benefits including capacity-building, environmental projections and the preparation of a guide, and the fact that the greenhouse gas emission reduction will take place over several years, emission reduction under the project has, indeed, occurred at a lower cost than the reported short-term threshold mitigation cost of \$10/tonne. To that extent, the project could be regarded as highly cost-effective.

C. Stakeholder involvement

123. The findings related to stakeholder participation in the evaluation of the Desert Margins programme, Millennium Ecosystem Assessment and PCB projects are indicative of all evaluations conducted in 2006. For the most part, key stakeholders in UNEP projects have included: government and non-governmental agencies, bilateral and multilateral agencies, universities and research institutions, other civil society organizations, and the private sector.
124. The overall rating on the stakeholder involvement parameter for the 13 projects evaluated was “satisfactory”. Of these 13 projects, five were rated as “highly satisfactory”, two “satisfactory”, five as “moderately satisfactory” and one as “moderately unsatisfactory.”

1. Multi-stakeholder processes

125. The design of the Millennium Ecosystem Assessment project involved extensive consultations with government delegations, scientific organizations, development agencies and other organizations through more than 20 workshops, meetings and other events. This appears to have been an exemplary preparation process from a stakeholder participation perspective. It was instrumental in promoting broad institutional endorsement and ‘buy-in’ to the project, as reflected in the support statements attached to the project document
126. The Millennium Ecosystem Assessment project has engaged multi-stakeholder processes with conviction and enthusiasm under the leadership of a multi-stakeholder board. The project successfully recruited impressive individuals from key organizations to serve on its

board. These included high-level representatives of three major multilateral environmental treaties (the Convention on Biological Diversity, the United Nations Convention to Combat Desertification and the Convention on Wetlands of International Importance especially as Waterfowl Habitat (Ramsar Convention)), United Nations agencies, donors, research organizations, civil society (through representatives of non-governmental organizations and indigenous groups) and the private sector. Local and national stakeholders were significantly involved in the design and implementation of the sub-global assessments. According to the sub-global working group, the Millennium Ecosystem Assessment “has been an important and highly motivating process that has brought together many people and institutions from around the world”.

127. Recognizing the need to engage a broader range of stakeholders in developing countries, the Millennium Ecosystem Assessment began to engage with government officials, civil society and indigenous organizations, universities, business associations and others in 25 countries in Latin America, Africa and Asia.
128. Identification of stakeholders in the PCB project was well addressed in all six countries that participated in the project. For instance, national coordinators and focal points reached most of the stakeholders, composed of institutions dealing with Basel, Rotterdam and Stockholm conventions, namely ministries of health, environment and agriculture as well as customs, at the governmental level; national and private utilities including generation, transmission and distribution companies; as well as large users in both the public (schools, other ministries, hospitals) and private sectors (industry and commerce). The project was less effective with respect to interactions and feedback among various partners and creating public awareness. Partnerships established with the private sector and governments were fragile and coordinators were not able to overcome the feelings of mistrust and fear of sanctions in the private companies.
129. Evaluation of the Tunza programme concluded that there is effective collaboration with other United Nations agencies, non-governmental organizations, civil society organizations, and educational institutions. The programme was proactive and demonstrated interest in working with and through organizations with already established programmes that were similar to its own. The programme currently collaborates with the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Children’s Fund (UNICEF), and the World Health Organization (WHO). UNESCO and UNICEF who offer access to their networks to reach children and youth in over 160 countries. UNESCO supports Tunza’s information dissemination activities. Representatives of UNICEF and WHO have facilitated workshop sessions at Tunza events on the environmental issues they deal with. Tunza in turn provides technical expertise to these partners’ environment and health programmes, and has also facilitated environmental workshops organized by these partners.
130. In general, the key stakeholders of the ARSCP project had ample opportunities for participation. They were able to participate in regional, subregional and national round tables. The private sector represented about 16 per cent of the international participants at the fourth round table meeting. Participation in the project took various forms, ranging from attendance at round tables and meetings to the effective engagement of stakeholders at all levels. The secretariat of the African ministerial conference on the environment has worked very closely with the project management in promoting the institutionalization of ARSCP through the development and approval of the African 10-year framework programme on sustainable consumption and production. As a collaborating institution, the United Nations Industrial Development Organization (UNIDO) provided support during the organization of the two

regional round tables and supported the various national cleaner production centres, which were seen as the implementing institutions at the national level.

2. National Governments

131. Although there were encouraging signs of interest in the Millennium Ecosystem Assessment among OECD governments, with the exception of the United States of America and Japan, the Millennium Ecosystem Assessment is not well known among developing country governments. This is partly attributable to the decision to adopt a multi-stakeholder rather than an intergovernmental approach to the Millennium Ecosystem Assessment.
132. The PCB project in Central America reinforced national committees in two countries and created new committees in the other four, namely Guatemala, El Salvador, Honduras and Panama. In Nicaragua, there has been inter-institutional coordination since the 1990s on the subject of dangerous substances. Most countries initiated or reinforced partnerships with universities, where the technical capacity, infrastructure, equipment and human resources to support a technical project like this one exist in the region. Four countries (Guatemala, Honduras, El Salvador and Panama) worked closely with researchers and students to prepare inventories. In Costa Rica and Nicaragua, two universities were involved in implementing training courses and analyzing samples.

3. Private sector

133. The Tunza programme collaborates with private sector organizations that have youth and children's environmental projects. These partners include Bayer, Volvo, Nikon, Canon, Total Kenya, and Unilever Kenya. Bayer and Volvo each have made substantial contributions to the programme, and partnered with Tunza because they were running similar projects. They redesigned their independent projects into joint activities. For example, Bayer's environment programme for youth in South East Asia was expanded to cover all countries of the world through partnership with Tunza.
134. The attempted inclusion of representatives from the business community differentiated the Millennium Ecosystem Assessment from most other scientific assessments. The board made a deliberate and successful effort to encourage representatives of some very large corporations to participate, on the basis that increased knowledge about ecosystem services was a key ingredient in corporate strategies for sustainability. The World business council on sustainable development was also an active participant. This relative success at a board level was not matched at an individual participant level, however. Millennium Ecosystem Assessment participants have highlighted the decision by Goldman Sachs to incorporate the concept of ecosystem services in its corporate environmental policy. Other concrete signs of change in the corporate world have remained elusive.

4. Civil society

135. Millennium Ecosystem Assessment engagement with civil society took place at the board level (i.e., World Conservation Union, World Resource Institute, indigenous people) and extensively within the individual sub-global assessments. With the exception of the World Conservation Union, neither the large international conservation non-governmental organizations nor national non-governmental organizations were heavily involved in the global assessment which seems unfortunate, given the combination of their relevant knowledge and implementation experience.

136. The Tunza programme also collaborates with civil society organizations, primarily through the UNEP major groups and stakeholder's branch, but also through its own regional networks. In this way the programme disseminates information about its conferences, and receives sponsorship for some of its participants to the global youth retreats and Governing Council meetings.

5. Contributors as stakeholders

137. Many key Millennium Ecosystem Assessment authors and reviewers dedicated very substantial time and energy to the Millennium Ecosystem Assessment, often to an extent far in excess of anything they could have imagined when they first agreed to participate. In selecting these experts the board and secretariat were constantly challenged to achieve appropriate balance in gender, natural versus social scientists, and developed versus developing country participants. A relatively good balance was ultimately achieved, although the overall results are considered by many respondents to be skewed towards a Northern-oriented, Anglophone perspective.
138. There were several allusions to stakeholder participation in the evaluation of the Desert Margins programme. Stakeholder participation was evident in the community rangeland management meeting in Namibia. The "Forum for integrated resource management" project in Namibia, for example, is a participatory planning tool. Throughout West Africa, land-users are deeply involved in the Desert Margins programme. There is abundant demand for expansion of the zai/microdosing/warrantage system in Niger and the Desert Margins programme is responding to these. That is not to say, however, that the project is a programme that is completely participatory. Some parts such as the rangeland monitoring process in South Africa remain relatively traditional and research-driven.

D. Country ownership

139. The assessment of country ownership evaluates the relevance of the project to national development and environmental agendas. It also assesses the extent to which a project has succeeded in becoming part of national development plans, programmes and environmental agendas and how the country has committed to ensuring that the results of the project are sustained, for example, by setting aside resources in the national budget to undertake relevant activities.
140. This section of the report summarizes evidence for the level of country ownership in the 2006 project evaluations, and describes whether each project was effective in providing and communicating information and tools that assisted governments and other national stakeholders to support the development of the project's objectives. The overall rating for country ownership for the projects evaluated in 2006 was "moderately satisfactory".
141. ARSCP was very effective in engaging national, subregional and regional institutions in an effort to promote and institutionalize the framework for sustainable consumption and production. ARSCP had strong support from the African ministerial conference on the environment and the African Union. The institutionalization of ARSCP working closely with the national cleaner production centres means that a framework exists for mainstreaming the sustainable consumption and production concept into subregional, national and local development plans.
142. The Persistent Toxic Substances project galvanized national, regional and local authorities to develop legislative frameworks and define priorities connected with the problems of

Northern Russia. The project initiated many activities in the State Duma, national, regional and local authorities and institutions, and non-governmental organizations, which will be reflected in the national implementation plan.

143. While private sector ownership for the AREED project was excellent, there was also strong participation by ministries and local non-governmental organizations from project design through to implementation. There was strong support through assistance provided by national partner organizations to facilitate the preparation of policy and develop legal frameworks within the context of poverty reduction strategies. In Senegal, the Government has used the AREED approach to develop its national energy delivery programme in rural areas. The seed financing provided to liquefied petroleum gas companies is contributing to the development of the national action-plan for environmental protection.
144. Through participation in the medicinal plants project, local counterparts and national networks have broadened their working horizons, established new inter-institutional relationships, gained access to involved local communities, acquired thematic positioning at the national and local level, and enhanced their project management capacity. Participating national and local institutions have now trained personnel for undertaking botanic inventories, and are implementing and interpreting botanic and ethno-botanic surveys, identifying plant conservation status, and developing conservation assessment and management plan workshops. The message that medicinal plants are a valuable resource to be conserved penetrated deep into the communities, and in the case of Guajiquiro in Honduras, has become a focus for municipal cooperation in its local government plan.
145. All indications are that in most of the participating countries, the Mediterranean Sea project managed to develop a sense of ownership among those directly involved in project implementation. There is no evidence, however, that this sense of ownership was transmitted to a wider circle of government agencies and stakeholders. At the national level, the project was effective in catalyzing action. The sense of a 'shared sea' that the Mediterranean Action Plan process has been building for 30 years has been reinforced by the opportunity afforded by the project to the 12 eligible countries in particular and to the parties to the Barcelona Convention in general, to advance together in the common endeavour of protecting the Mediterranean.
146. One of the contributing factors for the lack of widespread interest in the Millennium Ecosystem Assessment is the decision to adopt a multi-stakeholder rather than an intergovernmental approach. Another contributing factor is that the environment ministries which usually interact with UNEP as well as the international environmental conventions tend to be responsible for governmental participation in or responses to the Millennium Ecosystem Assessment. In developing countries these ministries tend to have modest capacities and limited influence. The former limited their ability to engage with the Millennium Ecosystem Assessment, while the latter makes it difficult for the assessment to have a significant influence on local and national decisions affecting ecosystems and biodiversity, which tend to be made by the ministries responsible for planning, finance, agriculture, forestry, mining, etc., as well as by local governments. Many developing country government officials reached through surveys were either unaware of the Millennium Ecosystem Assessment, regarded it to be of little relevance to their immediate needs, or were unable to access it.
147. Evaluation of the United Nations Guidelines on Consumer Protection in Asia project observed that while the Asian regional review was very extensive, it did not necessarily engage

with the government offices and sectors in each country. This meant that many participants did not effectively join the project until it was 12 months old. Although this did not provide for full ownership by countries, they entered into the project with enthusiasm and, having gained much from the project, have requested more collaborative activities in the same area.

E. Implementation Approach

148. The capacity of project management to adjust and adapt to changing conditions, incorporate lessons learned during implementation of the project, and manage and maintain partnerships with relevant institutions and stakeholders effectively, among other things, reflect a good implementation approach.
149. The overall rating for the implementation approach parameter based on the available data for the 13 projects evaluated in 2006, was “satisfactory”. Three projects rated “highly satisfactory”, two “satisfactory”, three “moderately satisfactory” and one was “unsatisfactory”.
150. Clarity, practicality and feasibility of project objectives were analyzed. The evaluations also reviewed the extent to which the capacities of the executing institutions and counterparts were taken into consideration during project design. Whether adequate institutional arrangements were in place at project entry and the extent to which the projects adapted to changing circumstances were also assessed.
151. In summarizing the analysis of the *implementation approach* for the 2006 project evaluations, three aspects of project implementation, including project design and preparation, project execution and management, and coordination and partnership arrangements were considered.

1. Project design and preparation

152. Implementation of half of the projects evaluated was facilitated by clearly thought-out implementation mechanisms during project design.
153. Implementation mechanisms for the United Nations guidelines on Consumer Protection in Asia project were clearly outlined in the project document. Adequate planning for staff and financial resources were instrumental for the implementation of the core activities and outputs of the project.
154. The design of the institutional arrangements for the Millennium Ecosystem Assessment project benefited substantially from the experiences of the Intergovernmental Panel on Climate Change. This created a governance structure that was innovative and representative, facilitated coordination and devolution and generated a unique experience of cooperation between participants around the world. The political consultations held in advance of the decision to proceed with the Millennium Ecosystem Assessment proved to be extremely important in gaining support for the project. A design which gave the ability to project management to carry out the Millennium Ecosystem Assessment outside official intergovernmental processes provided the opportunity to engage the private sector and civil society from both developed and developing countries in key decision-making roles in the Millennium Ecosystem Assessment board as well as assuring greater autonomy and flexibility for the project. This, however, may have resulted in the limited awareness or engagement of political actors in both developed and developing countries which may have been responsible for the lack of a clear follow-up plan for the project’s outcomes. In hindsight though, it was

noted that some of the objectives described in the project proposal now appear overambitious and inconsistent with the time and resources available.

