



United Nations
Environment
Programme



Distr.
GENERAL



UNEP/GC.14/4/Add.4
15 January 1987

ORIGINAL: ENGLISH

GOVERNING COUNCIL
Fourteenth session
Item 4 of the provisional agenda

INTRODUCTORY REPORT OF THE EXECUTIVE DIRECTOR

Addendum

FUTURE ORIENTATION OF THE WORK OF UNEP

Summary

The first part of the present report (paras. 7-27) summarizes the findings of the internal evaluation carried out by UNEP and the consultations on the evaluation.

The second part (paras. 28-60) contains proposals for the future orientation of the work of UNEP, which include:

(a) That time-limited goals should be set for 1995 for the world community, involving Governments and the United Nations system. These goals are set forth in annex I;

(b) That, as a test of the attainability of these goals, UNEP should set targets for itself, to be achieved by 1992. The setting of such targets would enable a mid-term evaluation of the progress towards realizing the goals and would allow for the introduction of any adjustments that might be required. These proposed targets are listed in annex II.

The third part of the report concerns the steps taken by the Executive Director on the basis of the findings of the internal evaluation, which are described in greater detail in annex IV.

Part IV of the report discusses the relations between UNEP and other members of the United Nations system, while part V contains some concluding remarks by the Executive Director.

An example of a major environmental problem and the relevant 1995 goal for the world community, the 1992 target for UNEP, and the achievement indicators for UNEP is attached as annex III.

Suggested action by the Governing Council

The Governing Council may wish to:

1. Express its views on the results of the internal evaluation of UNEP's work since its inception, as presented in this report and in the Evaluation Report 1986, especially the analysis of the successes and failures of UNEP and the lessons learnt therefrom;
2. Decide on the future orientation of UNEP's work as proposed in part II of the present report;
3. Express its views on the issue of financial resources referred to in paragraph 59 of this report;
4. Express its views on the feasibility of the proposed 1995 goals;
5. Consider, amend, and ultimately approve the 1992 targets for UNEP.

INTRODUCTION

1. The fourteenth session of the Governing Council in 1987 is a major landmark in the history of international co-operation in the field of the environment, as it takes place 15 years after the Stockholm Conference. It is the session at which the Council will consider the Environmental Perspective to the Year 2000 and Beyond as well as the report of the World Commission on Environment and Development. It is therefore an appropriate time to take stock of our past experience and look at the prospects for the future, thus providing an opportunity to correct past mistakes and to improve the direction and emphasis of our strategies and programmes. In addition, it will allow for adjustments to be made in the approach to management and implementation.

2. The general policy objectives of UNEP as defined by the Governing Council at its first session (decision 1 (I), section I) are:

"(a) To provide, through interdisciplinary study of natural and man-made ecological systems, improved knowledge for an integrated and rational management of the resources of the biosphere, and for safeguarding human well-being as well as ecosystems;

"(b) To encourage and support an integrated approach to the planning and management of development, including that of natural resources, so as to take account of environmental consequences, to achieve maximum social, economic and environmental benefits;

"(c) To assist all countries, especially developing countries, to deal with their environmental problems and to help mobilize additional financial resources for the purpose of providing the required technical assistance, education, training and free flow of information and exchange of experience, with a view to promoting the full participation of developing countries in the national and international efforts for the preservation and enhancement of the environment."

3. In the present report, the Executive Director is submitting to the Governing Council a number of proposals for the future orientation of UNEP's work and requesting the views of the Council on them. In preparing these proposals, which are based on the findings of the internal evaluation of UNEP activities since its inception and the consultations thereon undertaken in the period September 1985 - August 1986, the Executive Director has kept clearly in mind the above-mentioned policy objectives of UNEP and later Governing Council decisions, as well as the framework for action in the priority areas identified by the Council at its session of a special character, and relevant General Assembly resolutions. The proposed orientations are framed with the understanding that they will fit within the context of the system-wide medium-term environment programme and the UNEP programme budget and could be implemented within the available resources of UNEP and in full concert with co-operating agencies and supporting organizations.

4. Within the general lines for future orientation, the Executive Director is suggesting goals for the improvement of the environment and the management of natural resources which could be considered for achievement by Governments and the United Nations system by the year 1995. These are presented to the Council for review and comments, and not for approval at this stage. After the Council has considered them, the goals will be the subject of in-depth

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consultations with the partners of UNEP in the United Nations system. They will be included in the objectives of the second system-wide medium-term environment programme and then presented with it for approval to the Governing Council at its proposed special session in 1988. The Executive Director is also proposing specific targets that can be achieved by UNEP itself by the midway stage - 1992 - and which are designed to be fully supportive of action to achieve the goals. If approved by the Governing Council, they will constitute a yardstick for mid-term evaluation of the implementation of the system-wide medium-term environment programme and the global goals.

5. The broader context in which the proposals must be viewed are the current initiatives being undertaken by the United Nations system and world community to further sharpen the perception of and approaches to environmental matters. The main elements are the ongoing intergovernmental work on the Environmental Perspective to the Year 2000 and Beyond and that of the World Commission on Environment and Development. Other contributions include the work of the United Nations Economic Commission for Europe (ECE) on the regional strategy for environmental protection and rational use of natural resources in ECE member countries for the period up to the year 2000 and beyond and the EEC documents relating to the activities connected to the European Year of the Environment. When all these documents are available, some of the views presented in this report may have to be adjusted. The Executive Director will return to this subject, if need be, in the body of his introductory report (UNEP/GC.14/4).

6. It should be noted also that the views of the Governing Council on the report of the World Commission on Environment and Development, the Environmental Perspective, and the future orientation of UNEP's work will constitute important inputs into the cross-organizational programme analysis on the environment.

I. EVALUATING THE PAST

A. The purpose and process of the evaluation

7. September 1985 saw the start of an internal evaluation of the activities of UNEP since its inception. The purpose of the evaluation was to:

- (a) Analyse the past performance of UNEP and identify areas of success and failure;
- (b) Derive general lessons from the analysis;
- (c) Establish the future orientation of the work and activities of UNEP taking into account the lessons learnt.

8. The evaluation, during which 995 projects were examined, was an elaborate process, involving repeated discussions at all levels of the UNEP secretariat and culminating in a seminar convened by the Executive Director and attended by senior UNEP staff, high-level advisors and some permanent representatives to UNEP, acting in their personal capacities. A preliminary report was then prepared and circulated informally for comments, together with the background papers summarizing the views which emerged during the discussions, to all Governments, co-operating agencies and some international and regional organizations and scientific institutions.

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9. The present report is based on this long process of evaluation and consultation.

B. Results of the evaluation

10. The Evaluation Report 1986 presents the highlights of the UNEP internal evaluation and gives, examples of activities which achieved a good measure of success, moderately successful activities and activities which could not be considered successful. In addition, a summary of the main achievements of UNEP since its inception will be presented as part of a popular publication describing UNEP's work.

