

Multilateral Aid Review: Assessment for United Nations Environment Programme (UNEP)

Summary	
Organisation: UNEP	Date: February 2011
Description of Organisation	
Overview: Based in Nairobi and headed up by Achim Steiner (Executive Director), UNEP is the designated UN systems entity for addressing environmental issues at the global and regional level. UNEP is an implementing agency of the Global Environment Facility	
Mandate: “To coordinate the development of environmental policy consensus by keeping the global environment under review and bringing emerging issues to the attention of governments and the international community.”	
Mission: “To provide leadership and encourage partnership in caring for the environment by inspiring, informing, and enabling nations and people to improve the quality of life without compromising that of future generations”.	
Mantra: “Environment for development”.	
UNEP has eight Divisions;	
<ul style="list-style-type: none">- Division of Early Warning and Assessment- Division of Policy Development and Law- Division of Environmental Policy Implementation- Division of Technology, Industry and Economics- Division of Regional Cooperation- Division of Environmental Conventions- Division of Communication and Public Information- Division of Global Environment Facility Coordination	
UNEPs has six priority focal areas:	
<ul style="list-style-type: none">- Climate Change- Disaster Risk Reduction- Ecosystem Management- Environmental Governance- Harmful substances- Resource Efficiency	
UNEPs responsibilities include:	
<ul style="list-style-type: none">- Promoting international cooperation in the field of the environment and recommending appropriate policies- Monitoring the status of the global environment and gathering and disseminating environmental information – with a particular focus on scientific information- Facilitating the coordination of UN activities on environmental issues and ensuring, through cooperation, liaison and participation that	

- activities take account of the environment
- Catalysing environmental awareness and action to address major environmental threats
- Developing regional programmes for environmental sustainability
- Providing country-level environmental capacity building and technology support
- Helping develop international environment law and providing expert advice on the development and use of environmental concepts and instruments

Budget: UNEP works from a biennial budget. For 2010 – 2011 this is \$US 397.8 million. Of which, \$156 million comes from the Environment Fund (central fund), with the remainder from the UN regular budget, trust funds and earmarked contributions.

Contribution to UK Development Objectives	Score (1-4)
<p>1a. Critical role in meeting International Objectives</p> <ul style="list-style-type: none"> + UNEP plays a unique role in keeping the global environment under review, supporting and underpinning the achievement of the MDGs + Strategically UNEP is an important organisation to developing countries as it is the only UN agency with its HQ in a developing country + UNEP is driving forward work on green growth and future economies - UNEPs central role is on global environmental issues, its direct impact on development at the country level is difficult to measure = Clear strategic role but limited country outreach. 	<p>Satisfactory (3)</p>
<p>1b. Critical role in meeting UK Aid Objectives</p> <ul style="list-style-type: none"> + UNEP plays an important role in bridging the science policy interface on climate change and broader environment development issues + UNEP is leading UN efforts to underpin development objectives and the achievement of all the MDGs with sound environmental management, including through building the capacity of developing countries to mainstream climate and environment in development planning + UNEP is the lead agency on achieving MDG7 + UNEP is reaching the most vulnerable through its climate change adaptation work, including capacity building to participate in United Nations Framework Convention on Climate Change (UNFCCC) negotiations and in the preparation of National Adaptation Programmes of Action (NAPAs) + UNEP is playing a leadership role in the area of sustainable wealth creation through its green growth initiative and support for the Economics of Ecosystems 	<p>Satisfactory (3)</p>

<p>and Biodiversity (TEEB) initiative</p> <ul style="list-style-type: none"> + UNEPs work on pre and post conflict environmental assessments, disaster risk reduction and environmental cooperation to avoid conflict is delivering humanitarian results in fragile states and contributing to peace and security – UNEP plays a normative function at the global / regional level, its operational function at the country level is limited = Reasonably good fit between UNEP’s role and UK’s main aid priorities. 	
<p>2. Attention to Cross-cutting Issues:</p> <p>2a. Fragile Contexts</p> <ul style="list-style-type: none"> + If requested by countries, UNEP is able to work in fragile states (e.g. Sudan and Afghanistan) and has a mandate to work on fragility and security issues. – UNEP does not have social safeguards in place = Score reflects UNEP’s particular approach in fragile contexts, where they play a strategic role in relation to conflict over scarce resources. <p>2b. Gender Equality</p> <ul style="list-style-type: none"> + UNEP has policy on gender mainstreaming. + All projects and publications are scrutinized for gender considerations in UNEP’s internal appraisal committees. – Evidence is lacking of the application of gender mainstreaming in policies = Almost a 3. Improved delivery of mainstreaming gender equality into policies is required for an improved score <p>2c. Climate Change</p> <ul style="list-style-type: none"> + UNEP is the central pillar on environment in the UN system + Its mandate is to deliver impacts on improved environmental management and to help respond to climate change + UNEP is leading a process across the UN to develop a standardised set of environmental safeguards. This process was agreed in early 2010 so has not as yet delivered measurable results + The joint UNEP/UNDP Poverty and Environment Partnership is mandated to support developing countries integrate environment into national development plans – Whilst project documentation requires environmental risks to be identified and managed, evidence is lacking on the use of safeguards = UNEP delivers strong impacts in improving global management of the environment and natural resources and to support developing countries integrate climate and 	<p>Satisfactory (3)</p> <p>Weak (2)</p> <p>Strong (4)</p>