155. The evaluation of the Persistent Toxic Substances project suggested that the internal logic of the project was consistent, was closely followed in the implementation of project activities and because of the robust nature of the implementation arrangements the projects survived the death of the project manager and still delivered results as scheduled.
156. The mid-term evaluation of the AREED project notes that a clear and well thought-out project document formed the basis for project implementation. The implementation mechanism was clearly defined and each participating organization was made well aware of its responsibilities, although misunderstanding at the local level between the executing partner Energy Through Enterprise and some national partners (the enterprise development services providers) who wanted to be more involved in the decision making process for approved investments, became evident.
157. Other projects such as the medicinal plants had a reasonably clear and informative project document, although limitations were identified in the formulation of adequate quantitative impact and outcome indicators. The implementation of the project activities had an initial delay of three to six months in the participating countries due to the period required to formalize agreements with the national counterparts and the set-up of financial and administrative processes to work in a decentralized mode. Formulation and approval of the project proposal by UNDP and GEF was complex and lasted a little over a year generating high cost in time and dedication from the executing agency and other counterparts involved in project formulation. The delay in the acceptance of the proposal resulted in the execution of International Development Research Centre programmed co-financed activities before project inception. The project also seemed to have faced difficulties in establishing collaboration agreements with the indigenous communities of some selected eco-regions.
158. Major limitations were found in the intervention logic of some of the projects. For example, while a coordinated network of national focal points allowed for the use of common training materials, consultants and methodology, the GERIAP project faced some problems during execution due to numerous, albeit unavoidable adjustments and revisions resulting from a brief and unclear project document and the changing conditions inside and outside UNEP. The Mediterranean Sea and PCB projects both shared some difficulty due to the fact that the project design did not seem to have contemplated a more country-tailored approach. The projects erroneously assumed that all participating countries had the same capacity to participate in implementing the activities of the project. The PCB project document did not have a project logical framework matrix to clearly define the relationship between specific objectives, results, outputs and activities. There were no indicators which defined the parameters for execution of activities towards accomplishment of results and achievement of outputs. Some of the objectives, results, and outputs did not consider the policy situation at national and regional level and the project document did not provide for clear mechanisms to enable effective project implementation. The Mediterranean Sea project evaluation pointed out that ways and means should be found to establish more effective in-country mechanisms, which should be established as part of the project design so that the participating countries can be usefully involved in the preparation of the project as well as in pre-project activities.
159. The mid-term evaluation of the shrimp trawling project did not have clear and concise information particularly in respect to the log-frame. This made project review and evaluation of progress difficult. Another aspect noted during this mid-term evaluation is that the

design of this project was conceived seven to eight years prior to the evaluation. This meant that the accumulated knowledge on the subject matter dealt with has increased, requiring substantial adaptation and modification of implementation modalities which has yet to be implemented.

2. Project execution and management

160. The adequacy of project management and administration was assessed by determining whether the project was executed according to the proposed plans, and if management was able to adapt to possible unforeseen changes. This approach tries to determine the efficacy and efficiency of management and project supervision and its ability to deliver outputs on time, and also seeks to understand reasons and consequences of possible project delays.

161. Three projects were assessed as having high standards in project execution and management: the PTS project in Russia, the ARSCP project, and the Consumer Protection project in Asia. These all showed that management was able to execute the project as per the plans showing no problems in the administration and supervision of the project.

(a) Adaptive management

162. The three projects used very effective adaptive management techniques, which allowed them to promptly and effectively modify project implementation when unforeseen events arose. For example, the ARSCP project was able to adapt to the change in budget and was still able to achieve the same key outputs with less resources than initially planned. Furthermore, during the fourth round table of the project, it was noted that the Executive Board members were not sufficient to represent all stakeholder interests; and gender and regional differences were recognized as constituting important areas which called for an expanded Executive Board.

163. The GERIAP secretariat was effective in facilitating and coordinating project activities and the effectiveness of overall coordination of the project which was highly complex, was commendable by any standards. Partnerships between the different national focal points were very good although some changes were made for three countries' focal points which did create some complication. GERIAP was an on-the-ground project, and its primary focus was not policy analysis or development, so the lack of visible impact at the policy level is also partly attributable to the nature of the project. As indicated earlier in this section, development of policy guidelines through discussions involving participation of concerned government authorities did not occur as envisaged in the project document, so the lack of a visible impact of the GERIAP project at policy level is also partly attributable to the lack of direct involvement of or discussions with concerned government authorities.

164. The Mediterranean Sea project involved six executing agencies which in turn contracted a large number of other agencies and individual consultants. Despite the number of executing offices, no complications and serious conflict arose. The project manager was able to secure the smooth running of the project; project management was able to adapt to the circumstances, and maintained positive working relations with the participating countries. However, the evaluation noted that a higher level of autonomy to take decisions and to supervise activities was needed in order to facilitate project execution. Project countries differed in their ability to deliver project outcomes which represented a serious problem for which the project needed to be revised three times. This delayed project finalization by two years.

(b) Project delays

165. One aspect which often recurred in the projects evaluated in 2006 was delays in project execution which often meant numerous and prolonged extensions to the projects' termination. This was the case with the PCB and medicinal plants projects. A number of factors negatively affected the implementation of the PCB project. They include limited leadership, adaptive management and effective work towards outputs and results at regional level, lack of government commitment to appoint full-time national coordinators, and lack of adequate technical advice. These reasons, together with the complexity of the project due to the number of countries involved, caused serious delays in the execution of several activities including training, which in one instance was delivered almost a year late. Stakeholders criticized the Basel secretariat model and guidelines for being too inflexible and not allowing for adaptation and modification.
166. The medicinal plants project was delayed in its implementation due to the period required for the formalization of agreements with the national counterparts. The set-up of financial and administrative processes to work in a decentralized fashion and fund transfers to project countries took longer than anticipated. A 15-month extension was required in order to enable the completion of the planned project. The terminal evaluation of this project pointed out the underestimation of the time and resources needed to guarantee the attainment of some of the planned objectives and outcomes.
167. The mid-term evaluations have also identified substantial delays in the case of the shrimp trawling project. Its planned completion date was May 2006, but it has been extended to June 2008. This was due to policies and regulations in some participating countries which made it extremely difficult to establish letters of agreements with local counterparts.
168. In the AREED project, delays were observed in the project investment approval process in general. Difficulties in communication were also noted among project partners during the first phase of the project and changes in project personnel also caused difficulties and delays in project implementation. On the whole, the project provided less than adequate execution period and limited resources with respect to the large number of diverse activities. This resulted in a poor level of achievement in terms of policy support and co-financing.

3. Coordination and partnership arrangements

169. Relationships between project stakeholders and management are analyzed to assess the existence of an enabling environment for project execution. Existing steering committees are looked at, as well as host institutions, and other host countries' in-kind contributions are assessed in order to determine if agreements for project implementation were fulfilled.
170. The Millennium Ecosystem Assessment project's organizational and institutional arrangements were very effective in generating momentum and commitment, building consensus and validating outputs. The interactive organizational structure linking the Millennium Ecosystem Assessment board, assessment panel, thematic working groups, committees and members-at-large was led by a very competent and hard-working core team that devoted considerable effort to the project's success. Political consultations held in advance for the decision to proceed with the Millennium Ecosystem Assessment proved to be extremely important in obtaining support for the project. The decision to proceeding without an intergovernmental system, however, led to the fact that many governments and regional intergovernmental structures failed to maintain contact with the process. This lack of national government

engagement with the Millennium Ecosystem Assessment represented a significant weakness of the process.

171. Implementation of United Nations guidelines on Consumer Protection in Asia was successful, thanks to the very high level of goodwill that underpinned collaboration and coordination between the various project partners and institutions during the course of implementation of the project.
172. The medicinal plants project's partnership arrangements were also implemented as per the project document. Office space and secretarial support was supplied by the National Botanical Garden of the Dominican Republic. The steering committee assumed responsibility for the project's strategic decisions related to technical issues, budget management and project planning. National counterparts complied with their agreements with ENDA-Caribe, the Caribbean arm of Environment and Development Action in the Third World (ENDA-TM), as did the non-governmental organizations and local communities with the agreements with the national counterparts.
173. The regional coordination arrangements for the PCB project were modified slightly through delegation of the role of regional execution unit from the regional Basel training centre, based in the ministry of environment and natural resources of El Salvador, to the Central American University Simeon Canas via a signed memorandum of understanding prior to the start-up of the project. This change was made in order to facilitate project implementation.
174. The coordinating committee of the Mediterranean Sea project did not play a significant role in the project. Planned meetings of the coordinating committee were poorly attended. The evaluation noted that substantive discussions on project implementation issues, especially those related to transboundary dimensions, did not take place in the coordinating committee. By contrast, the technical committee served a more useful purpose. The establishment of the inter-ministerial committee did not prove to be an easy task; memorandums of understanding were ready for signatures 14 months after the commencement of the project and five countries had not set up their inter-ministerial committee until three years later. Inter-ministerial committees were established in 10 countries out of the 12 originally planned and are operating relatively well in only seven.
175. The GERIAP project had mixed experiences regarding performance of the national focal points. The selection of national focal points in four countries was not satisfactory and the project had to put in extra effort and resources to complete the activities in those countries. Some other national focal points, however, proved to be very productive. The coordination of country-level project activities by the national focal points was effective in the case of most small and medium scale enterprises, whilst collaboration with the bigger enterprises only sometimes proved to be successful.
176. The commitment of national partner organizations to support the enterprise development services in three countries in the AREED project was not satisfactory, as the country partners did not dedicate adequate resources and experts to undertake their mandate. Non-governmental partner organizations are dedicating more time to other work, which offers higher levels of remuneration than those available from the AREED project.
177. The role of the global coordination unit for Phase II of the Desert Margins programme is clear, though there is some dissatisfaction about the poor standard of reporting of the unit and the relative isolation of the global coordinator. While UNDP, in principle, was meant to

be a full-time partner in the implementation of the project, there seemed to be some concern that it was not adequately engaged.

F. Financial planning and management

178. Financial planning and management in the projects evaluated covered internal and external resource mobilization and co-financing, budgeting, disbursement issues, financial control and financial transparency. Thirteen of the evaluated projects were rated against this parameter and the overall rating was “satisfactory”. Three projects attained ratings of “highly satisfactory”, nine “satisfactory”, and one “moderately unsatisfactory”.

1. Project financial controls

179. Like the Millennium Ecosystem Assessment, medicinal plants, and United Nations Guideline for Consumer Protection projects, financial controls in the Mediterranean Sea project, including reporting, and planning and management, were effective. They enabled project management to make informed decisions regarding the budget, and ensured proper and timely flow of funds for satisfactory project delivery. The Mediterranean Sea project evaluation observed that the location of project administration in a United Nations office facilitated the use of United Nations rules and regulations. On the other hand, the different system of accounting in use at that time in the two United Nations offices involved with the financial administration of the project (Athens and Nairobi) required considerable effort to ensure that the figures matched in both locations. The medicinal plant project manager ensured that resources were sent to each country in advance for the implementation of activities agreed and budgeted on a quarterly basis. Budget execution reports were also conducted on a quarterly basis. Financial management criteria, formats and procedures were harmonized for the four countries and the Regional Coordination Unit.

2. Counterpart contribution and resource mobilization

180. The Millennium Ecosystem Assessment project evaluation noted however that allocation of resources and fundraising were suboptimal. The evaluation of the United Nations Guidelines on Consumer Protection project noted that while all budgeting matters were handled transparently and efficiently, there was a major underestimation of the in-kind staff time needed by UNEP in responding to the double reporting and accounting requirements imposed by the lack of uniformity in UNEP and European Union project management processes and the failure to negotiate that one set of procedures were to be followed at the start of the project. The Shrimp Trawling project experienced higher than expected donations by all partners in in-kind/staff contributions. It is noteworthy that the total actual level of co-financing by governments has exceeded that planned. In addition to in-kind contributions foreseen in the project document, some countries have also contributed in cash (e.g., Mexico and Colombia). Contributions by the private sector have also been substantial although the reporting thereof has been deficient and the sums included in the table are likely to be significantly underestimated.

3. Delays

181. In the Mediterranean Sea project, delays in the disbursement of pledged funds by the Fond Français pour l'Environnement Mondial for project activities in four French-speaking countries created delays in the implementation of these activities, some of which were still being carried out at the time of evaluation. In the GERIAP project the official budget was kept in Nairobi, and expenses incurred by UNEP division of technology, industry and

economics in Paris went directly to Nairobi. As a result, the exact fund balance at any time was difficult to ascertain. This constrained the GERIAP coordinator's ability to manage the budget effectively. Revisions to the sub-allotment had to be requested several times during the project due to changing project needs and timeframes; often allocation of money had to wait until revised sub-allotments were approved by UNON.

182. Evaluation of the PCB project pointed out serious execution problems because of delays in resource disbursement, which, in the perception of stakeholders, resulted from the guidelines set by UNEP and the secretariat of the Basel Convention, as well as the administrative procedures of each country. For instance, in some countries, it took a year to overcome internal administration difficulties and it was finally pointed out that delay in complying with reporting or execution of activities in some countries slowed down the disbursement to all countries, when funds should have been disbursed according to country progress. Some of the delays were due to the fact that the secretariat of the Basel convention was not receiving cash advance requests and financial reports on a quarterly basis.