11. The evaluation helped in identifying where emphasis could be most usefully placed in UNEP's future activities, where UNEP should improve its performance, and, finally, where a revision of approach and emphasis must be considered. The main findings and results of the evaluation are presented briefly below.

1. Main achievements

12. The evaluation highlighted a series of achievements which UNEP has realized in co-operation with Governments, organizations and bodies within the United Nations system, and other governmental and non-governmental organizations. The main achievements are summarized below:

(a) Catalysis

13. The extent of the financial and intellectual catalysis which has resulted from UNEP activities cannot be stated precisely, as no real effort was made in the past to make such an assessment on the basis of information from Governments and agencies. There are, however, some general but clear indications of this impact. The most obvious catalytic role has been achieved, as expected, within the United Nations system, from which, through the co-operation of United Nations organizations and bodies, UNEP has been able to mobilize considerable financial and human resources as well as the wealth of technical information that had been collected over a long period of time and at relatively greater expense. This mobilization and catalysis took place through joint programming, thematic joint programming, the system-wide medium-term environment programme (SWMTEP), and the biennial programme budgets formulated on the basis of SWMTEP. Co-operating agencies and supporting organizations contributed more than 55 per cent of the total cost of the projects compared to less than 40 per cent from UNEP. In addition, there were a number of cases in which groups of Governments established trust funds for programmes initiated by UNEP (for example, the various regional seas action plans, the Convention on International Trade in Endangered Species of Wild Fauna and Flora, and the Convention on the Conservation of Migratory Species of Wild Animals). A number of individual Governments have also provided trust funds for special purposes, especially through the clearing-house programme. Thus, for a total of about \$260 million disbursed by the Environment Fund, Governments, co-operating agencies and supporting organizations contributed some \$1,070 million, which means that the Fund has generated four times the quantity of resources that it has spent.

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(b) Public awareness

14. Successful ventures have been identified on several fronts, for example:

(a) Considerable impact has been achieved in building public awareness of general environmental problems through public information and mass media programmes, such as World Environment Day, the outreach programme and various international meetings addressing such varied audiences as industrialists, parliamentarians, non-governmental organizations not principally concerned with environment, as well as religious groups, women, and young people;

(b) Emerging issues of global importance have been drawn to the attention of the international community and action has been initiated. Notable examples include both broad issues, such as the need for sustainable development, and specific ones, such as the problems arising from the changing composition of the atmosphere, desertification, energy production and use, marine pollution, industry, and others. This awareness has been created through the convening of major international conferences and other meetings, through the publication of annual state-of-the-environment reports and various technical reports and bulletins, and by other means.

(c) Data gathering, monitoring and assessment

15. The overall area of data gathering and the achievement of a better understanding of the dynamics of environmental problems with a view to management and reduction of negative impacts has been dealt with most successfully. Efforts in this area include:

(a) The establishment, through the International Register of Potentially Toxic Chemicals (IRPTC), of a global information exchange network providing a query-response service and evaluations of the effects of chemicals on the environment;

(b) The establishment of INFOTERRA, the International Environmental Information System, which now has over 125 focal points in different countries, lists more than 5,200 sources of information and processes about 10,000 queries a year;

(c) The establishment of global monitoring and assessment systems (relating to climate, health and natural resources) through the Global Environmental Monitoring System (GEMS) and the development of the Global Resource Information Data Base (GRID) to bridge the gap between monitoring, assessment and management by providing site- and problem-specific data;

(d) The creation of data bases and systems for the conservation and management of genetic resources, including the establishment of gene banks, and the World Data Centre for Micro-organisms.

(d) Environmental management

16. Environmental management is a very broad area and has been one of the main objects of the attention of UNEP and its partners. Considerable progress has been made on the conceptual, policy and institutional front, as well as in practical application. The major achievements include:

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(a) The preparation of important conceptual studies and case-studies, as well as tools and recommendations for action on environmentally sound and sustainable development, including studies on:

- (i) Alternative patterns of development and life styles;
- (ii) Interrelationships between people, resources, environment and development;
- (iii) Population and the environment;
- (iv) Health and the environment;
- (v) Environment in the dialogue between and among developed and developing countries;
- (iv) Integration of environmental considerations in development planning covering: environmental impact assessment, cost-benefit analysis, integrated physical planning, risk assessment and management, and environmental accounting.

(b) Development and increasing refinement of the understanding and practice of environmental management as a major instrument in promoting sustainable development;

(c) Assistance in preparing, and promotion of, a series of environmental management frameworks including action plans (such as the Plan of Action to Combat Desertification and the Global Plan of Action for the Conservation, Management and Utilization of Marine Mammals), strategies, (such as the World Conservation Strategy) and general policy instruments (such as the World Soils Policy);

(d) Major breakthroughs in the promotion and establishment of international and national legal instruments, as well as guidelines and principles, for the protection of the environment and its resources. These include the Convention on International Trade in Endangered Species of Wild Flora and Fauna, the Convention on the Conservation of Migratory Species of Wild Animals, global guidelines and principles for environmental action by Governments, in such areas as shared natural resources, hazardous wastes, toxic chemicals, and marine pollution from land-based sources, conventions and protocols for the protection of the marine environment within the framework of the regional seas programme, and conventions for the control of atmospheric pollution, such as the Vienna Convention for the Protection of the Ozone Layer.

(e) Financing institutions and development assistance

17. UNEP, in co-operation with UNDP and the World Bank, developed the Declaration of Environmental Policies and Procedures Relating to Economic Development, now signed by 12 institutions. The Committee of International Development Institutions on the Environment (CIDIE) has proved to be a useful framework for promoting the consideration of environmental aspects in projects financed or supported by multilateral and bilateral financing institutions and aid agencies.

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(f) Assistance to developing countries in dealing with their serious environmental problems

18. Over the past five years, the clearing-house experiment has certainly drawn growing support from donor agencies, and interest in it is growing rapidly in developing countries. However, efforts are still required to widen the base of donor countries.

2. Failures and weaknesses

(a) Environment Fund

19. The stop-go approach caused by a lack of stable commitments to the Fund resulted in programming difficulties, prevented smooth internal implementation, and disrupted the implementation of joint programmes and projects with co-operating agencies and supporting organizations. There was also a tendency to dispense a relatively large portion of financial and manpower resources on small projects, a number of which had negligible results in terms of addressing serious global and regional environmental problems.

(b) Substantive issues

20. While Earthwatch has had noteworthy achievements, it has not worked as a co-ordinated whole. Up to now its activities have not been closely linked to management needs.

21. The environmental management component has failed to use assessment in a consistent manner and has not put enough emphasis on an integrated approach. Furthermore, insufficient use has been made of existing information and techniques.

22. Support measures have not been on the whole adequately co-ordinated and as a result have not provided enough support for the rest of the programme.

