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Committee of Permanent Representatives to the United Nations Environment Programme
Working Group on the Preparations of the Medium-term Strategy for the Period 2010-2013 of
Joint Subcommittees I and II
Nairobi, 21 August 2007
Item 2 of the provisional agenda

CONSULTATION PAPER

The secretariat of the United Nations Environment Programme (UN EP) submits herewith, the consultation paper on the preparations of the Medium-term Strategy for the period 2010-2013, in support of the consideration by the Working Group of provisional agenda item 2.

CPR Working Group on the Medium Term Strategy 2010-2013 Consultation Paper #1 – 21 August 2007

Background – Governing Council/Global Ministerial Environment Forum

At the twenty-fourth session of the Governing Council/Global Ministerial Environment Forum (GC/GMEF) the Executive Director of UNEP was requested to prepare two separate but related documents in consultation with the Committee of Permanent Representatives (CPR), for approval by the GC/GMEF at its twenty-fifth session in February 2009, namely a:

1. Medium term strategy for 2010-2013 with a “clearly defined vision, objectives, priorities, impact measures and a robust mechanism for review”¹; and
2. “Prioritized, results-orientated and streamlined draft programme of work for the biennium 2010-2011”².

There are three separate but related documents that will need to be prepared to give effect to these two decisions:

1. Medium Term Strategy 2010-2013 (MTS) to be presented to the GC/GMEF for approval at its twenty-fifth session in February 2009.
2. Strategic Framework for the period 2010-2011, Chapter on Environment, to be submitted to the UN Secretariat in February or March 2008 for review by the Committee for Programme Coordination (CPC).
3. Detailed Programme of Work of UNEP (POW) for 2010-2011, to be submitted to the UN Secretariat in October 2008 for review by the Administrative Committee on Administrative and Budgetary Questions (ACABQ)³ and subsequently to the GC/GMEF for approval in February 2009.

It is also intended to submit a draft outline of the Framework for the MTS and proposed priorities to the GC/GMEF for review and inputs at its tenth special session in February 2008. Presenting the Framework for the MTS is not formally required; however, the Executive Director wishes to engage the GC/GMEF at the earliest possible opportunity on UNEP priorities given the Strategic Framework and draft POW will need to be submitted for review by subsidiary bodies of the General Assembly prior to the GC/GMEF meeting in February 2009.

Background – Committee of Permanent Representatives (CPR)

The Executive Director worked with the CPR Joint Subcommittees I and II to:

- Develop a proposed ‘roadmap’ for developing the MTS;
- Establish its modalities for working alongside the UNEP Secretariat in the development of the MTS, namely through a Working Group of the Joint Subcommittees; and
- Establish a timetable for its meetings with the UNEP Secretariat that could be incorporated within the ‘roadmap’.

The Executive Director provided relevant information on the matter at the ninety-ninth meeting of the CPR held on June 27 2007 – at which time a roadmap developed

¹ See GC Decision 24/9/13

² See GC Decision 24/9/30

³ Both the CPC and ACABQ are subsidiary organs of the General Assembly.

together with the CPR Joint Subcommittees I and II was formally approved by the CPR.

Managing the process of consultation with the CPR

The Secretariat will undertake its work in keeping with the agreed roadmap, which will include:

- a series of monthly meetings with the Working Group, with the Group to fix these dates as necessary;
- reporting back to the Joint Subcommittees I and II and to the CPR;
- presenting a draft Framework for the MTS, to the GC/GMEF for review and inputs at its tenth special session in February 2008.

Under the guidance of the Executive Director, the Secretariat will draft the MTS in consultation with the CPR. The process of consultation will be led by the Deputy Executive Director and Chief, Secretariat of Governing Bodies, working with the Team Leader of the Strategic Implementation Team (SIT).

The SIT and UNEP Quality Assurance Section will work together in carrying out the necessary back ground research and drafting, with substantive oversight being provided to them by the Executive Director, Deputy Executive Director and UNEP Senior Management Team.

Consultation with civil society and MEAs and the private sector

A process of consultation will also be undertaken with civil society and multilateral environmental agreements, and the private sector. This process of consultation, to take place over the next two months, will be led by the Team Leader of SIT working together with the Chief, Major Groups and Stakeholders and others within the Secretariat.

Working with the Senior Management Team of UNEP

The fourth Retreat of the UNEP Senior Management Team (SMT) was held on 9-10 July. SMT Retreats will continue to be held on a regular basis as a part of the ongoing change management process that has been put into place within UNEP.

The retreat provided the opportunity for senior management to finalize a series of issues it had been working on over the past few months as a part of the 3-12-24 framework.

The Retreat addressed recent directional shifts affecting the UN system and UNEP, accelerating moves towards results based management and identifying potential priorities, which it noted will be reviewed, refined and drafted in a results based context in consultation with the CPR in course of the development of the Medium Term Strategy.