G. Replicability

183. The notion of “replicability” refers to the extent to which experiences, methods and lessons could be applied and scaled up in the design and implementation of other similar projects, both within and outside the project areas or countries. Eleven projects were evaluated against this criterion and the overall rating was “satisfactory”.
184. Expansion of the Desert Margin Programme into other countries is a real possibility and the need for and desirability of this was expressed during the evaluation. Increasing the number of countries involved in the Desert Margin Programme offers potential economies of scale. However, it is important to keep in mind that Africa's desert margins are in fact quite diverse, for biophysical, demographical and political reasons. Whether the model could be easily replicated randomly to all other areas with desert margins is not certain. The strong impression from the Desert Margins Programme is that it would be easiest, initially at least, to connect a cluster of countries, such as those in one of the Desert Margins programme's subregions, than to set up a broader continent-wide programme.
185. ARSCP is the first permanent institution for sustainable consumption and production established in any region of the world. It is a suitable model for developing countries and can be replicated to other regions. The ARSCP model can also be adapted to deal with other environmental problems of a transboundary nature (desertification, migratory species, biodiversity, climate change, etc.) the framework of ARSCP means that replication at the subregional level would also be easy. Subregional and regional collaboration for political and economic development is already in place. The ARSCP structure can thus be adapted to tackle issues of implementation of multilateral environmental agreements at national and regional level with particular reference to those related to chemicals management.
186. AREED is an innovative programme within the context of Africa. The AREED portfolio of companies is diversified and covers a large field of energy services activities (energy efficiency, liquid petroleum gas distribution, wind pumping; efficient cook-stoves, etc.) that are leading the development of the clean energy technologies in Sub-Saharan Africa. The replication potential of the AREED approach is very good. This can be seen through the growing number of projects under development. The combination of technical assistance and seed finance has a better chance to be replicated in capital cities as well as at regional level

rather than in rural areas. The AREED model can surely be considered for the replication in other countries.

187. There are few signs that a full-scale repeat of the Millennium Ecosystem Assessment is likely. Two key constraints, i.e., financial resources and the exhaustion of many of the voluntary participants could conceivably be overcome by the passage of time, however. Whether the Millennium Ecosystem Assessment will be repeated at some interval in order to track changes in the scientific understanding of ecosystem services is undecided at this point (various time periods of five to fifteen years for a second version have been discussed).
188. The specific nature of the arctic environment, in combination with cultural traditions of indigenous populations that form the focus of the problem addressed by the project, impose some practical limits on the potential for the replication of the PTS project in Russia. It is not clear whether the project approach is applicable outside the arctic regions.
189. The potential for extension within the participating countries, to other countries in the region, and to other parts of the world of the capacity-building project for the implementation of United Nations guidelines on consumer protection in Asia, is enormous. The four-step project methodology of regional review, cross-learning seminar, regionalized guidance manual and national action planning has now been proven and represents significant intellectual property for the partners and donor. While there is no evidence that the project has led to spill-over effects outside those involved, it is the lack of staff resources and funding that has prevented the project partners from capitalizing on the replication potential of the project.
190. The medicinal plant project, which tested generic methodologies adaptable to diverse contexts where medicinal plants are used by local communities, is well suited for replication. However, in several cases it remains to be seen whether replication will actually take place. The following aspects of the project are very likely to be used in other initiatives in the Caribbean Basin, or in other parts of the world:
 - (a) The project's regional approach, management and implementation model through consolidated national networks and institutions;
 - (b) The methodologies used to carry out inventories, identify the conservation status of medicinal plants (e.g. conservation assessment and management plan workshops), and design medicinal plant management models, which proved to be useful, effective, relatively rapid to apply and easy to adapt to local and national contexts;
 - (c) The designed medical phytotherapy programme.

H. Monitoring and evaluation

191. Monitoring seeks to establish the extent to which inputs, work schedules, other required actions and outputs are proceeding according to the work plan and budget, so that timely corrective actions can be taken if required. Evaluation is a time-bounded exercise that aims to assess systematically and objectively the relevance, performance and success of project both underway and already completed. The identification of key qualitative and quantitative performance indicators and the collection of relevant baseline data and information is an integral part of monitoring and evaluation.
192. The overall rating for the projects evaluated in 2006 was only "moderately satisfactory". Of these, one was rated "highly satisfactory", six were rated "satisfactory", one "moderately satisfactory" and two "unsatisfactory".

193. All the projects evaluated in 2006 seemed to have responded to the quarterly or semester requests for progress reports. The Mediterranean Sea, PTS and GERIAP projects also benefited from having active and participatory steering committees which closely followed the progress of the respective projects and were able to orient the projects as problems became evident.
194. One project which excelled in monitoring and evaluation practice was the project related to the implementation of United Nations guidelines on Consumer Protection in Asia, in which both the processes for and outcomes of ongoing project reporting, monitoring and evaluation used throughout the project's lifetime were highly effective and led to a very high level of responsiveness to emerging issues. The diligence of UNEP project staff in the area of reporting, monitoring and evaluating was also noted as being a major factor in the project's success.
195. The Millennium Ecosystem Assessment found monitoring and evaluation a challenging task given the scale and complexity of the project, yet it was adequately addressed, contributing to effective implementation of the project. Attention was paid to monitoring and evaluation through exhaustive reviews of assessment findings and draft reports; periodic meetings of the executive board, and budget and oversight committees to discuss progress and adjust work plans. The core team was also focused on achieving quality outcomes.
196. As stated in the implementation approach chapter of this annual report, however, several projects lacked well designed and presented project documents. In some cases, no structured logical framework matrices were presented. The absence of well defined project expected outcomes and indicators created difficulties during project monitoring and evaluation. This was the case for the conservation of medical plants in Latin America, the PCB and shrimp trawling projects.
197. In some cases mid-term and external field visits were not undertaken throughout the implementation of the entire projects. For example, during the implementation of the medicinal plant project, not a single external evaluation or review was carried out, though the task manager visited the project once during its implementation. His visit was greatly appreciated and of great value for directing project decisions in the last year of the project.
198. In general, monitoring of the cleaner production and energy efficiency options implemented at the industrial plants was limited by the shortage of time for national focal points to monitor the plants after implementation and the absence of data or information systems at many of the plants. Much monitoring was carried out by the plant teams and the data were analysed by the national focal points for evaluation and reporting.
199. During the implementation of the ARSCP project, the results from the monitoring exercise were used for better management of the project. From the half-yearly reports it was clear that the project was on track. The reports also identified the need to address some specific subregional challenges that emerged. As mentioned in the implementation approach section, these were the tools that the project management used to adapt project implementation to the changing needs emerging from the reports. This management flexibility resulted in the refocusing of one subregional round tables to address sustainable consumption and production issues in the Lake Victoria Basin, a transboundary resource. The second subregional round table was organized to better focus on the requirements of Francophone countries of Central and West Africa. Hence some resources initially meant for national round tables were later used to cover a larger area in a subregional setting.

200. The Desert Margins programme currently appears to have a general weakness in monitoring activities and achievements with respect to data collection and quantification of achievements in reports. There is a lack of consistency in reporting: taking for example the compiled reports of the international agricultural research centres and the advanced research institutes; their dissimilarity is striking (not simply in presentation, but in content and lack of cross-referencing) and it is tempting to view this as an indication of an uncoordinated approach to their input.

I. Impact

201. Project impacts were assessed in terms of their influence on government policies and strategies, and on project stakeholders such as the scientific community, multilateral and bilateral organizations, non-governmental organizations, and the private sector. As noted in the 2005 annual evaluation report, lack of baseline data has continued to be a problem for most of the projects.
202. All 13 projects evaluated in 2006, indicated some form of impact and the overall rating was “moderately satisfactory”. Three projects attained a rating of “highly satisfactory”, three rated “satisfactory”, four rated “moderately satisfactory” and three “moderately unsatisfactory”.

1. Influence on policies, strategies and decision making

203. Although it is too early to fully assess the impacts of the Millennium Ecosystem Assessment project, preliminary impacts were identified by the terminal evaluation. A survey of key Millennium Ecosystem Assessment stakeholders, i.e. authors, review editors, board and panel members, and convention national focal points, on impacts of the Millennium Ecosystem Assessment project revealed that the assessment is having an impact on the intended audiences but the extent of that impact is very mixed, with some institutions, regions, countries and sectors significantly influenced by the Millennium Ecosystem Assessment while others have not been influenced at all.
204. Among Governments, influence of the Millennium Ecosystem Assessment appears to be greatest in regions and countries where Millennium Ecosystem Assessment sub-global assessments were conducted, including the Caribbean, South Africa, China, Sweden and Norway. Significant impacts are also noted, however, in regions and countries that did not undertake sub-global assessments such as the European Union, the United Kingdom and France. At the national level, there is little evidence of impact among several other economically and politically influential countries, including the United States of America, India, Japan and Brazil.
205. While the Millennium Ecosystem Assessment has been well received by and had a positive impact on the Convention on Biological Diversity and the Ramsar Convention, key targeted audiences such as the international conventions face significant challenges in actually influencing the local and national decision-making processes that determine the fate of biodiversity. The Millennium Ecosystem Assessment has had less impact on the United Nations Convention to Combat Diversification or the United Nation Convention on Migratory Species and none on the Convention on International Trade in Endangered Species of Wild Flora and Fauna.
206. A range of actors in international development (bilateral and multilateral agencies, non-governmental organizations, etc.) have been engaged in meetings and consultations on how to build on the Millennium Ecosystem Assessment methodology and approach to

provide guidebooks and other tools to help governments build national plans that properly integrate environmental dimensions. Several Western European government agencies have taken the Millennium Ecosystem Assessment very seriously, both as a potential source of guidance for their own national policies as well as shaping some of their international development assistance strategies.

207. To date, the main impact has been conceptual, raising awareness on the importance of ecosystems services and their relation to human well-being, rather than affecting policies or environmental trends. Millennium Ecosystem Assessment concepts and approaches have been built into the latest formulation of the GEO assessment of UNEP. The Millennium Ecosystem Assessment conceptual framework is being discussed in international development cooperation in Scandinavia, although here the methodology is regarded as needing more specificity in order to affect action and not just language. The French Government has decided to support a consultative ecosystems assessment.
208. The evaluation of the Mediterranean Sea project noted that the immediate impacts have been the decision of governments to construct, for the first time at the country level, sewage water treatment plants in the main coastal towns and measures for improvement of the management of solid waste and clean up of contaminated sites. But there is still a lot to be done for law enforcement in the protection and wise use of natural resources in the coastal area. The evaluation further stated that as a result of the approval of the national action plans to address Mediterranean pollution at the country level there is now an impetus for all concerned ministries to incorporate the relevant elements of the national action plan in the preparation of their own action plans. The project also has the potential of having longer-term impacts in setting priorities and helping in the implementation of agreed actions in the various countries if mobilization of financial resources for programme implementation at the national and regional level can be sustained. It will improve environmental legislation and build capacity for sustainable use of natural resources.
209. The evaluation of the PCB project in Central America noted that in Costa Rica and El Salvador, custom officers who attended national workshops were able to detect and stop illegal transboundary movements of PCB. Also, some companies which were initially reluctant to participate in the project are now actively collaborating on the preparation of inventories and with committees. It also stated that data and information collected through the inventories has increased knowledge on equipment location, storage conditions and potential sources of contamination, influencing behaviour of authorities by empowering them to take better informed decisions on monitoring and follow-up as well as on strategies for environmentally sound management of these pollutants. Understanding the status and gaps in legislation is also an important element for the elaboration, modification or improvement of legislation to comply with the conventions. For example, in Costa Rica, the inventories have supported the newly institutionalized committee to raise awareness among higher authorities for considering the drafting of regulations to support environmentally sound management of persistent organic pollutants and toxic waste.
210. The overall impact of the Desert Margins programme on poverty is not yet proven: it is assumed and believed that the programme has generally had a positive impact on families in the desert margins. However, there is no hard evidence to back this up. The evaluation noted that there are several specific assessments of impact on livelihoods underway, for example in Senegal on the system of allowing land to lie fallow and on cows, milk, household nutrition and livelihoods. Additionally, although it is evident that women (for example, within the community visited in Namibia) and youth (for example, an African market garden in Mali)

are involved in the programme, there was no mechanism in place to assess this impact.

211. The medicinal plant project, on the other hand, had little significant direct impact on policy formulation and decision-making or on biodiversity conservation. However, with the outcomes achieved so far there is great potential for future impact.

2. Scientific and Technical

212. The evaluation of the Persistent Toxic Substances project in the Russian North concluded that the key messages from the project delivered to public and local authorities during the dissemination phase of the project were that, in total, PTS impact on the indigenous peoples of the Russian North, particularly of hexachlorobenzene, hexachlorocyclohexane and, in some cases, DDT and PCB, are one of the highest compared to the other Arctic regions. The highest exposures and associated health risks are documented for the coastal areas of Chukotka, where the traditional diet of the indigenous population is largely based on marine mammals and fish. These messages have been widely disseminated to decision-makers in the Russian North through dissemination activities which were undertaken based on the project reports. The results of this project will be incorporated into the Russian National implementation plan to the Stockholm Convention and if implemented might create a significant impact on the health status of the indigenous people of the Russian North.
213. The Millennium Ecosystem Assessment project seems to have had a notable impact on research directions and priorities. Millennium Ecosystem Assessment materials are being used extensively in university courses and curricula. There is less evidence of use at other levels of education. Key Millennium Ecosystem Assessment terminology such as multi-scale assessments, ecosystems services, tradeoffs and drivers of change appear to becoming more visible in professional circles as well as in debates on conservation and development. Millennium Ecosystem Assessment concepts have already been adopted by some international environmental conventions (especially the Convention on Biological Diversity and the Ramsar Convention), research institutions and international non-governmental organizations (especially the World Resource Institute and the World Conservation Union), although the persistence and eventual impacts of such changes are difficult to predict.
214. Conservationists have been struggling to articulate coherent links between conservation and poverty mitigation, as reflected by biodiversity being virtually ignored in the influential Millennium Development Goals, and the Millennium Ecosystem Assessment could prove an important tool in helping address this issue.