(c) Management issues

23. The following management issues emerged from the evaluation:

(a) No real effort has been made in the past to assess the financial and intellectual catalytic effect which UNEP has produced on others;

(b) Several projects did not achieve the required results nor produce the desired impact because of poor formulation of concrete objectives and a lack of intellectual input and monitoring by the UNEP secretariat;

(c) Interlinkages among sub-programmes have been slight. The practice has been to confine project activities inflexibly to individual sub-programmes rather than introducing multidisciplinary projects to be executed under several sub-programmes;

(d) In most cases, activities developed with UNEP inputs and the impact of such activities have not been the subject of follow-up action. For example, a large number of people were trained but nothing further was done to ensure that they were of benefit to their countries upon completing their training; pilot projects were executed but their replication was not followed up; and, various legal instruments and methodologies were produced but no follow-up action was taken on their implementation.

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3. Lessons learnt

(a) Relations with partners

24. The evaluation revealed three main lessons concerning UNEP's relations with its partners:

(a) The linking and joint implementation of UNEP activities with those of qualified, specialized co-operating agencies and supporting organizations is the most effective course of action;

(b) Special care should be taken in the selection of government departments as counterparts for joint activities. In most countries, there is no single ministry spanning all environmental concerns;

(c) Collaboration with non-governmental organizations especially at the national level contributes significantly to changing public attitudes to environmental issues and finding solutions to problems, especially at the grassroots level.

(b) The Environment Fund

25. The catalytic role of UNEP is most useful where it can encourage co-operating agencies, supporting organizations and Governments to provide funds from their own resources for environmental programmes, in addition to the Environment Fund. The catalytic role of the Environment Fund can also assist in the active development and/or the quicker implementation of programmes established by the specialized agencies to meet the aspirations which prevailed at the time of the Stockholm Conference. These aspects should therefore be strengthened.

26. At the same time, the need for additional resources to implement the programme is very obvious. The clearing-house experiment, the counterpart contributions, the AGFUND contributions, and DESCONE resource mobilization are all essential but should be consolidated. Funding should be sought from other sources, such as industry and voluntary foundations.

(c) Management matters

27. As far as management matters are concerned, the evaluation exercise revealed that:

(a) Emphasis should be laid on areas where UNEP has achieved concrete successes with a view to further developing these areas and improving its expertise in them;

(b) More attention needs to be paid in programme and project development to preparatory work on the identification and conceptual formulation of objectives, as well as to the actual management, monitoring and follow-up during implementation;

(c) Target audiences and the manner of addressing and reaching them need to be much more carefully identified;

(d) Specific targets and achievement indicators need to be set, in consultation with co-operating organizations, in order to be able to measure progress objectively.

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II. PROPOSED FUTURE ORIENTATION

A. Concentration

28. The proposals set forth here are presented with a clear understanding that solutions to serious environmental problems, whether global, regional or national, depend to a very large extent on the full integration of environmental considerations in the development process. The full range of this process includes policies, plans, programmes and projects at the national, regional, local and sectoral levels.

29. The Executive Director is fully aware that the long-term solutions needed, in particular the refinement of appropriate tools and methodologies, will take time to develop, as will the necessary changes in the attitudes of planners, who will have to start looking beyond physical transactions and financial budgets and into the national resource budgets. He therefore believes that UNEP should orient its future activities in four main directions:

(a) The refinement of existing tools for the integration of environmental considerations in development policies, plans, programmes and projects. In addition to these existing tools, which include environmental impact assessment, cost-benefit analysis, and risk analysis, new ones, such as environmental accounting, must be developed;

(b) The anticipation of environmental problems and issues and the alerting of the world community to their potential dangers;

(c) The focusing of world attention on a limited number of the most serious environmental problems and the setting of specific goals with precise time-limits for their solution, essentially through addressing their causes. These goals should constitute global objectives for Governments, the United Nations system and various societal groups (for example, non-governmental organizations, women, young people, and religious groups);

(d) The concentration of efforts, with its partners within and outside the United Nations system, on assisting a limited number of countries in re-orienting their development patterns towards sustainable development.

1. Concentration at the programme level

30. The major problem areas presented here have been identified on the basis of the Governing Council recommendations made at past regular sessions and at the session of special character, the emerging issues presented in the state-of-the-environment reports, and consultations with the Designated Officials for Environmental Matters.

31. In the view of the Executive Director, the major environmental and institutional problems requiring priority attention from the world community and UNEP are as follows:

- (a) Climate modification and atmospheric changes;
- (b) Fresh water shortage and degradation;
- (c) Desertification and soil degradation;

- (d) Deforestation and loss of biological diversity particularly in tropical forests;
 - (e) Marine pollution and management of coastal areas;
 - (f) Environmental hazards of industry, including nuclear industry, toxic chemicals and hazardous wastes;
 - (g) Environmental degradation associated with uncontrolled urbanization;
 - (h) Very limited or complete lack of integration of environmental considerations in the development policies, plans, programmes and, projects and in development co-operation, and lack of easy access to low-waste and environmental protection technologies.
- (a) Goals and targets as part of a concerted strategy to deal with major environmental problems

32. By their nature, the policy objectives of intergovernmental or governmental bodies are set in general terms. Unfortunately, this often leads to a proliferation of sets of targets and activities with an attendant dispersal of scarce resources and the eventual achievement of only limited results. Furthermore, when objectives are formulated in general terms, it becomes extremely difficult to evaluate performance. Hence, measurable and time-limited goals and targets should be set to measure concrete achievements.

33. The Executive Director proposes that the following criteria should be used to select areas for setting goals for the world community and targets for UNEP itself:

(a) The areas selected should fall within the priorities for 1982-1992 set by the Governing Council at its session of a special character and endorsed by the General Assembly of the United Nations in 1982, with account taken of more recent major environmental events and emerging issues;

(b) The areas should be ones in which:

- (i) The United Nations system, including UNEP, has reasonable resources and sufficient experience to play an effective role in assisting Governments in achieving the goals;
- (ii) UNEP has reasonable experience and can make a useful contribution;
- (iii) Governments are prepared to take action or are already taking action;
- (iv) Actual progress in meeting the goals could be measured in terms of concrete results in a reasonable period of time.

(b) Suggested goals for the world community

34. Annex I contains a list of 10 goals proposed as being the type which the international community might wish to consider and discuss, and which could be achieved by the concerted efforts of all concerned by the year 1995. These goals cover essential elements of the major environmental problems which have been identified. (It should be noted that within the United Nations system the problem of uncontrolled urbanization is essentially the responsibility of United Nations Centre for Human Settlements.) As stated earlier, these goals are presented to the Governing Council for its consideration and comments. If considered feasible by the Council, they will become the subject of in-depth consultations within the United Nations system in preparation for the second system-wide medium-term environment programme and their proposed final versions will be presented to the Governing Council for adoption in 1988.

(c) Targets for UNEP

35. Twenty targets, which derive from the proposed goals, have been selected for action by UNEP itself during the period 1987-1992 and beyond. The targets, which are listed in annex II, should be considered as components of an overall strategy to tackle the major environmental problems and will directly support action by Governments to implement the goals. Again, as stated earlier the implementation of these targets should be a yardstick to measure the achievement of the objectives of the system-wide medium-term environment programme and the implementation of the global goals. This would help mid-term evaluation and correction of the system-wide medium-term environment programme and the goals.