Content of the MTS and Strategic Framework

The decision of the GC/GMEF itself determines the content of the MTS, namely it will include:

- **clearly defined vision;**
- **objectives and priorities;**
- **impact measures, and**
- **a robust mechanism for review.**

As agreed with the CPR through the roadmap, the MTS will not include a budget; however, reference may be made to strategies for resource mobilization.

The MTS will be grounded in UNEP's existing mandate. It is likely to be shaped by a number of recent directional shifts and drivers for change, which it is proposed to address in consultation with the Working Group before moving on to identify the specific form and content of the MTS, or priorities (see Attachment 1).

Research is also being carried out at the request of the Executive Director on the form and content of medium term strategies prepared by other UN organizations, which will be provided to the Working Group to help inform a discussion on the form and content of the MTS.

UNEP in 2007

UNEP is “the **principal UN body in the field of environment**” that “promotes the coherent implementation of **the environmental dimension of sustainable development**” within the UN system and “serves as **an authoritative advocate for the global environment**”. It also helps “**strengthen the capacity** of governments of developing countries and countries with economies in transition...to achieve their environmental goals, targets and objectives, as well as environment-related internationally agreed development goals...”.

Based upon its Mandate, there are *three inter-related areas* of UNEP interventions:

- **Global environmental advocacy;**
- **Facilitating setting new global norms and standards;** and
- **Technology support and strengthening capacity** – Bali Strategic Plan.

The decisions adopted by the UNEP GC/GMEF on International Environmental Governance (IEG) at its seventh special session (‘the Cartagena package’) provide direction to UNEP as it moves forward, the five key recommendations being:

- improved coherence in international policy-making;
- strengthening the role and financial situation of UNEP;
- improving coordination among and effectiveness of MEAs;
- capacity building, technology transfer, and country-level coordination for the environmental pillar of sustainable development; and
- enhanced coordination across the UN system.

The GC decision noted the evolutionary nature of strengthening IEG, expressing the view that “preference” be given to “making better use of existing structures”.

Recent directional shifts and drivers of change⁴

A number of recent directional shifts are affecting the UN system and UNEP, which can be looked at in the context of “push” and “pull” factors i.e. where UNEP is being pushed to act now in terms of GC/GMEF decisions, as well as decisions by the General Assembly, the Secretary General’s reform agenda and international developments such as climate change.

Recent developments within the UN on IEG, including the calls for greater coherence within the UN system; financing for the environment, including the role of the private sector; substantive issues, including the strong focus on climate change; and the renewed emphasis within the UN on results based management are of particular note.

At the same time UNEP is being pulled to look at where it should focus its efforts into the future through the MTS, the Co-Chairs Options Paper on the ‘Informal Consultative Process on the Institutional Framework for the United Nations’ Environmental Activities’ released on 14 June 2007 and through the strong emphasis the GC has placed on results based management.

MTS and UNEP to 2013

The discussion on directional shifts affecting the UN helps inform a discussion on the content of the MTS, including priorities – in the context of the desire for UNEP to become a more results based organization.

The role and function of UNEP, where its effort is focused, its strategic presence – including how it relates to UNEP’s ability to deliver at the country level, and how its three inter-related mandated functions complement one another in a globalized world, are all significant topics for discussion in the development of the MTS.

How the UN deals with environmental issues more generally is being addressed within the UN system, through various initiatives of Member States, and by civil society. This discussion continues to revolve around the sorts of issues raised through the Cartagena package, and the Bali Strategic Plan.

In the meantime, UNEP is embarking on a bold and energetic process to deliver on the Cartagena package through making better use of existing structures, referred to by the Executive Director as ‘**UNEP+**’, which *includes*:

Within the UN System:

- **enhancing the role of the GC/GMEF as the United Nations high-level environment policy forum** that brings the world’s environment ministers together to “review important and emerging policy issues in the field of the environment” and involving heads of UN agencies, MEAs, civil society and the private sector in the process. This process started in 2007, where the heads of five UN agencies participated in the Consultations, and will be continued in 2008 with the focus of Ministerial Consultations being **Globalization and the Environment – Mobilizing Finance to meet the Climate Challenge**
- **making full use of the Environmental Management Group (EMG) as the United Nations primary means of enhancing cooperation on environmental issues** within the United Nations system, including through appointing a new head of the secretariat in 2007 at D-2 level and having the

⁴ See table attached – “Major Directional Shifts”

secretariat report directly to the Executive Director's office. The EMG is now leading a number of UN-wide initiatives; including the UN's efforts to become carbon neutral and having the UN adopt sustainable procurement policies.