3. Private sector impacts

215. The evaluation of the GERIAP project noted that capacity-building of national focal points and participating industrial plants; company level gains related to cleaner production and energy efficiency and cost cutting; identification of barriers to cleaner production and energy efficiency options in industrial plants; and investments made by the industrial plants and the associated changes are the major impacts of the project. Others include reduction of dependence on imported fuels, carbon dioxide emissions, electricity demand, air pollution and waste water production and enhancement in energy security are other impacts of the project. The impacts are significant considering the need for saving energy in the face of escalating energy costs and greenhouse gas emission reduction to address global climate change. The project could have created significantly greater impacts, however, by involving non-participating industrial plants more closely and with more effective awareness building.

216. The project concluded that while the cleaner production and energy efficiency options identified and implemented in the industrial plants were mostly for improving energy efficiency, greenhouse gas emission reduction has taken place as a consequence of reduction in energy consumption. The estimated greenhouse gas emission reduction at 37 plants for which the results could be measured was 1,082,284 tonnes of carbon dioxide per year
217. The Millennium Ecosystem Assessment findings were well received by business journalists but the impact to date in the business sector has been relatively limited. The most significant impact of the Millennium Ecosystem Assessment within business and industry is the incorporation of the concept of ecosystem services in the environmental policy issued by Goldman Sachs in November 2005. The world business council for sustainable development is also working with companies on Millennium Ecosystem Assessment follow-up activities.
218. The PCB project in Central America documented evidence through surveys and interviews with stakeholders and technical staff of changes in the behaviour of some private utility companies. For instance, after attending national training workshops, these companies approached national coordinators for technical support and with keen interest in participating in the preparation of inventories for PCBs and PCB-containing equipment in their companies. There is as yet little evidence of legislation and environmental changes and it is uncertain if these changes will occur in the longer term as a result of the project.

J. Sustainability

219. Sustainability is understood as the probability of continued long-term project-derived outcomes and impacts after UNEP or other external assistance in terms of technical and financial support ends. The evaluation process identifies and assesses the key conditions or factors that are likely to contribute or undermine the persistence of benefits after each individual project ends. Four aspects of sustainability were addressed in evaluations conducted in 2006: financial, socio-political, institutional, and ecological.
220. Twelve projects were rated for sustainability and the overall rating was “satisfactory”. Of these, five projects were rated “satisfactory”, three “moderately satisfactory”, two “moderately unsatisfactory” and one “unsatisfactory”.

1. Financial sustainability

221. This aspect of sustainability seems to be the most difficult to achieve. Overall, the projects evaluated this year have received less than satisfactory assessment of financial sustainability. Only the GRIAP project received a “satisfactory” rating. Funds concentrated on delivering efficient awareness-raising among the private sector, coupled with practical capacity-building, have proven to give a long lasting positive influence on expenditures undertaken by individual industries. The understanding of the economic as well as environmental benefits of implementing energy efficiency mechanisms in industrial plants has helped the integration and propagation of these principles and learning among the industrial sector within the region. It was also noted that, consequent to the positive economic impact on the industries’ finances, many of these have already initiated follow-up activities.
222. Achieving financial sustainability may also depend, however, on the nature of the project itself. For example, the lowest rated project with respect to financial sustainability was that related to the institutionalization of the meeting events organized under ARSCP. These efforts have been funded predominantly through external or foreign sources. Although mechanisms for

financial sustainability were foreseen by the project proposal and are being put in place, to date this is still proving to be a challenge, due to the difficulty of assuring long-term private and public sector commitment to fund cleaner production activities on a sustained basis.

223. The medicinal plants project is at risk of not consolidating its initial outcomes due to a lack of well managed commercialization activities which are needed in order to create a market-based protection mechanism for medicinal plants.

2. Socio-political sustainability

224. Socio-political sustainability seems to have been the category of sustainability that has been achieved most easily among the evaluated projects.

225. The most successful projects have been the PTS and GERIAP projects. The PTS project significantly influenced the preparation of the Russian national implementation plan and the PTS national strategy, while the GERIAP project was facilitated by international political pressure driven by climate change to which the countries participating in the project also adhere.

226. The ARSCP project created an enabling environment through political commitments (at the national level) to assure the continued popularization of the sustainable consumption and production concept in Africa, thus ensuring sustainability.

227. On the other hand, evaluation of the Millennium Ecosystem Assessment noted that stakeholder ownership needed to be further emphasized among the participating governments, and it appears that the Millennium Ecosystem Assessment findings at the moment do not seem to have had an impact on important policy-makers.

228. Attempts to inform and influence policies that would support the Desert Margins programme initiatives have been limited to date. This is an important fact that actually represents a threat to project sustainability.

229. The PCB project in Central America did not target policymakers, and consequently the potential for socio-political sustainability is limited.

3. Institutional framework and governance

230. This category of sustainability was moderately satisfactory, with the PTS and Mediterranean Sea projects being the most satisfactory although the latter received a varied response depending on the different countries participating in the project. This was due to the fact that more time is needed in order to institutionalize a legal framework and for results to be seen on the ground.

231. For most of the projects reviewed, sustainability is also threatened by the fact that governments and their respective programmes periodically change. This means that unless new legislation is put in place, some project outcomes may be sidelined in the long run. Such is the case for the medicinal plants project.

232. The project entitled “Capacity-building on United Nations guidelines on Consumer Protection in Asia” received a less than satisfactory rating mainly due to the fact that mechanisms to ascertain sustainability of project outcomes were not adequately thought through during project design. Neither was action taken during project implementation by the project

advisory board. The capacity-building delivered during project implementation has received little follow-up from the participating countries although the network created seems to be ongoing.

4. Ecological sustainability

233. Ecological sustainability, which examines the possibility of any environmental risks occurring that can undermine the future flow of the project's environmental benefits, is particularly difficult to apply to the majority of UNEP projects because they are often of a normative nature involving policy-making or capacity-building, which of course look at improving the environment and ecological situations, and therefore do not pose direct threats to the ecological environment. In 2006, however, several field projects such as the PTS, GERIAP and the medicinal plant projects were evaluated; the first two received positive ratings. The medicinal plant project evaluation, on the other hand, observed that, with the exception of one municipality which has created a disincentive system for the communities to avoid burning of mixed forests, sustained ecological effects are a long way downstream due to continued forest burning activities from local communities.

234. The PCB project seems to have failed to prove ecological sustainability. There is no evidence that the project has resulted in environmentally sound management of PCBs at the current time as national plans and strategies are yet to be finalized and approved both at national and regional level.

IV Project self-evaluations

A. Introduction

235. Self-evaluation is used as a monitoring tool in UNEP to enable project managers and their supervisors to assess progress in project implementation, to identify challenges and achievements of projects, and to share lessons learned during implementation. It is also a reporting tool to identify and record general trends and issues in project implementation and distil lessons, which can be used in the design and implementation of future projects. Self-evaluations are undertaken by project staff themselves and thus are not the same as independent project evaluations. The self-evaluation reports do not provide a measure of the overall performance and delivery of UNEP programme activities.
236. Self-evaluations are prepared for projects implemented by UNEP except in respect of activities included in UNEP divisions' costed workplans, projects supported by UNEP-GEF project development facility A and B grants, and projects implemented by those conventions with their own reporting mechanisms.
237. In 2006, a total of 127 projects were registered in the self-evaluation report database. Of the total 127 projects, 98 had completed self-evaluation reports, which represented a compliance rate of 77 per cent. This is an increase of six percentage points over the previous year. Continuing projects accounted for 75 per cent of the self-evaluation reports submitted. The number of self-evaluation reports required and the compliance rates achieved by UNEP divisions appear in table 3 below.

Table 3. Self-evaluation reports required and compliance rates.³

Division	Self-evaluation reports required	Compliance rate (%)	Division	Self-evaluation reports required	Compliance rate (%)
Global Environment Facility	47	74	Early Warning and Assessment	9	100
Environmental Policy and Implementation	30	73	Regional Cooperation	8	50
Technology, Industry and Economics	19	95	Policy Development and Law	0	n/a
Environmental Conventions	14	71	Communication and Public Information	0	n/a

³ The low number of self-evaluation reports submitted by some of the divisions implies that most of their activities may have been implemented under costed work programme.

B. UNEP mandate

1. Thematic focus

238. Analysis of the 2006 self-evaluation reports shows that the broad mandate of UNEP and its programme of work are reflected in the wide range of environmental issues addressed by the various projects in a manner similar to that observed in 2005 (see figure 1). Fifty-five per cent of the self-evaluation reports represented projects concerned with environmental issues prioritized by the World Summit on Sustainable Development. Biodiversity-related projects alone accounted for 27 per cent of all self-evaluation reports submitted. Health-related projects were marginally represented in the 2006 self-evaluation reports. In addition, international transboundary water-related projects accounted for about nine per cent of the total self-evaluation reports submitted. Thirty-three per cent of the projects reflected cross-cutting issues. Other areas of environmental concern that featured in self-evaluation reports included persistent organic pollutants, ozone depletion, land degradation and climate change.

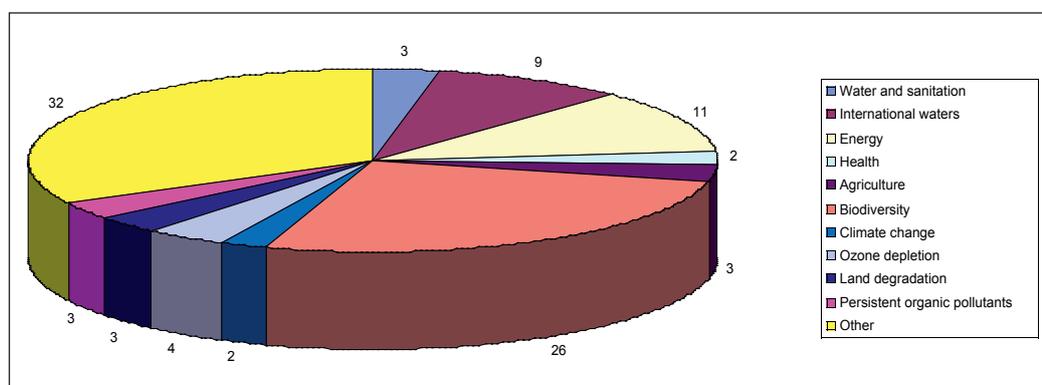


Figure 1. Thematic focus of the project self-evaluation reports submitted in 2006 (by number of projects)

2. Geographic scope

239. The self-evaluation reports submitted in 2006 covered the UNEP global mandate. Thirty one per cent of the projects were of global geographical scope and many of the global projects were umbrella projects, which were implemented at the national level. Regional and subregional projects accounted for 37 per cent of the projects reported on through the self evaluation mechanism. The special focus of UNEP on Africa was reflected in 57 per cent of the regional projects. Six per cent of the projects were interregional in scope. A quarter of the projects had national focus. Figure 2 illustrates the geographical scope of the projects that submitted self-evaluation reports in 2006. The data indicate that there has been a steady increase in the proportion of regional and national projects in recent years.

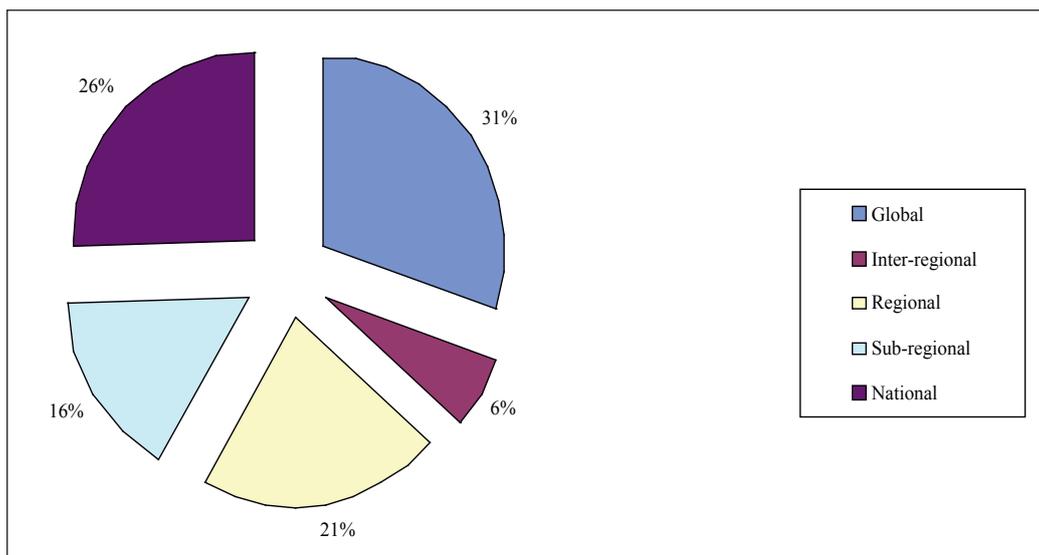


Figure 2. Geographical distribution of projects submitting self-evaluation reports

3. Primary sources of project funding

240. In 2006, the GEF trust fund provided primary funding for 30 per cent of the projects submitting self-evaluation reports and bilateral donors funded another 28 per cent of the projects. The UNEP environment fund was the primary funding source for 12 per cent of the projects that submitted self-evaluation reports.⁴ Similarly, United Nations programmes or agencies (including the United Nations Foundation) provided primary funding for eight projects. More than half of the projects received partial or sole funding from other sources.
241. UNEP mobilized additional funds from public and private trust funds, project trust funds, counterpart contributions from donor countries or through in-kind contributions from the project country itself. Other United Nations programmes or agencies such as the Food and Agriculture Organization, the International Fund for Agricultural Development, United Nations Convention to Combat Desertification, UNESCO and the World Bank also played an important role in funding UNEP projects.

⁴ Most activities funded by the UNEP Environment Fund are implemented through the costed workplans of UNEP subprogrammes. In total, 85 per cent of the UNEP Environment Fund is allocated to activities of the UNEP subprogrammes and their projects. See the UNEP programme of work 2005–2006, contained in document UNEP/GC.22/6.