2. Concentration at the country level

36. Environmental problems manifest themselves at the global, regional and national levels. However, most of the problems (air pollution, toxic chemicals, hazardous wastes, soil loss) arise and are to be overcome by action at the national level. Consequently, in order to address global and regional problems, countries should be supported in tackling their causes and in applying solutions. A large number of countries, particularly in the developing regions, suffer environmental degradation and deterioration of their natural resource base because of development activities which are unsustainable. Few of them are taking steps to incorporate environmental considerations into the development process. UNEP should therefore assist these countries to do so. This can only be accomplished with the full commitment of the Governments concerned and co-operation of the United Nations system, other intergovernmental bodies, bilateral or multilateral donors, NGOs, and others assisting these Governments.

37. In order to create the conditions that will lead to sustainable development, national environmental machineries should be assisted in developing the capacity and responsibilities not only to deal with current environmental problems but also to anticipate new ones and take action to prevent them.

38. It is difficult to give effect to the above measures in all developing countries at the same time. It is therefore proposed that UNEP, in co-operation with all its partners, within and outside the United Nations system, should concentrate its efforts on assisting a limited number of countries to re-orient their development patterns towards sustainable development and establish the institutional support required to achieve this end. This effort would begin with a number of carefully selected multidisciplinary, multisectoral demonstration or model activities.

39. The concept of concentration here means co-ordinating large numbers of separate efforts in a given country to tackle the problems at their roots. It does not entail either shifting the resources or the technical advice of UNEP and its partners to these countries to the exclusion of others or moving the focus of UNEP away from global and regional issues to national ones.

40. Real difficulties exist in selecting individual countries. It is suggested that the following criteria could be applied:

(a) Likelihood to derive greatest benefit in re-orienting development plans towards environmentally sound sustainable development;

(b) Political will, as exemplified in environmental legislation, constitutional safeguards and budget provisions for environmental concerns;

(c) Capacity to undertake actions that can be repeated by other countries;

(d) Interest and willingness to invest national resources;

(e) Existing experience by UNEP and the United Nations system in a particular subject or country.

41. The clearing-house programme of UNEP should be one of the main means of encouraging the provision of the required assistance to developing countries and UNEP's co-ordinating role should be decisive in concentrating the various efforts towards achieving the proposed targets.

B. Basic perceptions and proposed future orientation of the programme elements

1. Earthwatch

(a) Basic perceptions

42. Based on research, monitoring, and data evaluation, Earthwatch is the part of the programme that assesses the status of selected environmental indicators, including natural resources, analyses environmental trends, provides forecasts of impending changes and proposes directions for action for the proper management of the environment.

43. Governments need data and assessments which can readily be used in developing sound environmental management policies and development plans and will judge Earthwatch by the benefits they can derive from it and by the usefulness of the information it provides. At present the paucity and incompatibility of data and the limited state of scientific knowledge have curtailed the scope and usefulness of environmental assessment. However, methods are being constantly improved.

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(b) Proposed future orientation

44. Earthwatch, while continuing its efforts to achieve better data compatibility, should be closely tied to management needs. When management needs are clearly defined, it becomes much easier to decide what kind of assessment can usefully be conducted. While data compatibility is important for the preparation of valid statements, Earthwatch should issue the best practicable assessment or technical analyses, based on the available data, to meet urgent management needs. In cases where data are not complete, suitable qualifiers concerning data resources and accuracy should be given.

45. Earthwatch should pay particular attention to the assessment of natural resources at the global, regional and national levels, which can serve as a basis for rational resource management, giving priority to desertification, soil degradation, deforestation and marine and inland water pollution. Technical analyses and assessments should be prepared, in appropriate formats, for technicians, policy makers and the general public, including special interest groups, the basic aim in the latter two cases should be to positively influence attitudes towards the environment.

46. In addition, Earthwatch should assist countries, in particular developing countries, in:

- (a) Establishing effective national monitoring systems and national geographic information systems (GIS);
- (b) Improving environmental data collection and assessment capabilities;
- (c) Working towards data compatibility.

2. Environmental management

(a) Basic perceptions

47. The environmental management component is that part of the programme which promotes environmentally sound management of ecosystems, with a view to achieving development that is sustainable. Environmental management provides a framework for the development of analytical tools that make incorporation of environmental concerns into the development process possible. Environmental management cuts across the activities of the entire United Nations system. UNEP is in a better position than most other members of the system to promote environmental management, and it should continue to reinforce its catalytic role in this area endeavouring to integrate the sectoral approaches of the specialized agencies.

(b) Proposed future orientation

48. One of the most successful approaches applied by UNEP in the past has been that of assisting Governments, at their request, in initiating programmes of regional or global co-operation for environmental management. UNEP should continue to emphasize this approach in its future work.

3. Support measures

(a) Basic perceptions

49. The support measures component is essential for the implementation of Earthwatch and environmental management activities. Integration of environmental concerns in development plans and programmes is the key to achieving sustainable development. Such integration requires special tools such as environmental impact assessment, cost-benefit analysis and environmental accounting. It also needs appropriate institutional support in the form of environmental machinery and environmental legislation. Public awareness, through information and education, is essential to establish the necessary support for sustainable development, as is the training of the required national personnel. Regional co-operation is also essential since a large number of environmental problems cannot be resolved within the boundaries of any one nation, and has the added benefit of leading to better results through the pooling of resources and knowledge.

(b) Proposed future orientation

(i) Public information

50. UNEP should endeavour to implement a coherent information policy and strategy that will concentrate on high priority environmental problems. Target audiences should be clearly identified in accordance with the effect to be achieved. The outreach programme - reaching out to new constituences - should be further developed.

(ii) Environmental education and training

51. Environmental education courses should be developed for all levels of education. Multiplier effects should be sought throughout. In this respect, special emphasis should be laid on the environmental aspects of teachers' training.

52. Flexible training programmes should be developed to meet the needs of the trainees' countries. Better cost-effectiveness of training programmes should be achieved through the use of mobile training teams, the support of regional training centres, and the judicious use of institutions in developed countries. The follow-up of trainees should be given special emphasis.

(iii) Environment and development

53. Programmes designed to integrate environmental considerations in the development planning process should be given high priority. A limited number of developing countries should be selected, in consultation with the relevant bodies and organizations of the United Nations system, for the application of environmental management techniques and the development of appropriate support structures to achieve such integration. Environmental accounting and risk management should be developed. UNEP should spare no effort trying to ensure that environmental impact assessment, including social impact analysis, is undertaken before the approval of development projects, whether they are financed entirely from national resources or are supported by outside

institutions. Attention should be paid to the full range of macro-economic policies which often delay, deflect or otherwise negate the country's efforts to improve existing environmental considerations and long-term prospects. These macro-economic policies include such diverse elements as agricultural pricing, the role of women in rural development, population policies and the whole range of taxes and subsidies.