- **exercising leadership on environmental issues within the UN**, including on climate change where UNEP has been instrumental in the UN's move towards **carbon neutrality** and the **S-G's High Level Event** in September 2007 "The Future in our Hands: Addressing the Leadership Challenge of Climate Change", including through UNEP Executive Director being the institutional lead for the Thematic Session on Adaptation: "From vulnerability to resilience: the challenge of adaptation".
- **actively engaging in the IEG discussions**, including through participating in various events and processes instigated by Governments and civil society. At the invitation of the Deputy Secretary General, the Executive Director is chairing the "**environment cluster**" established to provide the DSG with recommendations on how to deal with environmental issues within the UN Secretariat in the context of the High-level Panel's report on UN system-wide coherence.
- **directly engaging in the One UN – delivering as one – pilot programmes** by engaging in all 8 pilot countries, which in turn is also providing the opportunity for UNEP to enhance its efforts to implement the aspirations of the Bali Strategic Plan for Technology Support and Capacity-building.

Within UNEP:

- **becoming a more results based organization** including through developing a prioritized, results based MTS for 2010-2013 and programme of work, and through taking immediate steps to move in this direction through the development of a new UNEP-wide climate change programme by the end of 2007 and a new UNEP-wide ecosystem management programme by early 2008 (both based upon the approved Programme of Work 2008-2009).
- **enhancing UNEP's science base**, including through the reform of the GEF Scientific and Technical Advisory Panel to enhance its impact and moves to recruit a Chief Scientist within the Division of Early Warning and Assessment.
- **enhancing the effectiveness and efficiency of the secretariat** including through revitalizing the Senior Management Team to achieve more effective collective management of the organization and through internal organizational reform addressing ICT, human resources, strategic presence, financial management etc – and establishing a Strategic Implementation Team for up to three years to help drive the reforms.

How does this renewed effort to improve existing structures relate to where UNEP should be positioning itself through the MTS for the period 2010-2013?

Next steps

Following a discussion on recent directional shifts, it is proposed to prepare a brief paper for the October meeting to discuss the possible form and content of the MTS and possible priority areas for 2010-2013. This paper will also be informed by the SMT Retreat, and consultation with civil society and MEAs to be conducted in September/October, the results of which will be provided to the Working Group.

Attachment 1

Medium Term Strategy 2010-2013
CPR Working Group Consultations – 21 August 2007
Major recent directional shifts

| Shift | Implications | UNEP response |
|--|---|---|
| UN-wide goals MDGs | Primary focus on poverty eradication | Poverty and Environment Initiative (PEI) |
| UN-wide governance System wide coherence – i.e. World Summit 2005 High Level Panel – ‘One UN’ Strengthening of UNEP – i.e. WSSD JPOI Structural reform of UNEP – WEO or UNEO etc UNDP role at country level, move away from thematic area of environment, the role of the UN Resident Coordinator (RC) | Desire for better coherence in UN Focus on how to deliver as ‘One UN’ Desire to strengthen capacity and role of UNEP Review of global governance structures Strengthening UN RC system and UNDP role at country level, evolving role of UNDP re the environment | One UN pilots and PEI and variety of projects One UN pilots and PEI GMEF, EMG, Medium Term Strategy, POW <i>TBD</i> UNDG, UNEP/UNDP MOU, One UN pilots, PEI |
| New Aid Architecture Monterrey Consensus on Financing for Development Paris Declaration on Aid Effectiveness Rome Declaration on Harmonization | Focus on MDGs – int. effort to harmonize operational policies, procedures and practices Aligning aid with partner countries’ priorities Focus on national development processes | Resource mobilization task force |

| <p style="text-align: center;">Medium Term Strategy 2010-2013 CPR Working Group Consultations – 21 August 2007 Major recent directional shifts</p> | | |
|--|--|---|
| Shift | Implications | UNEP response |
| <p>UNEP – evolution in nature of mandate Bali Strategic Plan</p> | <p>Focus on capacity building and technology support Emphasis on implementation and move away from (while not abandoning) traditional mandate Need for stronger regional focus and capacity Need to be more responsive at country level</p> | <p>BSP Focal Point Unit Medium Term Strategy, POW, Costed Work Plans Strategic presence review One UN pilots, PEI</p> |
| <p>Role of the private sector Global Compact</p> | <p>Need for agreed processes for engaging with the private sector</p> | <p>Variety of projects, esp. through DTIE i.e. Finance Initiative, and involvement through major groups</p> |
| <p>Global science base for change Millennium Ecosystem Assessment IPCC reports – dominance of climate change agenda International Mechanism of Scientific Expertise on Biodiversity (IMOSEB) etc</p> | <p>Need for ecosystem wide approach Global scientific debate won – response still debated – environment and economy linkages Need for more coherent science base, re IMOSEB for biodiversity</p> | <p>Variety of projects, review of DEPI ('green' focus) Variety of projects, UNEP Expert Group on Climate Change STAP/GEF, GEO process</p> |