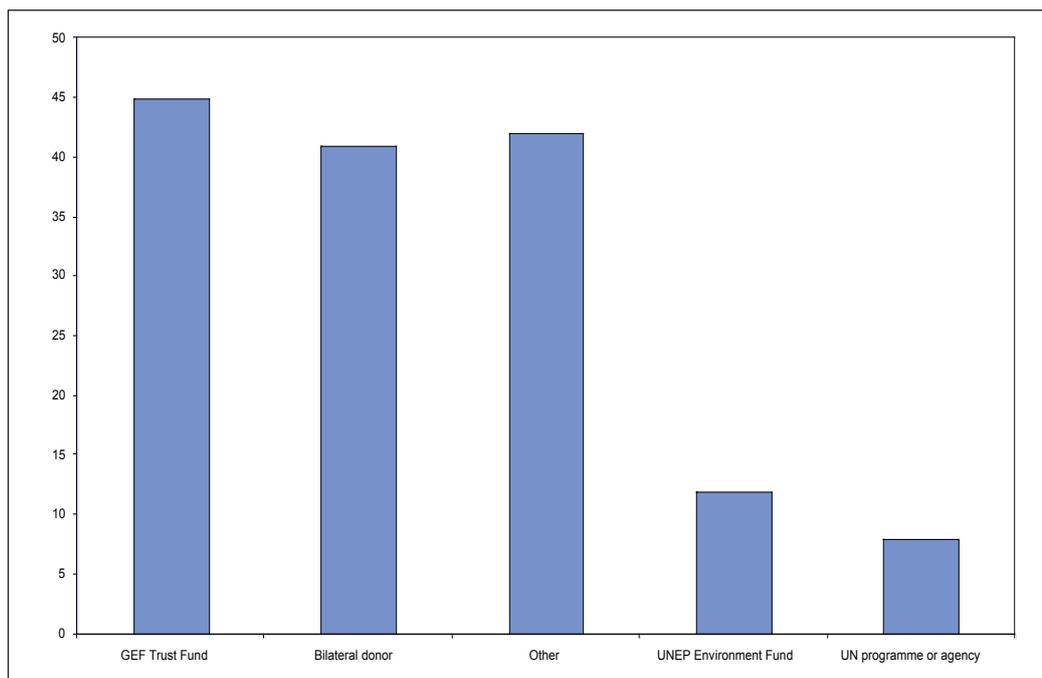


Figure 3. Number of projects submitting self-evaluation reports based on primary source of funding in 2006

C. Role of UNEP

1. Project approach

242. UNEP is closely associated with many multilateral environmental agreements and it is an implementing agency for GEF-funded enabling activities which support conventions such as the Convention on Biological Diversity, the United Nations Framework Convention on Climate Change and the Stockholm Convention on persistent organic pollutants. The project approach in 2006 was similar to the previous years and covered various types of activities (figure 4).
243. One out of six self-evaluations were of projects related to enabling activities, which assisted Governments to meet their obligations under conventions related to climate change, biodiversity, biosafety, and persistent organic pollutants. Assessment or targeted research projects and demonstration projects represent, respectively, 19 and 18 per cent of all projects. Other activities under the reported projects included tools and methods development, management of transboundary ecosystems, identification of best practice, dissemination of results and technology transfer, promotion of replication and some form of capacity-building of the institutions at different levels.

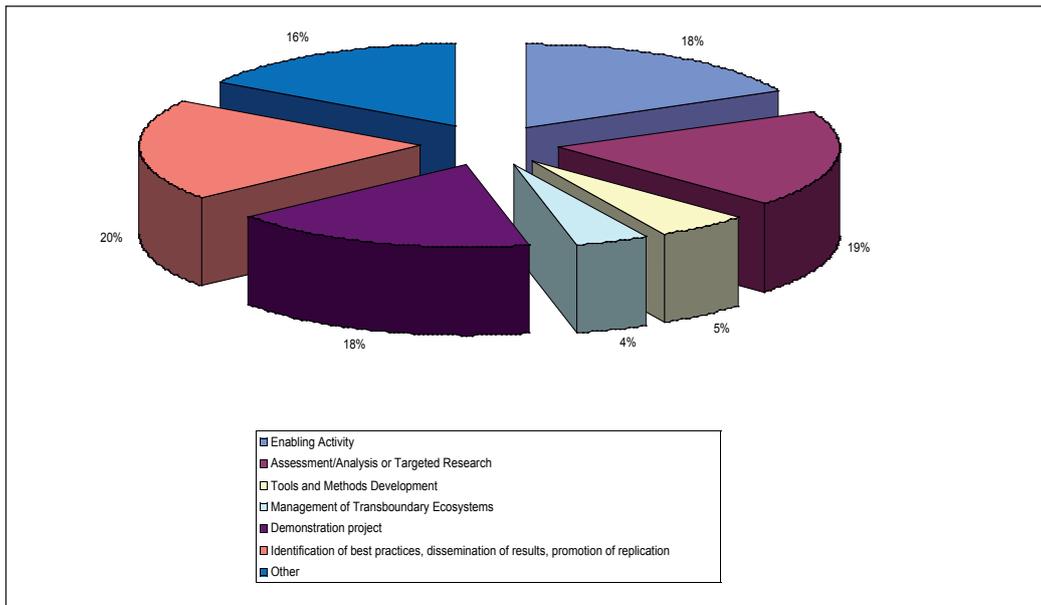


Figure 4. Project approach reported in the 2006 self-evaluation reports

2. UNEP role and impact

(a) Project execution

244. In 2006, there was an increase in the proportion of projects directly executed or co-executed by UNEP and its collaborating centres. However, 45 per cent of the projects were executed by an external agency or a cooperating partner. Most of the projects involved government ministries or institutions. Multilateral and intergovernmental organizations and other United Nations agencies were involved to a lesser extent. The least-used executing partners were non-governmental organizations, private associations and businesses.

(b) UNEP role

245. As in previous years, the substantive input by UNEP into the projects in 2006 focused on assuring the quality of project outputs by reviewing project technical reports, documents and other products, followed by coordination, project development, provision of expertise, methodologies and approaches, technical assistance, backstopping, and provision of monitoring and evaluation of project activities.⁵ Assistance in project administration, fund-raising, information exchange and institutional and professional capacity-building also featured as the contribution of UNEP in 11 per cent of the projects.

(c) Project impacts

246. Analysis of self-evaluation reports revealed that it was possible to identify some form of project impact or impacts in the case of about three-quarters of projects, even when the projects had not been completed. More than half of the projects identified project impacts through systematic follow-up with clients or stakeholders, in the form of regular interviews and surveys; About two-thirds (69 per cent) of the projects used indicators stated in the

⁵ This was a remarkable improvement over 2004 self-evaluation report projects. Less than 8 per cent of projects received substantive input for monitoring and evaluation of project activities in 2004.

project documents.⁶ By contrast, only six per cent of the projects used assessment models to determine project impacts. Slightly less than a third of the projects used other methods, including review of progress reports and outputs, site visits and supervision missions.

D. Challenges in project design and implementation

247. Project managers identified a number of challenges in project design and implementation. These are summarized in four categories as follows.

1. Project design

248. Unrealistic work plans and inappropriate project design were identified as the leading project design-related challenges in 2006. Other challenges observed within this category included:

- (a) The large number of project partners and limitations to their capacity;
- (b) Unrealistic assumptions regarding political stability and human security and the availability of qualified human resources;
- (c) A lack of flexibility in the context of a changing geo-political environment;
- (d) Inappropriate selection of project partners.

249. About a third of the projects identified weak or slow coordination mechanisms among project partners. Similarly, at least one in four projects identified as challenges late processing of memorandums of understanding and related agreements, and slow project and funding approval process. Other challenges included a lack of country ownership and inadequate involvement of stakeholders in environmental activities.

2. Financial planning and management

250. About a quarter of the projects lacked sufficient funding to complete project activities and experienced delayed transfer of funds into project accounts. Less than six per cent of projects reported some form of mismanagement of funds by UNEP partners. The Evaluation and Oversight Unit has not confirmed the nature and extent of such mismanagement in all concerned projects. Nevertheless, the Evaluation and Oversight Unit is satisfied that this specific problem is not pervasive in UNEP projects. Other key financial challenges cited were:

- (a) Late receipt of allotments;
- (b) Delays in or the absence of financial monitoring reports;
- (c) Lateness in requesting disbursements
- (d) Inflexibility of financial regulations, particularly in post-conflict environments;
- (e) Excessive reliance on donors;
- (f) Price fluctuations, which outstripped estimated project costs and allocated budgets.

3. Project implementation

251. Seventy-nine per cent of the projects required revisions of project documents in 2006. Of those projects requiring revisions, 54 per cent had to revise their work plan and 48 per cent had to revise their budget. Nearly a third (30 per cent) of the projects had to make provisions for new activities and hence required revisions to the project documents.

252. Poor project coordination, ineffective logistic arrangements and insufficient monitoring and evaluation were also considered challenges in implementation of projects.

⁶ Although it is not clear how many project documents explicitly included impact indicators.

253. Slightly more than half of the projects were running behind schedule. Some of the key reasons for delays in project completion involved:
- (a) Additional time required for completion of project and reporting;
 - (b) Late commencement of the project;
 - (c) Inadequate time frames for planned activities;
 - (d) Additional project activities;
 - (e) Late transfer of funds into project accounts;
 - (f) Changes in executing or staffing arrangements;
 - (g) Poor communication between cooperating agencies;
 - (h) Delays in the approval of final reports;
 - (i) A lack of the necessary human resources to meet project needs;
 - (j) Late provision of additional funding by donors.

E. Stakeholder involvement

254. Several projects targeted one or more stakeholder groups and of these more than three-quarters specifically targeted the scientific and technological community. Other stakeholder groups included non-governmental organizations, women, farmers, indigenous people, and young people and children (table 4)

Table 4. Stakeholder involvement in the 2006 self-evaluation reports*

Stakeholder group	Percentage of projects targeting stakeholder groups
Scientific and technological communities	79
Non-governmental organizations	39
Women	27
Farmers	24
Indigenous people	21
Youth and children	18

*Several projects targeted more than one stakeholder group.

255. Overall, the involvement of stakeholders in the projects was respectable. The involvement of stakeholders in key project-related activities is summarized in table 5. Other activities undertaken by stakeholders included the authorship and review of publication materials, development of community level initiatives and the preparation of national reports.

Table 5. Stakeholder involvement in self-evaluation report projects (2006)

Project related activities	Percentage of projects engaging stakeholders
Capacity-building	81
Project planning, development and implementation	80
Awareness-raising	76
Decision-making	73
Project management	61
Other activities	18

F. Sustainability and capacity-building

256. Projects created an enabling environment by building institutional capacity and ensuring financial sustainability. An enabling environment was created by building the capacity of targeted stakeholder groups, such as local people, non-governmental organizations, businesses, scientists and environmental experts, and policymakers in relevant government institutions. A majority of the projects contributed in more than one area.
257. A total of 78 per cent of the projects created an environment for public awareness, while at least 50 per cent of the projects contributed in policy areas, including policy bodies or systems, national policy, and policy dialogue through the engagement of non-governmental organizations, the private sector and other interest groups. Similarly, at least a quarter of the projects created an enabling environment for sector-wide regional environmental programmes and national plans of action, and legal and regulatory frameworks or agreements.
258. In 2006, projects provided or developed capacity through various mechanisms. For example, at least half of the projects assisted in developing strategic plans, human resource plans, and the broad participation of institutions' personnel in planning. In addition, at least one out of four projects assisted in improving monitoring and evaluation systems, while about a quarter assisted in developing systems for preparing operational plans.
259. The extent to which the projects created an environment for improving financial sustainability was quite limited. For example, 39 per cent of the projects had public budgetary allocations, while 29 per cent also had resource mobilization mechanisms. Private sector and non-governmental organization financing were successful in only nine per cent and eight per cent respectively. Fifteen per cent of the projects undertook assessments of donor funding trends and made plans accordingly. Many projects were co-financed through in-kind or cash contributions by Governments and the costs of some projects will be integrated into ministerial budget lines after the completion of the project.

V Implementation of evaluation recommendations

260. The Evaluation and Oversight Unit provides support for and follow-up on recommendations of evaluations conducted within the organization and ensures that the implementation of recommendations is reported by programme and project managers. As part of the follow-up activities, programme and project managers prepare management responses in the form of an implementation plan for evaluation recommendations, and provide 6-monthly updates until all accepted recommendations are implemented. These plans contain details on whether the evaluation recommendations are accepted, what action will be taken, when and by whom. Management responses are also prepared for the recommendations contained in the UNEP annual evaluation report.

A. Subprogramme and project evaluations

261. The Evaluation and Oversight Unit conducted 116 subprogramme and project evaluations between 2000 and 2006, which resulted in 1012 recommendations. At the end of December 2006, a total of 669 recommendations (66 per cent) had been implemented, and 123 (12 per cent) were being implemented. A total of 137 recommendations (14 per cent) have yet to be implemented. Overall, 78 per cent of recommendations have been either implemented or are in the process of being implemented. Figure 5 shows the status of evaluation recommendations on an annual basis.