(iv) Regional co-operation

54. UNEP regional offices should co-ordinate their efforts more fully with the United Nations regional economic commissions and their environmental units, as well as with the regional offices of members of the United Nations system, regional development banks and other regional intergovernmental organizations. The UNEP clearing-house programme should play an important role in facilitating co-operation among countries.

(v) Environmental law and machinery

55. Major emphasis should be given to the development of treaties and other international agreements for the protection and conservation of the environment and its resources. UNEP should also encourage and support Governments of developing countries in the establishment of strong environmental machinery and suitable environmental legislation which can be enforced.

C. Management of the programme

56. As far as UNEP is concerned, concentration at the programme level is essential. However, all the existing UNEP sub-programmes were included at the initiative of either the Governing Council or the United Nations system when the system-wide medium-term environment programme was developed. It is therefore proposed that all these sub-programmes be retained, because their inclusion is an indication that, given the resources, the Council would wish them all to be pursued. Concentration could be effected by selecting, within these sub-programmes, priority areas for concerted action by the world community and UNEP. In other areas, UNEP would continue to apply its catalytic role through much lower levels of financial support, but more active intellectual inputs.

57. As part of efforts to achieve better programme management, criteria for selection of activities and projects have been developed. In addition to the criteria approved by the Governing Council in its decision 13/15, UNEP should give priority to activities where one or more of the following conditions are met:

- (a) The problem to be tackled is of a multidisciplinary, multisectoral nature;
- (b) No other organization is doing or can do the job on its own;
- (c) UNEP can play a clear catalytic or co-ordinating role;
- (d) There are indications that the action will be continued after UNEP withdraws or is likely to be self-sustaining once initiated by UNEP;

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(e) The action is meant to assist a number of countries to deal with common problems;

(f) The action will support efforts of Governments in developing countries to develop their own national environmental machinery, strategies, programmes and legislation;

(g) The action is geared towards anticipating environmental problems and taking preventive measures or mitigating serious damage.

58. UNEP will also:

(a) Ensure the incorporation of environmental considerations into the development process rather than support developmental activities per se;

(b) Maintain a balance between global, regional and national activities;

(c) Maintain a balance between supporting the environmental initiatives of members of the United Nations system and action by Governments or groups of Governments to deal with their major environmental problems.

59. Better financial management of the programme is necessary. Additional resources and a more predictable base for government contributions will be needed. It is suggested that the following possibilities be explored by the Governing Council to make for a more viable financial situation:

(a) The core programme might be financed by agreed assessed contributions;

(b) Contributions might be pledged to the Environment Fund for periods of three or four years;

(c) Larger counterpart contributions might be pledged;

(d) Fees might be charged for publications and query/response services;

(e) National staff, including junior professional officers, might be seconded to the UNEP secretariat at the expense of national Governments.

60. It is also proposed that a series of achievement indicators should be employed to serve as a precise, objective measurement of the progress achieved in attaining the UNEP targets. Wherever possible, these indicators will be quantitative, but some degree of qualitative measurement will also be used. Annex III gives an example of how these achievement indicators could be fixed in relation to major environmental problems, relevant goals and targets.

III. STEPS TAKEN BY THE EXECUTIVE DIRECTOR FOLLOWING THE EVALUATION

61. On the basis of the results of the evaluation, the Executive Director has taken a series of steps regarding structural changes in the organization, as well as other management decisions that will facilitate the proposed future orientation. These steps are detailed in annex IV.

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IV. RELATIONS WITHIN THE UNITED NATIONS SYSTEM

62. UNEP was established by the General Assembly of the United Nations in 1972 as the "focal point for environmental action and co-ordination in the United Nations system". Thus, UNEP cannot stand in isolation within the United Nations system. UNEP has used and will continue to use, the wealth of expertise and information accumulated in the agencies on problems, needs and possibilities in individual countries and at the regional and global levels. UNEP will continue to benefit from the access it has, through the agencies, to the many national bodies dealing with environmental problems. Through its co-operation with the United Nations Agencies bodies and organizations it will continue to influence the use of much greater resources than are available in the Environment Fund.

63. In pursuing a policy of increasingly improved relations with other members of the United Nations system, UNEP will:

(a) Provide a continuing intellectual input necessary in the adoption of a multidisciplinary approach to solving environmental problems;

(b) Focus its efforts in selected areas where it has a well developed expertise, and will not try to influence other members of the system across the board;

(c) Actively maintain and support the positions which have been reached in agreement with other members of the system.

64. Furthermore, co-operation within the United Nations system must be:

(a) Strengthened in terms of the role and effectiveness of the Designated Officials for Environmental Matters;

(b) Conducive to better contacts at the working level at all stages of programme development and implementation. This is especially important in the implementation of the system-wide medium-term environment programme and in future evaluations of the environment programme of the whole system.

65. It should be noted that, notwithstanding the fact that UNEP has never been and will never be a funding agency, the percentage of expenditures from the Environment Fund which went to co-operating organizations fell from 44 per cent in 1979 to 30 per cent in 1985. This fall can be explained partly by the increase of environmental awareness among developing countries, which has led to requests which UNEP cannot ignore, and partly by decisions taken by the Governing Council on regional programmes and networks, which claimed an increasing share of its financial resources.

V. CONCLUDING REMARKS

66. The evaluation has proved to be a worthwhile exercise and has been supported by all the Governments who sent comments on its preliminary results. Evaluation should be considered a continuing process, to be repeated at suitable intervals in consultation with co-operating agencies and supporting organizations. Moreover, the Executive Director feels it important that there should be a regular item on the agenda of the Governing Council under which he would report on performance against a clearly defined set of targets.

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67. However, all the foregoing evaluation related to the work of the UNEP secretariat and the process of formulating and implementing the Environment Programme. It did not address the role of the Governing Council. The Executive Director believes that this matter should be addressed by Governments themselves.

68. General Assembly resolution 2997 (XXVII) defined the functions and responsibilities of the Governing Council as follows:

"(a) To promote international co-operation in the field of the environment and to recommend, as appropriate, policies to this end;

"(b) To provide general policy guidance for the direction and co-ordination of environmental programmes within the United Nations system;

"(c) To receive and review the periodic reports of the Executive Director of the United Nations Environment Programme [...] on the implementation of environmental programmes within the United Nations system;

"(d) To keep under review the world environmental situation in order to ensure that emerging environmental problems of wide international significance receive appropriate and adequate consideration by Governments;

"(e) To promote the contribution of the relevant international scientific and other professional communities to the acquisition, assessment and exchange of environmental knowledge and information and, as appropriate, to the technical aspects of the formulation and implementation of environmental programmes within the United Nations system;

"(f) To maintain under continuing review the impact of national and international environmental policies and measures on developing countries, as well as the problem of additional costs that may be incurred by developing countries in the implementation of environmental programmes and projects, and to ensure that such programmes and projects shall be compatible with the development plans and priorities of those countries;

"(g) To review and approve annually the programme of utilization of resources of the Environment Fund."