environment within their national strategies and plans	
<p>3. Focus on Poor Countries <i>The focus on poor countries component only considers UNEP's country level work, thereby avoiding any penalty for its normative work.</i></p> <ul style="list-style-type: none"> – Whilst UNEP has in place a policy on 'Strategic Presence' it is unclear how UNEP identifies which countries it should provide services to. = UNEP has a clearer strategy for targeting its work in poor countries 	Weak (2)
<p>4. Contribution to Results</p> <ul style="list-style-type: none"> + Under Achim Steiners' leadership, UNEP is pushing for more challenging objectives aimed at meeting development objectives + As an implementing agency of the GEF, UNEP is able to demonstrate delivery of pro-poor programmes at the country level. – In countries where UNEP does have a delivery presence, its ability to deliver is sometimes hampered by having to deliver through other agencies – Demonstrating UNEPs delivery against development and humanitarian objectives is difficult – Evidence to support UNEP's claims that it delivers against its objectives is not always available = Improved evidence of delivery against clear objectives and the impacts achieved is required for an improved rating 	Weak (2)
Organisational Strengths	Score (1-4)
<p>5. Strategic & Performance Management</p> <ul style="list-style-type: none"> + UNEP has a clear mandate and a Medium Term Strategy for implementation. + UNEP has introduced a process of Results Based Management + Achim Steiner provides strong and effective leadership + UNEP has a good evaluation function in place – There is little evidence of how the UN Governing Council (GC) holds management to account – There is little evidence on how evidence is used by the GC in decision making = Improved evidence based decision making is needed in the GC, and improved uptake and reporting against results based management is required to achieve an improved score 	Weak (2)
<p>6. Financial Resources Management</p> <ul style="list-style-type: none"> + UNEPs budget is decided upon in an open and 	Weak

<p>transparent manner</p> <ul style="list-style-type: none"> + UNEP will have in place by 2011 a Programme Accountability Framework - UNEP suffers from a lack of predictable funding - UNEP does not have a mandate (or budget) to distribute aid. Rather it sets the global environmental strategy, and has a strong convening power to bring together country leads and make the inter-linkages between environment and development agendas. = Need for strengthened predictability of funding. 	<p>(2)</p>
<p>7. Cost and Value Consciousness</p> <ul style="list-style-type: none"> + UNEPs model of operating through other agency systems in country (UNDP) is a much more cost effective operating model than that used by other smaller UN agencies + As an implementing agency of the GEF, UNEP is under the Guidance of the GEF on cost control in regards to those projects which fall under GEF allocation. + In 2010, the UK's National Audit Office joined the Board of Auditors and was assigned responsibility for the audit of UNEP. - Although Achim Steiner has made moves to improve cost control and value for money (vfm), evidence suggests that this is yet to be embraced by all UNEP staff - Country evidence suggests that UNEP staff do not have a concept of value for money and systems are not in place for achieving this - There is no evidence on how UNEP challenges its partners to think about value for money - There is no or little evidence on how UNEP controls administrative costs - There is no or little evidence on how UNEP achieves economy on purchased inputs = Much stronger focus on improving value for money is required for a higher score 	<p>Weak (2)</p>
<p>8. Partnership Behaviour</p> <ul style="list-style-type: none"> + UNEP is implementing a 'Policy on Partnerships' + UNEP is engaged with 34 United Nations Development Assistance Framework (UNDAFs) + The joint UNEP / UNDP Poverty and Environment Partnership is one of the best used examples of how UN agencies can work positively in partnership + UNEP has a strong partnership with civil society, the private sector and other major stakeholders + UNEP delivers its programmes through others at the country level, working through the One UN system - UNEP is perceived as having a relatively low level of 	<p>Satisfactory (3)</p>

<p>country ownership</p> <p>= Improvement in country ownership in those countries where UNEP has a presence is required for an improved score</p>	
<p>9. Transparency and Accountability</p> <p>+ UNEP has a strong regional representation through-out its governance structure</p> <p>- There is little or no evidence on how UNEP promotes accountability in its partners</p> <p>- Accessing information on UNEP projects is challenging</p> <p>- No evidence could be found on the right of redress</p> <p>= Improved reporting on UNEP projects and delivery, improved measures to promote accountability in its partners and evidence of the right of redress by countries or stakeholders is required for an improved score</p>	<p>Weak (2)</p>
<p>Likelihood of Positive Change</p>	<p>Score (1-4)</p>
<p>10. Likelihood of Positive Change</p> <p>+ Internal reform measures have been agreed at previous Governing Councils including on results based management, development of a Medium Term Strategy and the introduction of a stronger Evaluation Function</p> <p>+ Achim Steiner shows strong leadership in reform of UNEP both internally and within the multilateral system</p> <p>+ Good opportunity to achieve reforms in UNEP at the Rio+20 Summit in 2012</p> <p>- Evidence of internal reform measures being well implemented or bring about change is lacking</p> <p>= Stronger commitment and evidence of internal reform measures being adopted and embraced by all UNEP staff is required for an improved score</p>	<p>Likely (3)</p>