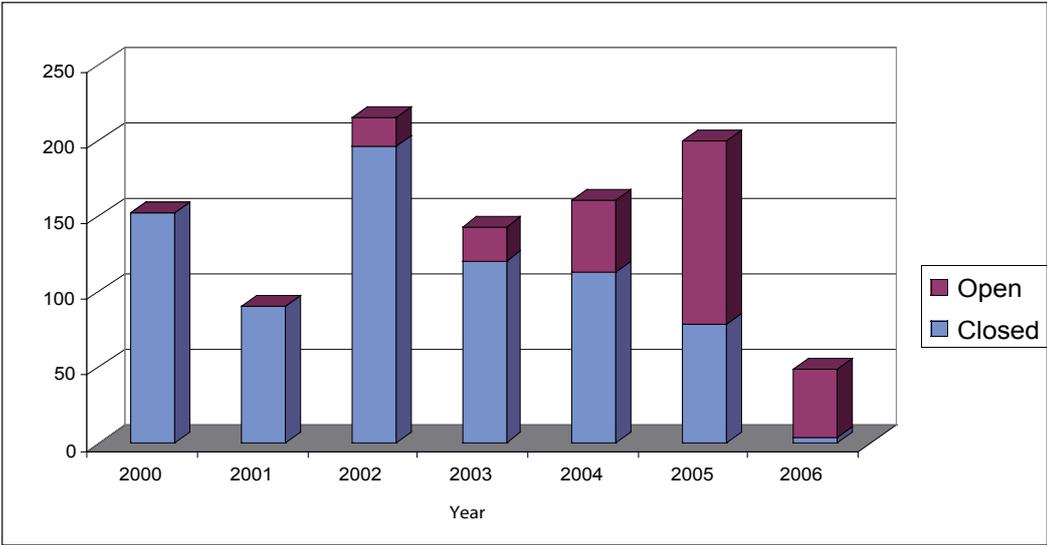


Figure 5. Number of evaluation recommendations by status (2000–2006)

262. During the reporting period, a total of 428 recommendations were under consideration. This comprised 266 recommendations brought forward from prior years and 162 issued in 2006. The Evaluation and Oversight Unit closed 170 recommendations (40 per cent) within the period.

263. Of the recommendations issued, 49 recommendations were from six project evaluations out of 14 evaluations conducted in 2006; of that number, the Evaluation and Oversight Unit closed out four recommendations (eight per cent). Three recommendations (six per cent) have been fully implemented, 18 (37 per cent) are yet to commence implementation and one (two per cent) was rejected. Twenty seven recommendations (55 per cent) are in the process of being implemented. Recommendations from the remaining ten project evaluations conducted in 2006 are yet to be formalized and will be issued in 2007.

B. Annual evaluation reports

264. The annual evaluation reports prepared by the Evaluation and Oversight Unit over the period 2000–2005 resulted in a total of 46 recommendations. These recommendations tended to be strategic in nature for the organization and required actions by the executive management. All recommendations had been either implemented or were in the process of being implemented.
265. Of the 46 recommendations, 25 were closed and 16 are in the process of being implemented. Three of the six recommendations stemmed from the 2005 annual evaluation report were yet to be implemented (outstanding) at the time of report writing. Figure 6 shows the status of annual evaluation report recommendations.

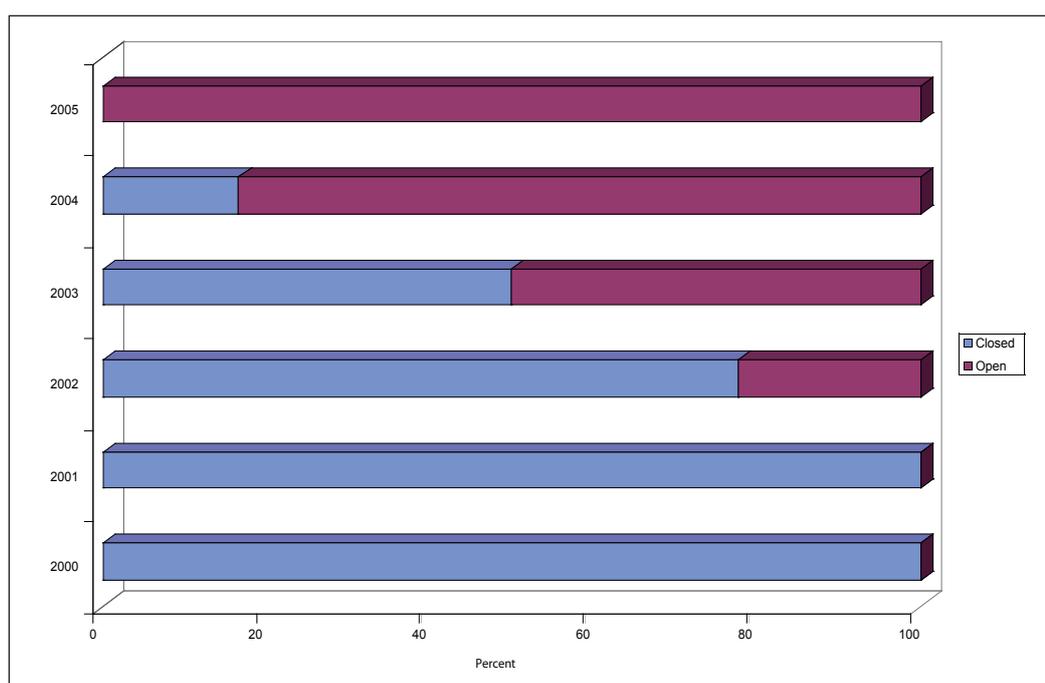


Figure 6. Status of implementation of recommendations in the annual evaluation reports (as of December 2006)

266. Annex IV of the present report contains the detailed report on the implementation of the 2005 annual evaluation report recommendations as of December 2006. The six recommendations issued in the 2005 annual report cover key areas of country level development coordination, inter-divisional coordination, focus on areas of comparative advantage, dissemination strategies, resource mobilization and monitoring and evaluation. Implementation of these recommendations is under way.

VI Determining needs for evaluative studies in UNEP

- 267. In September 2006 the Evaluation and Oversight Unit conducted a study with the aim of gaining a better understanding of the types of evaluative evidence that satisfy accountability demands and those that increase the likelihood of future funding. The study explored how evaluations are used within UNEP and, to a limited extent, how they influence donor funding decisions. It aimed to gain a better understanding of what kinds of information are most relevant to the needs of audiences of donors and the committee of permanent representatives on the one hand, and users (UNEP managers) on the other, within the context of improving the accountability of UNEP and of informing their resource allocation decisions. Similarly, it attempted to identify the types of information from evaluation products that are most useful for programme or project managers in improving the efficiency and effectiveness of their work. It also provided indications for future direction of the evaluation function of the organization.
- 268. The study was based on a survey of UNEP Governing Council representatives, UNEP donor agencies and UNEP project and programme managers. The survey examined preferences for different types of evaluation approaches and methods as well as products, and their perceived credibility, reliability and utility in relation to the resources required to produce them.

A. Key findings and implications for evaluation in UNEP

- 269. The importance of the evaluation function in UNEP is recognized by the committee of permanent representatives and UNEP staff with the survey findings revealing strong support for an independent evaluation (figure 7) function with a dedicated evaluation budget at both the organizational and project levels. This finding is consistent not only with the recently adopted “Norms and standards for evaluation in the United Nations system” but also with the draft evaluation policy of the Chief Executive Board of the United Nations and the World Bank’s criteria for independence of the evaluation function. Respondents also clearly linked the independence of the evaluation function to higher levels of credibility being afforded to the evaluations it undertakes.

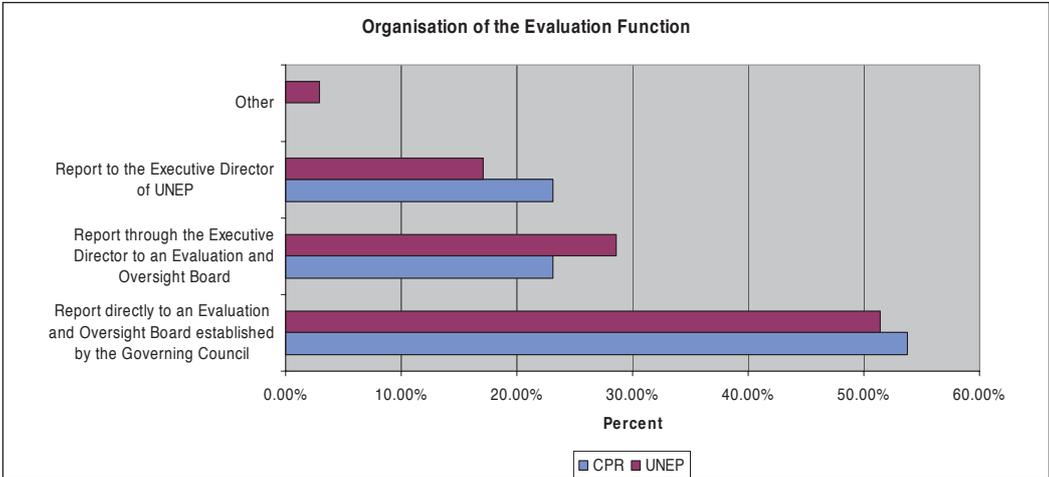


Figure 7. Respondent preferences for organization of the evaluation function in UNEP

270. UNEP evaluation activities need to further emphasize improved programme or project delivery and impacts of UNEP activities. Over two-thirds of all survey respondents agreed that “UNEP activities, like any other forms of publicly-funded development assistance, should have discernable benefits that should be documented”.
271. The UNEP evaluation function further needs to strive for excellence by improving mechanisms for quality control of evaluation products. The survey revealed (figure 8) that public disclosure of evaluation findings, application of international norms for evaluation standards, peer review of evaluation products and the independence of the evaluation function are the key factors that can enhance the credibility of UNEP evaluations. Similarly, the most important factors affecting the utility of evaluations are ‘timeliness’, ‘rigour’ and ‘relevance [of the evaluation] to current organizational priorities’. The Evaluation and Oversight Unit needs to ensure that quality control measures applied to UNEP evaluations address these key factors.
272. There is also a demonstrated need for improved efforts in the dissemination of evaluation findings and products. Specific improvements are required in upgrading the profile of the UNEP Evaluation and Oversight Unit web page (to be located on the main web page of UNEP like other agencies) and better access to evaluation findings, recommendations and lessons.
273. There is strong support for the evaluation parameters used by UNEP. Greater focus on such evaluation parameters as project implementation approach, financial planning and management, attainment of outputs, achievement of objectives, impacts and sustainability implies that evaluation rating parameters should be weighted.
274. Furthermore, given the importance placed by the respondents on indicators of impact, UNEP programmes and projects need to be evaluated more specifically in terms of reduced risk and vulnerability, influence on international environmental policy processes, changes in human capacities and/or levels of empowerment and use of project/assessment outputs and uptake and ‘economic valuation of changes in environmental factors’.
275. While recognizing the importance of current evaluation activities, additional demand for studies that demonstrate uptake of proven technologies and management practices and evaluations of impact require the expansion of activities currently undertaken by the evaluation function. This is further reinforced by the revealed preferences expressed by the governing bodies, as well as UNEP programme and project managers, for conducting evaluations that determine impacts or benefits of UNEP activities for funding decision-making.
276. The study found that as currently configured and deployed, the existing resources for evaluation in UNEP are insufficient to meet the increasing donor needs for accountability in terms of programme as well as impact results. The analysis shows that while the organization established a clear mechanism for funding project evaluations, the current levels of funding for other critical UNEP evaluation activities such as thematic studies and impact evaluations are far too low given the expanded variety of evaluation outputs demanded by UNEP staff and the governing bodies. This, in combination with the requirements for very high standards in the quality and rigour of evaluations, creates a considerable challenge for the Evaluation and Oversight Unit to address as UNEP moves forward. Figure 8 depicts the perceptions about the size of evaluation budget in proportion to the project costs.

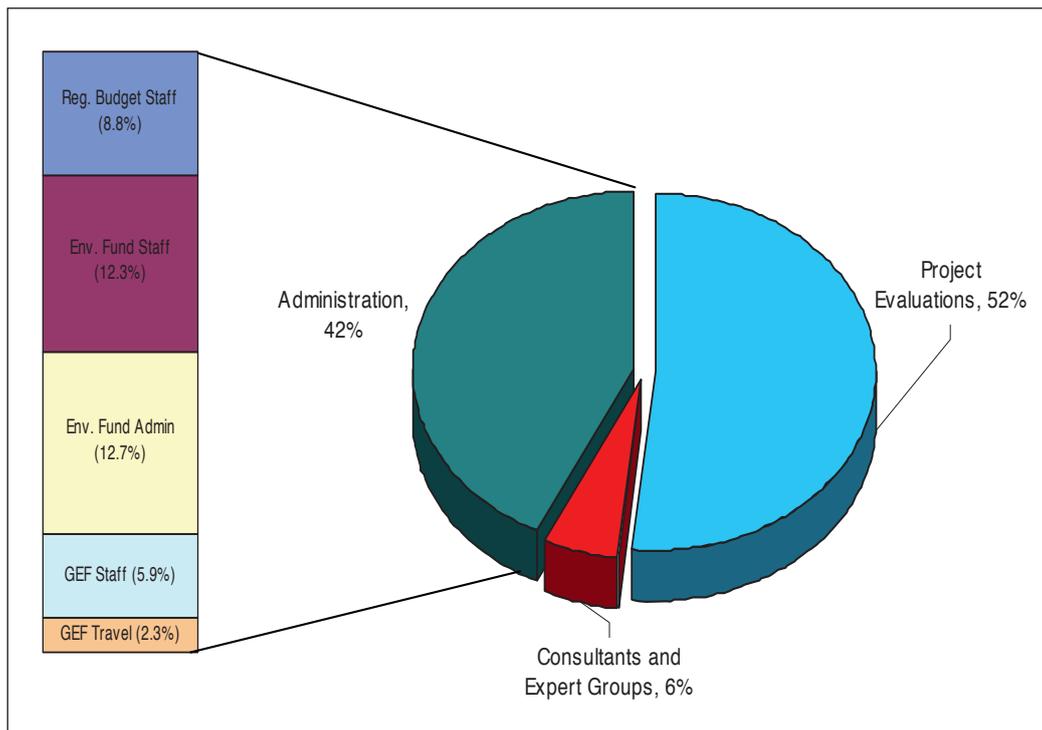


Figure 8. Distribution of evaluation funds in UNEP

B. Conclusion

277. The study drew several conclusions and the results reinforced positions articulated in the draft evaluation policy. First, evaluation has an important role to play in responding to increased demands for accountability by providing information on programme results and the impact of the activities of UNEP. There is broad recognition that evaluation can also help identify where improvements can be made to project and programme delivery. Second, in order to gain or maintain credibility, the evaluation function must be perceived to be functionally independent of the organization's operational divisions. To that end, the study demonstrated that a strong link between the evaluation function and the organization's governing body is required. Third, the scope of the evaluation activities of UNEP should expand to cover evaluation of discernable benefits from the implementation of its activities; this is regarded as useful information for informed funding decisions. Fourth, UNEP evaluations need to apply international norms and standards for evaluation, to enhance their credibility and legitimacy. Fifth, evaluations must be relevant and produced on a timely basis to inform decision-making and aid the development and implementation of programme activities. Finally, the study highlighted that resources currently allocated to the evaluation function are not sufficient to meet the demands for evaluative products and information expressed by survey respondents; and hence calls for additional measures to strengthen the function.