69. The Governing Council may wish to request its officers and/or the Committee of Permanent Representatives to review actions by the Governing Council in the discharge of each of the above functions and responsibilities and to make concrete recommendations to the Council at its next session on the further implementation of its role.

70. The Executive Director is prepared to co-operate fully with whichever body the Governing Council wishes to entrust with this evaluation.

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Annex I

PROPOSED GOALS WHICH COULD BE ACHIEVED BY GOVERNMENTS BY 1995
WITH THE SUPPORT OF THE UNITED NATIONS SYSTEM

Goal 1: The formulation and adoption of one or a number of international legal instruments to address concerns about the effects of global and regional climate modification and other impacts arising from changes in the composition of the atmosphere caused by human activity

Rationale

Climate change is one of the most significant environmental threats to the future, affecting global ecosystems, agriculture, water resources and sea ice. It is predicted that global temperatures will rise by between 1.5°C and 4.5°C, and sea level by between 20 cm and 140 cm, by as early as the 2030s as a consequence of a doubling of pre-industrial greenhouse gas levels. Adverse environmental impacts associated with ozone layer modification and the changing concentrations of other substances in the atmosphere will pose additional problems such as acid deposition and UV-B-induced health and other hazards. UNEP, in co-operation with WMO and ICSU, is involved in research and assessment of the issue to serve as a basis for future management action. Following the adoption of the Vienna Convention for the Protection of the Ozone Layer, UNEP is working on the development of a protocol to the Convention on the control of chlorofluorocarbons and on other international instruments to protect the earth from uncontrolled emissions of substances with the potential to modify the atmosphere in a harmful way.

Proposed strategy to achieve goal

1. Carry out four regional assessments of the socio-economic impacts of climate change (by 1989) and a global assessment of climatic change and its impacts (by 1990).
2. Hold ad hoc legal and technical expert group meetings (1991/1992) and a conference of plenipotentiaries to adopt an instrument on the subject in 1992.
3. Hold an international conference on the origin and trends of substances with the potential to modify the atmosphere (1993/1994).

Goal 2: Development of environmentally sound water resources management in at least seven international water systems in order to promote long-term sustainable development in these systems

Rationale

Interactions between freshwater ecosystems and human activities are becoming more complex and fraught with conflict as socio-economic development proceeds. Poorly planned water basin development activities can have negative

impacts, leading to unsustainable development, particularly where these basins are shared by two or more States. Co-operative multidisciplinary action programmes can provide the framework for countries to collectively solve their environmental problems.

Proposed strategy to achieve goal

Set up multidisciplinary action plans, along the lines of the regional seas action plans, to be adopted by the relevant Governments for the environmentally sound management of water resources in seven international inland water systems.

Goal 3: Twenty per cent reduction in the land degradation rate in those areas most threatened by desertification and soil degradation

Rationale

Pressing needs for increased food production are currently being met by the farming of marginal lands, which leads in many cases to soil degradation, loss of fertility and desertification. Globally, about 21 million hectares a year are reduced to land of zero economic productivity and 6 million hectares to desert-like conditions. Considerable efforts are being made by multilateral and bilateral donors to tackle the problem, but they are not well co-ordinated. Studies by UNEP indicate that if the efforts of the world community were properly oriented and co-ordinated with some additional financial resources, there could be a marked reduction in the rate of desertification.

Proposed strategy to achieve goal

1. Concentrate on the most seriously threatened areas, and areas most likely to offer the best chances for success.
2. Develop subregional programmes and national action plans within the context of national development plans, including:
 - (a) Sand dune stabilization;
 - (b) Reclamation of zero productivity zones;
 - (c) Integrated programmes for stopping the further spread of desertification.

Goal 4: Achievement of a positive balance between deforestation and afforestation while maintaining at least 10 per cent of existing tropical forest ecosystems as reserves, national parks or multiple-use areas, and in the process protecting the heritage of genetic resources

Rationale

The global rate of deforestation of tropical forests is more than 11 million hectares per year and the rate of afforestation about 1 million hectares per year. This imbalance results in changes in water retention capacity, soil erosion, albedo change and other forms of environmental degradation. In addition to this imbalance, the increasing number of endangered tree species and wildlife requiring immediate attention calls for an urgent programme to prevent the loss or degradation of forest resources. Such a programme entails the selection and establishment of protected tropical forest areas covering the whole range of tropical ecosystems and genetic resources of actual or potential socio-economic value.

Proposed Strategy to achieve goal

Support the implementation of the Tropical Forests Action Plan by:

- (a) Mounting public information campaigns on the effects of deforestation and the loss of biological diversity, addressing a wide variety of audiences, from the general public to decision makers;
- (b) Promoting contacts and discussions at the political level between developed and developing countries concerning the protection of representative areas of tropical forests;
- (c) Working on proposals for a draft international convention on tropical forest ecosystems conservation.

Goal 5: Establishment of an operational, globally co-ordinated system for monitoring the changes in the quality of the marine and coastal environment

Rationale

Man's impact on the marine environment is global in nature, although it is most prominent in the coastal waters and semi-enclosed and marginal seas that border highly populated and industrialized zones. Most problems, being specific to particular regions or locations can be successfully tackled by a globally co-ordinated regional approach. As the sources, levels and effects of pollutants have been monitored for some time, it is possible to compare data collected by more than 500 monitoring centres in the various regions and produce an assessment of the changes in the quality of the marine and coastal environment which can serve as a solid base for management.

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Proposed strategy to achieve goal

1. Strengthen existing research and monitoring programmes, establish new ones where needed, and provide the necessary co-ordination and support to participating institutions in order to institute an operational network.
2. Carry out assessments of marine pollution in the Mediterranean, Caribbean, South Asian and South Pacific Seas.

Goal 6: Development and adoption by States of an international legal instrument on information exchange on chemicals in international trade

Rationale

The production and use of chemicals has grown spectacularly in the last few decades, and the value of international trade in chemicals exceeds \$US18 billion annually. Chemicals control legislation, to protect man and the environment from unreasonable risks, has become much more stringent in developed countries. The capabilities of most developing countries to control and legislate in this area are seriously inadequate. The United Nations system and UNEP in co-operation with Governments have worked for many years on several aspects of chemical safety and chemical hazard control. It now seems possible to use this work as a basis for preparing an international legal instrument to contain provisions regarding information exchange on all chemicals in international trade to make for timely and informed decision-making by governments on the import and safe use of chemicals.

Proposed Strategy to achieve goal

1. Adopt guidelines on information exchange on chemicals in international trade, including a notification scheme on banned and severely restricted chemicals.
2. Elaborate the various provisions of the guidelines with a view to adopting an international legal instrument by 1992.