Annex I

Terms of reference for the 2006 annual evaluation report

1. The evaluation function is governed by United Nations General Assembly resolutions and UNEP Governing Council decisions.⁷ It serves to provide strategic advice to the executive director, the deputy executive director and the UNEP senior management group; to contribute to policy formulation through evaluations and management studies; to contribute to effective management by proposing solutions through the analysis of evaluation results; and to facilitate the engagement of the Governing Council and the secretariat in systematic reflection and programme review.

I. Objective and scope

2. The annual evaluation report is prepared as an intercessional document of the Governing Council and serves as part of the UNEP input to the Secretary-General's report on evaluation to the General Assembly. The report provides stakeholders such as Governments, UNEP senior management and UNEP partners with an evaluative assessment of UNEP programme performance in 2006. The main objective of the annual evaluation report is to assist UNEP to improve its programme performance through an evaluation of relevance, effectiveness, results achieved and lessons learned.
3. The 2006 report will be based on data provided in one in-depth subprogramme evaluation, 13 in-depth project evaluation reports and 127 self-evaluation reports of current project activities in 2006. In addition, the report will contain the status of implementation of the recommendations contained in the 2000–2006 project evaluations and annual evaluation reports.

II. Methodology and methods

4. The report will assess the following aspects:

A. Relevance and appropriateness

5. To determine the relevance and appropriateness of evaluated activities implemented by UNEP within its mandate (the Nairobi Declaration (1997)), taking into account General Assembly resolution 2997 (XXVII) of 15 December 1972, the Malmö Declaration (2000) and Johannesburg Plan of Implementation (2002) by:
 - (a) Assessing the relevance of achievements made in conducting environmental assessments and providing policy advice and information;

⁷ General Assembly resolutions 37/234, 38/227, 40/240 and 42/215; General Assembly regulations and rules governing programme planning, the programme aspects of the budget, the monitoring of implementation, and the methods of evaluation of 1982, revised April 2000; UNEP Governing Council decisions 12/12, 13/1 and 14/1.

- (b) Determining the relevance and appropriateness of progress made in promoting the development of international environmental law and the implementation of international norms and policies;
- (c) Assessing the relevance of contributions made towards strengthening the role of UNEP in the coordination of environmental activities in the United Nations system and as an implementing agency of the Global Environment Facility;
- (d) Determining the relevance and achievements of activities aimed at raising greater awareness and facilitating effective cooperation between all sectors of society;
- (e) Determining the relevance and contributions of activities aimed at providing policy and advisory services in key areas of institution-building to Governments and other institutions.

B. Effectiveness and efficiency

- 6. To review the overall performance of evaluated activities by:
 - (a) Evaluating the ratings given to the following aspects of project implementation:
 - (i) Achievement of objectives and planned results;
 - (ii) Attainment of outputs and activities;
 - (iii) Cost-effectiveness;
 - (iv) Stakeholder participation;
 - (v) Country ownership;
 - (vi) Implementation approach;
 - (vii) Financial planning;
 - (viii) Replicability;
 - (ix) Monitoring and evaluation;
 - (b) Reviewing the rating given to the status of achievements and risk in self-evaluated projects;
 - (c) Identifying and distilling lessons learned and good practices that will improve future delivery of project activities;
 - (d) Providing policy and programme recommendations based on a systematic review of project recommendations.

C. Results and impact

- 7. To determine the results and impact of the evaluated activities in building capacity in the following areas of work:
 - (a) Conducting assessments and providing environmental information;
 - (b) Developing international environmental law and regimes;
 - (c) Monitoring and fostering compliance with existing conventions and international agreements;
 - (d) Coordinating environmental activities and supporting institution building;
 - (e) Awareness-raising and cooperation between all sectors and establishing linkages between the scientific community and policymakers.

D. Sustainability

- 8. To determine the sustainability of the evaluated activities in the following areas:
 - (a) Enabling environment: whether there are political and regulatory frameworks in place which support the continuation or replication of activities and whether social sustainability has been achieved by, for example, mainstreaming project activities;

- (b) Financial sustainability: effectiveness of financial planning and resource mobilization activities to enable the continuation of activities and objectives;
- (c) Institutional capacity: whether there are adequate systems, structures, staff, expertise, and so forth, in place to continue the activities.

E. Methods

- 9. The analysis and conclusions contained in the report will be based on the following:
 - (a) Desk review of in-depth evaluation reports;
 - (b) Desk review of self-evaluation reports;
 - (c) Desk review of desk evaluation reports;
 - (d) Desk review of implementation plans and management response to the recommendations of the annual evaluation reports from 2000 to 2006;
 - (e) Review of relevant UNEP publications and other documents;
 - (f) Interviews with UNEP staff.
- 10. In accordance with the participatory approach that the Evaluation and Oversight Unit has adopted for conducting its evaluation work, any issues and questions will be raised with the relevant divisions and offices and the draft annual report will be circulated to divisions for their views and comments.

F. Structure of the report

- 11. The report should comprise the following sections:
 - (a) Introductory sections: foreword by the executive director, introduction by the chief of the Evaluation and Oversight Unit, executive summary and introduction itself;
 - (b) Subprogramme evaluation;
 - (c) In-depth project evaluations;
 - (d) Self-evaluation of UNEP projects;
 - (e) Evaluative studies in UNEP;
 - (e) Status of implementation of recommendations;
 - (f) Lessons learned and key recommendations.

G. Timeframe

- 12. The draft report is scheduled to be ready for the review of UNEP divisions and other offices by 1 June 2007. The results of the consultations with UNEP offices should be reflected in the final draft report to be ready by 15 June 2007. The English version of the report is planned to be available in July 2007, and the translated copies of French and Spanish shortly thereafter.

H. Resources

- 13. The 2006 annual evaluation report will be produced within the internal resources of Evaluation and Oversight Unit, mainly drawing on a team of one professional and one administrative assistant under the overall guidance of the chief of the Evaluation and Oversight Unit. The editing, translation and production will be done by the Division of Conference Services of the United Nations Office at Nairobi.

Annex II

List of evaluations and studies included in 2006 annual evaluation report

Subprogrammes

1. DEWA Evaluation

Project evaluations

1. Terminal Evaluation of the UNEP-GEF project – GF/ME/6030-00-08 – Determination of Priority Actions for Further Elaboration and Implementation of the Strategic Action Programme for the Mediterranean
2. Terminal Evaluation of project GFL/2732-01-4316 (GF/4030-01-01) – Persistent Toxic Substances (PTS), Food Security and Indigenous Peoples of the Russian North
3. Terminal Evaluation of the project CP/4060-02-01 – Reducing Greenhouse Gas Emission from Industry in Asia and the Pacific
4. Final evaluation of project GFL/2713-01-4306 - Millennium Ecosystem Assessment.
5. Desk Evaluation of project PO/BD/4030-03-18 – Preparation of National Inventories and National Plans for the Environmentally Sound Management of PCB-containing equipment in Central America – SBC
6. Final Evaluation of project CP/4020-04-02 – Capacity-building for Implementation of United Nations Guidelines on Consumer Protection (sustainable consumption) in Asia”.
7. Terminal Evaluation of the project Institutionalizing the African Roundtable on Cleaner Production and Sustainable Consumption (ARSCP)
8. Long-term Strategy on Engagement and Involvement of Young People in Environmental Issues – Tunza
9. Terminal Evaluation of the project – GF/2010-01-12 - Biodiversity Conservation and Integration of Traditional Knowledge on Medicinal Plants in National Primary Health Care Policy in Central America and the Caribbean
10. Desert Margins programme Tranche II
11. Mid-Term Evaluation of the project Reduction of Environmental Impact from Tropical Shrimp Trawling through the Introduction of By-catch Reduction Technologies and Change of Management
12. Terminal Evaluation of the project Brazil Rural Energy Enterprise Development (BREED)
13. Mid-term Evaluation of the project African Rural Energy Enterprise Development (AREED)

Annex III

List of self-evaluation reports and terminal reports for 2006

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| 1. | AE/RA/3010-03-11 | Desk Study on the Environment in the Occupied Palestinian Territories |
| 2. | GF/4040-01-4343 | Technology Transfer Networks - Phase I: Prototype Set-Up and Testing and Phase II: Prototype Verification and Expansion (SANET) |
| 3. | MC/4030-01-02 | Global Assessment of Mercury and its Compounds |
| 4. | 2006-FPL-5034-2612-1386 | Implementation of the Biodiversity Components of the UNEP Programme of Work |
| 5. | 2006-IAL-5024-2612-2935-221700 | Vulnerability of Water Resources to Environmental Change in Africa |
| 6. | 2007-BPL-5024-2612-2A05-2217 | Hydropolitical Vulnerability and Resilience along International Waters - (Latin America and the Caribbean, Asia, Europe and America) |
| 7. | 3583 2518 2A13 | Strategic Approach to International Chemicals Management Secretariat |
| 8. | AE/3010-03-61 | Iraq Post-Conflict Environmental Assessment and technical support to the United Nations country team |
| 9. | AE/3020-04-02/Rev 2 | Afghanistan Capacity-building and Institutional Development |
| 10. | AE/3020-04-03(72) | Strengthening Environmental Governance in Iraq through Environmental Assessment and Capacity-building |
| 11. | AW/6020-00-02 | Budgetary Provisions for the African-Eurasian Migratory Waterbirds Agreement (AEWA) |
| 12. | BP/3010-01-18 | Capacity-building for the Development of National Legislation implementing Rio Multilateral Environment Agreements with specific consideration of Poverty Alleviation |

13. BT/6020-01-05 Budgetary Provisions for EUROBATS
14. CP/2000-04-03 An Ecosystem Approach to Restoring West African Drylands and Improving Rural Livelihoods through Agroforestry-based Land Management Interventions
15. CP/3000-02-01 Training of African Journalists on Environmental Reporting
16. CP/3000-03-01 Implementation of Guidelines on National Enforcement and Cooperation in Combating Violations of Laws and Enhancing Compliance with Multilateral Environment Agreements
17. CP/3010-01-17 Dams and Development project: Phase 2
18. CP/4040-00-14/Rev 3 Capacity-building on Technological and Economic Integration of Wind Energy and Other Relevant Renewable Energy Technologies into the Electricity Systems of Pacific Island Countries
19. CP/4040-02-10 UNEP Collaborating Centre on Energy and Environment - Phase VI
20. CP/4050-05-03 Integrated Assessment of Trade-Related Policies and Biological Diversity in the Agriculture Sector
21. CP/4060-06-02 Iraqi Marshlands Project
22. CP/4060-06-02 Support for Environmental Management of the Iraqi Marshlands (Phase II-A)
23. CP/4330-98-01 Geneva Network for Environment and Sustainable Development
24. CP/5026-00-01 Integrated Natural Resources Management Implementation of Start-Up Activities that will be conducted in four sites: Lebanon and Yemen for the mountainous areas and Syria and Jordan for rangeland rehabilitation
25. CPL-5068-3596-2643 Policy Reinforcement for Environmentally Sound and Socially Responsible Economic Development
26. CRL-2324-2024-2661 Specially Protected Areas and Wildlife
27. DA9999-04-03 Development of National Legal Databases for Capacity-Building to Enhance Access to Environmental Law Information in Asia
28. DP/1000-02-01 Global Land Cover Network; outreach workshops in West Africa, Asia and Pacific and South America

29. DP/1000-04-01-2204 Global Land Cover Network; regional outreach workshops in Southern Africa, Middle East and Central America, and development of distance learning tools and Land Cover Classification System translations
30. EL/3010-01-18 Partnership for Development of Environmental Law and Institutions in Africa
31. ET/5240-96-02 Environmental Training Network for Latin America and the Caribbean
32. FP/0401-94-18 Overall Coordination and Common Cost of the Caribbean Environment Programme
33. FP/4040-00-01 UNEP Collaborating Centre on Energy and Environment - Phase V
34. FP/CP/5023-02-03 Sustainable Consumption Opportunities in Europe
35. FP/RA/CP/1020-01-02/Rev 8 Asia and the Pacific: Networks for data-information generation, analysis observation and assessment
36. GF/1010-01-04 Millennium Ecosystem Assessment
37. GF/1030-02-05 Conservation of Gramineae and Associated Arthropods for Sustainable Agricultural Development in Africa
38. GF/1200-98-10 Global Biodiversity Forum: Multi-stakeholder Support for the Implementation of the Convention on Biological Diversity - Phase III
39. GF/2010-01-07 Assessment of Impacts and Adaptation to Climate Change in Multiple Regions and Sectors
40. GF/2010-01-14 Community-Based Management of On-farm Plant Genetic Resources in Arid and Semi-Arid Areas of Sub-Saharan Africa
41. GF/2670-03-4703 Fostering Active and Effective Civil Society Participation in Preparations for Implementation of the Stockholm Convention
42. GF/2711-02-4516 Desert Margins programme Phase I, 2 years, 2002–2004 Phase II 2 years, 2005–2006 Phase III, 2 years, 2006–2008
43. GF/2711-02-4609 Development of the Econet for Long-term Conservation of Biodiversity in the Central Asia Ecoregions