Goal 7: Development and adoption by States of an international legal instrument on control of transfrontier movements of hazardous wastes

Rationale

More stringent hazardous waste legislation in developed countries has increased the tendency to seek to dispose of such wastes at sites which are less expensive and less regulated. If the transfrontier movement of hazardous waste is not properly managed through international regulation, the possibility is left open for careless disposal. The United Nations system and UNEP in co-operation with Governments have worked on some aspects of the management and transfrontier movement of hazardous wastes. Governments have indicated that they wish UNEP to follow up the Cairo Guidelines and Principles for the Environmentally Sound Management of Hazardous Wastes by developing an international legal instrument on control of transfrontier movement of hazardous wastes.

Proposed strategy to achieve goal

1. Adoption by the Governing Council at its fourteenth session of the Cairo Guidelines and Principles for the Environmentally Sound Management of Hazardous Wastes.
2. Further elaborate various provisions in co-operation with other intergovernmental bodies, in particular OECD, through organization of one or a number of workshops and meetings of the Ad Hoc Working Group of Experts on the Environmentally Sound Management of Hazardous Wastes, with a view to the development and adoption of an international legal instrument by 1992.

Goal 8: Development and adoption by States of two international conventions on notification and assistance among Governments in cases of hazardous industrial accidents and elaboration of a programme to anticipate and prevent such accidents or at least minimize their negative effects

Rationale

Many chemical and other industrial plants all over the world are growing older, creating maintenance and security problems. Measures are needed to prevent them becoming a threat to the people and environment either at the local level or in other countries.

Proposed strategy to achieve goal

1. Hold consultations among Governments, the relevant members of the United Nations system and industry.
2. Set up an ad hoc legal and technical expert group to provide the framework for action.
3. Hold consultations among Governments with a view to organizing a conference of plenipotentiaries that will adopt the necessary conventions.

Goal 9: Development and application of methodologies, such as environmental impact analysis, cost-benefit analysis, integrated physical planning, and risk assessment and management, for integrating environmental considerations into development activities and, particularly, in development planning

Rationale

Despite the special emphasis placed on the question in the Stockholm Declaration, environmental considerations and natural resources constraints have not been effectively integrated to date in development activities. There is a growing recognition that development is essential for a healthy environment. It is poverty that leads to the degradation of the environment and the over-use, misuse and abuse of natural resources. On the other hand, long-term and sustainable development itself requires sound environmental management. There is an urgent need for:

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(a) Conceptual clarity on the environment-development relationship;

(b) The development of simple, cost-effective methodologies for the integration of the two concerns.

Proposed strategy to achieve goal

1. Synthesize and disseminate knowledge of relevant methods to analyse environmental impacts and objective.
2. Further develop such tools, keeping in view the needs of the developing countries.
3. Engage in technical co-operation, strengthen institutional capabilities and exchange information among government departments and development co-operation agencies on the application of the methodologies.

Goal 10: Facilitation of access by all countries to low-waste and environmental protection technologies

Rationale

Low-waste, environmentally sensitive technologies, together with environmental protection technologies, are now a well recognized means of abating pollution, and saving energy and other natural resources.

Proposed strategy to achieve goal

1. Secure the support of aid agencies in the transfer of low-waste and environmental protection technologies.
2. Secure improvements in patents handling.
3. Conclude international agreements on according preferential treatment to poor developing countries with respect to the cost of these technologies.

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Annex II

PROPOSED TARGETS FOR THE UNITED NATIONS ENVIRONMENT PROGRAMME (UNEP)
TO BE REACHED BY 1992

1. (a) Entry into force of the Vienna Convention for the Protection of the Ozone Layer.

(b) A protocol to the Convention on the control of chlorofluorocarbons signed by at least 20 Governments.

(c) Advanced preparation for a legal instrument to address climate modification and change in atmospheric conditions.
2. Establishment of inland water programmes similar to regional seas programme, with three regional action plans, giving priority to the Zambezi river basin.
3. Assist eight countries affected by soil degradation and desertification in re-orienting development plans to ensure they help control desertification and soil degradation.
4. Establishment of a working mechanism for encouraging Governments, through international co-operation, to ensure that at least 10 per cent of existing tropical forests ecosystems be designated protected areas.
5. Assist relevant Governments in adopting one regional action plan and two conventions and related protocols for the protection and development of the marine and coastal environment for the East Asian and South Asian Seas regions.
6. Preparation of guidelines for adoption by Governments on:
 - (a) Hazardous wastes;
 - (b) Trade in chemicals.

In co-operation with other organizations, work towards translating guidelines into international agreements.
7. Prepare, in co-operation with other organizations and industry, two legal instruments on notification and mutual assistance in case of industrial accidents for adoption by Governments, together with a programme for anticipating and preventing such accidents or mitigating their negative effects.
8. Prepare, in co-operation with other relevant organisations, a legal instrument or instruments for facilitating access to low-waste technologies and measures and information regarding environmental technologies.
9. Assess the needs of some six developing countries for industrial management that is compatible with their environment, and arrange to meet these needs through assistance from developed countries, including their private sectors.
10. Advanced progress in the implementation of the Cairo Programme for African Co-operation adopted by the African Ministerial Conference on the Environment.

11. Support six countries in the application of environmentally sound guidelines for planning and management of human settlements as a means of facing the urban crisis.
12. Assist at least three developing countries, one from each developing region, in integrating environmental objectives in their national development planning processes.
13. Assist two countries in each developing region in the preparation, adoption and initial implementation of national conservation strategies.
14. Assist some ten developing countries to strengthen their national environmental machineries and establish coherent, implementable national environmental legislation.
15. (a) Prepare at least ten assessments of selected environmental problems to be used for environmental management. These assessments will cover, inter alia, the status of water pollution, global forests, soil loss, selected chemicals, and climatic change.

(b) Establish six operational GRID nodes linked via telecommunications and serving as regional or sectoral data exchange switchboards and training centres.
16. Increase the number of countries that have incorporated environmental education into their education system from 45 to 65.
17. Assist in the training of some 15,000 nationals from developing countries in different fields of environmental management.
18. Co-operate with some 20 selected developing countries in launching specific information campaigns.
19. Ensure that all major financing institutions have made serious efforts in:

(a) Implementing the 1980 Declaration on Environmental Policies and Procedures Relating to Economic Development by strengthening their own environmental units;

(b) Applying proper environmental impact assessments to all development projects which they finance;

(c) Supporting the Committee of International Development Institutions on the Environment (CIDIE) in becoming an effective forum for the integration of environmental considerations into policies and operational activities by multilateral financing institutions and development co-operation agencies.
20. Develop and promote a declaration on CIDIE to make it a strong forum for action on environmental considerations by bilateral aid agencies or ensure that such bilateral agencies become signatories to the 1980 declaration and thus members of CIDIE.

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Annex III

AN EXAMPLE OF A MAJOR ENVIRONMENTAL PROBLEM AND
THE RELEVANT GOAL, TARGETS AND ACHIEVEMENT INDICATORS

1. Major environmental problem

Climate modification and atmospheric changes (global warming, acid deposition, ozone layer modifications).