44. GF/2713-03-4679 Ecosystems, Protected Areas and People
45. GF/2713-03-4698 Sustainable Conservation of Globally Important Caribbean Bird Habitats
46. GF/2715-02-4517 Conservation and Sustainable Management of Below-Ground Biodiversity, Phase I
47. GF/2730-02-4340 Reversing Environmental Degradation Trends in the South China Sea and Gulf of Thailand
48. GF/2731-03-4728 Managing Hydrogeological Risk in the Iullemeden Aquifer System
49. GF/2732-02-4442 Demonstrations of Innovative Approaches to the Rehabilitation of Heavily Contaminated Bays in the Wider Caribbean Region
50. GF/2732-03-4680 Regional Programme of Action and Demonstration of Sustainable Alternatives to Dichloro-diphenyl-trichloroethane for Malaria Vector Control in Mexico and Central America
51. GF/2732-04-4768 Promoting Ecosystem-based Approaches to Fisheries Conservation and Large Marine Ecosystems
52. GF/2740-02-4515 Management of Indigenous Vegetation for the Rehabilitation of Degraded Rangelands in the Arid Zone of Africa (Kenya, Mali and Botswana)
53. GF/2740-04-4773 An Integrated Ecosystem Management Approach to Conserve Biodiversity and Minimize Habitat Fragmentation in Three Selected Model Areas in the Russian Arctic
54. GF/2770-03-4723 Global Support to Facilitate the Early Development and Implementation of Land Degradation Programs and Project Under the GEF Operational Programme 15
55. GF/3010-02-05 Implementation of the National Biosafety Framework of Poland
56. GF/3010-02-06 Implementation of the National Biosafety Framework of Kenya
57. GF/3010-02-07 Implementation of the National Biosafety Framework of Cameroon
58. GF/3010-02-08 Implementation of the National Biosafety Framework of Namibia

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| 59. | GF/3010-02-09 | Implementation of the National Biosafety Framework of Bulgaria |
| 60. | GF/3010-02-10 | Implementation of the National Biosafety Framework of Cuba |
| 61. | GF/3010-02-11 | Implementation of the National Biosafety Framework of Uganda |
| 62. | GF/3010-02-12 | Implementation of the National Biosafety Framework of China |
| 63. | GF/4020-01-04 | Promoting Industrial Energy Efficiency through a Cleaner Production/Environmental Management System Framework |
| 64. | GF/4030-02-04 | Reduction of Environmental Impact from Tropical Shrimp Trawling, through the introduction of By-catch Reduction Technologies and Change of Management |
| 65. | GF/4040-00-23 | Institutional Strengthening at Country Level (Ozone) - covered by one project number for purposes of the self-evaluation report exercise |
| 66. | GF/4040-01-10 | Solar and Wind Energy Resource Assessment |
| 67. | GF/4040-02-05 | Training Activities (Ozone): covered by one project number for purposes of this self-evaluation report exercise |
| 68. | GF/4040-02-22 | Joint Geophysical Imaging for Geothermal Reservoir Assessment |
| 69. | GF/4040-05-05 | Total Sector Methyl Bromide Phase Out in Countries with Economies in Transition |
| 70. | GF/5024-02-01 | Global Environmental Citizenship |
| 71. | GF/6010-01-01 | Development of National Biosafety Frameworks |
| 72. | GF/6010-04-02 | Building Capacity for Effective Participation in the Biosafety Clearing House |
| 73. | GF/ME/6030-00-08 | Determination of Priority actions for the further elaboration and implementation of Strategic Action Plan for the Mediterranean Sea |
| 74. | GF/PO/4030-05-01 | Assessment of Existing Capacity and Capacity-building Needs to Analyse Persistent Organic Pollutants in Developing Countries |

75.	GFL/2328 2721 4837	Generation and Delivery of Renewable Energy-Based Modern Energy Services; the case of Isla de la Juventud
76.	GFL/2328 2721 4899	Renewable Energy Based Electricity Generation for Isolated Mini-grids
77.	GFL/2720-4704	Energy Management and Performance-related Energy Savings Scheme
78.	GP/3010-01-21	Development of Pilot National Programme of Action for the Protection of the Marine Environment from land-based activities in Egypt
79.	GP/3010-02-02	Development of Pilot National Programme of Action for the Protection of the Marine Environment from land-based activities in Nigeria
80.	MEL/2322-2664-2202	Support to the Regional Activity Centre for the Priority Actions Programme
81.	MT/1010-01-03	International Coral Reef Action Network - Action Phase
82.	MT/4040-01-08	Brazil Rural Energy Enterprise Development Initiative
83.	PN/6030-04-07	Support to Special Monitoring and Coastal Environment Assessment in the North-West Pacific Action Plan region under the framework of the North-West Pacific Action Plan
84.	PN/6030-04-08	Support for the development of marine environmental emergency preparedness and response in the the North-West Pacific Action Plan region
85.	PN/6030-04-09	Support to Data and Information Networks in the North-West Pacific Action Plan region under the framework of the North-West Pacific Action Plan
86.	PN/6030-04-10	Support to Pollution Monitoring in the North-West Pacific Action Plan region under the framework of Northwest Pacific Action Plan
87.	PN/6030-06-01	The Regional Coordinating Unit for the North-West Pacific Action Plan
88.	PO/4030-03-07	Preparation of National Inventories of Polychlorinated Biphenyl and Polychlorinated Biphenyl-containing equipment in the Southern African Development Community subregion

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| 89. | PO/4030-06-03 | Budgetary Provisions for the Persistent Organic Pollutants-related Information Exchange, Technical Assistance and Projects to Support Efforts to Reduce Releases of Persistent Organic Pollutants |
| 90. | SE/3020-05-04 | Post-conflict Environmental Assessment and Capacity Development |
| 91. | UC/3010-03-35(12) | Databank to assist United Nations Compensation Commission on Environmental Claims |
| 92. | XG/1010-01-04 | Arab Millennium Ecosystem Assessment |
| 93. | XN/6030-02-61 | Support for the Implementation of Northwest Pacific Action Plan (Japanese contribution) |
| 94. | XN/6030-02-62 | Support for the Implementation of North West Pacific Action Plan (Korean contribution) |
| 95. | XT/6020-01-06 | Long-term System for Monitoring Illegal Killing of Elephants programme in Africa |
| 96. | XT/6020-01-07 | Long-term System for Monitoring Illegal Killing of Elephants Programme in Africa and Asia |
| 97. | XT/6020-04-04 | Conservation and Management of Selous Game Reserve, Tanzania |
| 98. | GFL/4767 | Exploring and Motivating Solar Power Markets |

Annex IV

Implementation plan for the recommendations of the 2005 annual evaluation report

Findings	Recommendations	Measures Taken	Action Still Required	Expected Results	Date of Completion	Responsible Unit	Comments
<p>Country level development coordination</p> <p>There is a need to harmonize capacity-building activities at the country level with other multilateral agencies and Bretton Woods institutions. UNEP, like other United Nations agencies, needs to approach country level capacity-building by cooperating with, or working through, the local UNDP country office, which is responsible for coordinating country level development assistance from the United Nations system. The current collaboration between UNEP and UNDP on the poverty and environment programme, for example, suggests that UNEP needs to work more closely with UNDP in planning future activities. UNDP plans to give priority to providing integrated support to Millennium Development Goal-based national planning processes. The UNDP-UNEP Poverty and Environment Initiative will be the primary mechanism for putting the environment at the core of its activities at the country level in the coming years. UNEP will need to make some important decisions about how to continue its collaboration with UNDP as these changes take place and consider what this implies for the overall UNEP strategy for increased support of operational country-based capacity-building.</p>	<p><i>Recommendation 1</i></p> <p>UNEP senior management should engage with UNDP to review and shape the way in which the UNEP-UNDP memorandum of understanding can be better implemented, with particular attention to future collaboration. In addition, UNEP senior management should take account of the findings of the study on administrative procedures conducted by consultancy firm, Dalberg, and the study funded by the United Kingdom Department for International Development on the harmonization of procedures between UNEP and UNDP to see how improvements can be made to the administration of multi-year country level programmes.</p>	<p>The management agrees with the recommendation and is consulting with UNDP at the subprogramme level. For example, the Division of Global Environment Facility Coordination has had discussions with UNDP GEF. Coordination on collaboration between the two agencies within the context of the UNEP-UNDP memorandum of understanding. These discussions have involved national capacity-building activities such as collaboration on National Capacity Self Assessments and partnership with the GEF Small Grants Programme. Likewise, the Division for Policy Implementation has been in regular contact with UNDP at country level and with the UNDP focal point in Nairobi to facilitate a more effective implementation of joint projects.</p>	<p>While these consultations are useful, the management recognizes the need to formalize the UNEP-UNDP relationship by ensuring that the remaining implementation modalities laid out in the memorandum of understanding are, indeed, in place latest by the end of year 2006. This will include preparing a joint biennial action plan to be reviewed by the Executive Heads biennially. This plan will serve as the basis for collaboration. Further, UNEP will identify focal points, at headquarters and at the regional level, to coordinate cooperation in each area identified for collaboration. Finally UNEP will identify an overall focal point to be responsible for the oversight of implementation of the memorandum of understanding.</p>				

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<p>Inter-divisional coordination</p> <p>Evaluation of the UNEP partnership programme with Belgium noted that UNEP can contribute to mainstreaming poverty-environment linkages into country-led planning processes through, amongst other things, its special expertise in environmental assessment. In particular, countries need to apply tools that can help them identify and quantify the contribution of environment to poverty alleviation and economic growth. It is clear that different divisions of UNEP have developed or adopted particular methodologies or analytical tools that can be used in this context. In some cases, however, different methodologies with a similar purpose are being promoted by separate UNEP divisions in the same country.</p>	<p><i>Recommendation 2</i></p> <p>UNEP senior management should strengthen coordination between different divisions in providing assistance to national planning processes in project countries, both in terms of regional coordination and the consistency of recommended methodological approaches. A similar recommendation was also made in the Dalberg study of UNEP, which called for a strengthening of interdivisional knowledge flows and coordination.</p>	<p>While communication between the various divisions has improved, we acknowledge the need to address these issues in a more formalized way. All divisions will be requested to present proposals on coordination modalities with different divisions and their work at the country level to the Executive Management by August 2006</p>					

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<p>Focus on areas of comparative advantage</p> <p>Evaluations of UNEP projects and programmes have found that donor support has been useful and effective in assisting developing countries, especially in Africa, to meet their obligations under a number of multilateral environmental agreements. However, UNEP has implemented a wide and diverse range of activities with a similarly wide range of outputs and objectives, making it difficult to establish a focus and then evaluate impacts and results. In addition, transaction costs are high.</p>	<p><i>Recommendation 3</i></p> <p>Future UNEP framework agreements with donors should focus on programmes, projects and activities in which UNEP has demonstrated a comparative advantage, such as environmental assessment; monitoring, remote sensing and early warning systems; awareness-raising and training aimed at securing the implementation of multilateral environmental agreements; regulations regarding the trade and deposition of chemicals and waste; and cleaner production activities. Funding should be focused on a limited set of carefully selected activities to ensure that tangible results can be achieved.</p>						

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<p>Dissemination strategies</p> <p>UNEP produces high quality scientific products but dissemination of the findings from these products has been weak and scientific messages in many instances have not reached wider stakeholder groups, including decision-makers and other stakeholders. This has been a result of inadequate planning for the dissemination of project outcomes. The 'trickle down' strategy of dissemination has not worked because messages are often not regularly reinforced using multi-purpose tools and methods</p>	<p><i>Recommendation 4</i></p> <p>To ensure that important findings of UNEP-implemented projects reach their intended target groups, dissemination strategies must be clearly defined in UNEP project proposals. Therefore, a dissemination strategy must become a UNEP project review and approval criterion.</p>						
<p>Resource mobilization</p> <p>In-kind contributions from UNEP project and programme partner Governments, agencies, community-based organizations and volunteer experts have played a significant role in the successful implementation of projects. These contributions have been instrumental in leveraging additional funding for project-related or project-based activities. However, the magnitude of such contributions is neither fully assessed nor adequately documented at the project and programme levels.</p>	<p><i>Recommendation 5</i></p> <p>Strategies for mobilizing resources for the implementation of UNEP projects should clearly document in-kind and cash contributions from local, regional and national sources to leverage additional resources from current and prospective bilateral and multilateral donors in order to help facilitate the continuation of project-related activities on a sustainable basis. For this to happen, UNEP must develop a framework for monetizing and reporting in-kind contributions as projects progress and ensure that in-kind contributions from stakeholders are monitored, reviewed and adequately documented.</p>						

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<p>Monitoring and evaluation plan</p> <p>The absence of effective monitoring and evaluation plans continue to be a persistent weakness in UNEP projects. The lack of a clearly defined plan for monitoring and evaluating project and programme activities with supporting scoping and baseline data, a data sharing mechanism and substantive reporting on key project performance indicators has been a major constraint.</p>	<p><i>Recommendation 6</i></p> <p>All project and programme proposals should contain a well-defined monitoring and evaluation plan to monitor progress towards goals and assess results at regular intervals. The plan should clearly identify key performance indicators for progress monitoring and impact assessment, focusing on relevant qualitative and quantitative cultural, economic, environmental, institutional and social factors. It should also identify methods of data collection, use of data and substantive reporting on key agreed indicators. At the project level, project managers must include a clearly defined plan and an associated costed budget in their project proposal. UNEP projects must be reviewed for adequate monitoring and evaluation plans, based on clearly defined criteria.</p>						

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