2. 1995 goal for the world community

The formulation and adoption of one or a number of international legal instruments to address concerns about the effects of global and regional climate modification and other impacts arising from changes in the composition of the atmosphere caused by human activity.

3. 1992 targets for UNEP

(a) Entry into force of the Vienna Convention for the Protection of the Ozone Layer.

(b) A protocol to the Convention on the control of chlorofluorocarbons signed by at least 20 Governments.

(c) Advanced preparations for a legal instrument to address climate modification and change in atmospheric composition.

4. Achievement indicators for UNEP

As a support for the achievement of the target, the publication of assessment statements on:

(a) Ozone layer modification and its impact;

(b) The role of carbon dioxide and other greenhouse gases in climate variations and their impacts;

(c) The sources and trends of substances with the potential to adversely modify the atmosphere;

(d) The impact of climate change, ozone layer modification and increasing UV-B on man and the environment.

Annex IV

STEPS TAKEN BY THE EXECUTIVE DIRECTOR ON THE BASIS OF THE
RESULTS OF THE EVALUATION EXERCISE

A. Structural changes in the Office of the Environment Programme

1. The Office of the Environment Programme has been re-organized into nine units instead of 21, each with sufficient staff and administrative flexibility to enable it to function as an efficient multidisciplinary team. The individual staff members are no longer responsible for single budget sublines. Each of the three elements of the Stockholm Plan of Action - Earthwatch, environmental management and support measures - now has a co-ordinator to ensure:

(a) The functioning of each element as an integrated whole;

(b) Integration of assessment, management and support activities into a multisectoral, multidisciplinary approach in problem solving.

2. A good example of the multisectoral, multidisciplinary approach is the preparation of the Zambezi Action Plan initiated by the Terrestrial Ecosystems Branch under the water sub-programme and now being developed with the expertise available in:

(a) The Branch itself (for example on soils, tropical forests, wildlife, agricultural chemicals and pest management);

(b) GEMS/PAC;

(c) Oceans and Coastal Areas/PAC;

(d) Desertification Control/PAC;

(e) Technology and the Environment Branch (for example, on energy);

(f) Support Branch (for example, on environmental law, education, training and integration of the environment into development planning).

3. Earthwatch has been consolidated to include the following elements:

(a) GEMS, including assessment, research, atmosphere, environmental data and GRID in addition to monitoring,

(b) IRPTC, now with full responsibility for UNEP participation in the International Programme on Chemical Safety;

(c) INFOTERRA.

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4. Environmental management has been regrouped into the following elements:

- (a) Oceans and Coastal Areas Programme Activity Centre (OCA/PAC);
- (b) Desertification Control Programme Activity Centre (DC/PAC);
- (c) Technology and Environment Branch;
- (d) Terrestrial Ecosystems Branch;
- (e) Industry and Environment Office (IEO).

5. Support measures now include the following elements:

(a) Support Branch, covering environmental education and training, environmental law and machinery, and integration of environment into development planning;

(b) Information; 1/

(c) Technical co-operation and clearing-house. 1/

B. Concentration on a limited number of countries

6. UNEP has tentatively selected (using the criteria mentioned in the main report) a limited number of developing countries in which to concentrate action, in co-operation with the national Governments, bilateral and multilateral donors, members of the United Nations system, non-governmental organizations, etc., to help the countries re-orient their development patterns towards sustainable and environmentally sound development. Depending on the major environmental problems in a concentration country, the head of one of the programme units best geared to co-operate in the solution of these problems has been appointed leader of an ad hoc team within UNEP to initiate and co-ordinate action. The team leader assembles the necessary expertise available from both his unit and other UNEP units in-house. The ad hoc team works with the Government and all parties concerned in developing and implementing multidisciplinary activities in the country.

7. A start has been made in Sudan and Uganda, where the team leaders (the head of Desertification Control/PAC and the Co-ordinator of Environmental Management) are pooling together expertise from various in-house units including desertification control, GEMS, soils, water, environmental assessment, and genetic resources. The teams are expected soon to spearhead a series of multidisciplinary multisectoral activities in the two countries in full co-operation with United Nations agencies, multilateral and bilateral aid agencies and financing institutions basically with a view to combating desertification and land deterioration in irrigated areas, rain-fed crop land and grazing land.

1/ In the Office of the Deputy Executive Director.

C. Multi-line and multi-source funding of projects

8. In order to facilitate interdisciplinary projects that combine assessment, management and support functions, projects can now be funded from several budget lines or sublines simultaneously to allow different components such as monitoring, environmental management, training or legislation to be integrated in a single project without distorting the programme.

D. Programme co-ordination

9. To ensure that the dialogue resulting from the evaluation exercise is continued the Executive Director has established the following mechanism:

(a) To ensure co-ordination between the three major components of the Office of the Environment Programme (Earthwatch, environmental management, support measures), regular meetings of each of the three groups are being convened simultaneously every four months, followed by a joint meeting of the three groups. During the process, progress made to date on selected topics is reviewed so as to keep all informed, and strategies to solve emerging problems are discussed in order to arrive at a common view;

(b) A one-day seminar involving all staff of the Office of the Programme and interested staff from other offices is held during the same period. Each seminar addresses a specific programme subject of priority to UNEP identified during the previous joint meeting of the three groups.

E. Project design

10. In order to improve the quality of projects:

(a) An internal seminar was held on how to improve project design;

(b) The Executive Director revised the UNEP manual for the design and approval of projects.

All projects are required to have, inter alia, clearly defined objectives, achievement indicators, target audiences, realistic workplans and budgets, and provisions for monitoring, follow-up, information dissemination, evaluation, and terminal reports of an evaluative nature. Research-type projects, whose outputs consist of technical reports, are now required to make allowances for the preparation of short brochures with recommendations for decision makers and to raise public awareness.

F. Additional financial resources

11. In UNEP's continuous effort to utilize the Fund resources more effectively, projects with supporting organizations, when approved, will only have 50 per cent of their funds committed. For the remaining 50 per cent, outside resources are sought from multilateral and bilateral donors, specific countries through counterpart contributions and contributions in national currencies and in kind. A maximum of three months is allowed for securing additional funding, after which the project will go ahead with full UNEP funding if no other funds are secured.

G. Application in the field

12. Emphasis has been given to projects, carried out in co-operation with co-operating agencies and supporting organizations, that will demonstrate the application of guidelines and methodologies for environmental management in the field in the form of integrated pilot projects with a multiplier effect so that they can be replicated in a number of countries.

H. Follow-up

13. Follow-up, as the main element of evaluation, has been systematized and is now an integral part of the workplan of all projects being approved or revised. Project terminal reports are required to report on the impact of the project based on data gathered during the follow-up phase.

14. As a further measure of follow-up a tracer project has been started to determine the impact of UNEP previous programmes in six selected developing countries with a view to determine how to further improve UNEP performance.

15. The Evaluation Section in UNEP has been strengthened, re-named Follow-up and Evaluation Section (FUES) and, under direct supervision of the Executive Director, charged with follow-up functions in addition to evaluation.
