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**Budget and programme of work for the biennium
2016–2017 and the Environment Fund and other
budgetary matters**

**Proposed biennial programme of work and budget for
2016–2017**

Report of the Executive Director

Summary

The present report sets out the proposed programme of work and budget for the biennium 2016–2017, reflecting the results of the consultations with the Committee of Permanent Representatives to the United Nations Environment Programme (UNEP). Without prejudice to further work by the Committee of Permanent Representatives on this matter, the proposed programme of work and budget is being submitted to the United Nations Environment Assembly for its consideration.

The report contains an updated version of the programme of work for the biennium 2016–2017. The document builds on the guidance provided by the Committee of Permanent Representatives on the results framework in the medium-term strategy 2014–2017 and the strategic framework 2016–2017. The strategic framework was developed in close consultation with the Committee of Permanent Representatives and submitted in December 2013 to the United Nations Secretariat for onward submission to the United Nations Committee for Programme and Coordination. The programme of work takes into account comments received from the United Nations Secretariat prior to the submission of the strategic framework to the Committee for Programme and Coordination. Revisions to the strategic framework have been subsumed in this updated version of the programme of work.

The programme of work contains units of measure for each indicator, estimates of baselines and targets, a theory of change and outputs that show what the organization must deliver to achieve the expected accomplishments and fulfil the organization's objectives. Overall budget targets are also included in the document. The programme of work reflects changes made following consultations with the Committee of Permanent Representatives, including comments and advice provided at its meeting

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** UNEP/EA.1/1.

on 20 March 2014.

The programme of work for the biennium 2016–2017 is designed to ensure coherence and continuity with the programme of work for the first half of the medium-term strategy period, 2014–2017. Much of the UNEP project portfolio spans the duration of that period, given that results in many of its fields of work are only visible well after the end of the two-year planning period to which UNEP must adhere under United Nations Secretariat planning requirements. Thus, continuity between the first and second halves of the medium-term strategy period 2014–2017 has been assured by subsuming many of the elements of the programme of work in this new draft programme, taking into account lessons learned from reviews and evaluations. The schedule for the approval process means, however, that lessons are only available from the implementation of the medium-term strategy 2010–2013 and its programmes of work and not from the 2014–2015 programme of work, implementation of which has only just started, when the 2016–2017 programme of work document is being submitted to member States.

Thus, while the programme of work for the biennium 2016–2017 has been developed primarily by making incremental changes to the programme for the biennium 2014–2015, it still pursues the reforms necessary to equip the secretariat for the new challenges that it faces after the 2012 United Nations Conference on Sustainable Development. In particular, these reforms relate to ensuring stable capacity within the UNEP regional offices, strengthening inter-agency cooperation and coordination capacity and consolidating headquarter functions in Nairobi.

The 2016–2017 programme of work builds on a strengthened regional presence of UNEP, the first phase of which has been established in the 2014–2015 biennium. In line with the outcome document of the United Nations Conference on Sustainable Development, “The future we want”, in the 2014–2015 biennium the regional offices will aim to ensure coherent UNEP responses to the needs of member States at country and regional levels, based on the programme of work and within the context of United Nations system-wide efforts. Thus, the 2016–2017 programme of work starts on a solid foundation from which it is hoped to give further impetus to both the strengthening of the regional offices and the consolidation of headquarter functions in Nairobi.

The 2016–2017 programme of work pays increasing attention to the manner in which UNEP support contributes to changes of high priority to member States and of global relevance, while noting that some of these changes are the responsibility of both UNEP and a number of other entities, in particular those in the field. The programme of work provides additional indicators designed to measure these changes.

Several programmes will have been launched in the preceding biennium 2014–2015, including the UNEP web-based platform UNEP Live, under the new subprogramme “Environment under review”; the 10-year framework of programmes on sustainable consumption and production adopted at the United Nations Conference on Sustainable Development; the Climate Technology Centre and Network; the Partnership for Action on Green Economy; and the Green Climate Fund readiness support programme. These will proceed to the next level of implementation in the 2016–2017 biennium and the scaling up of such initiatives will be the main focus of work in that biennium.

UNEP will also aim to strengthen its support for multilateral environmental agreement secretariats, especially those for which it provides secretariat services, including through strengthening the relationship with the agreements in terms of both administrative support and programmatic collaboration to enhance synergies. Green economy benefits, for example, might derive from the creation of a market for green chemicals, taking into consideration objectives of the Montreal Protocol and the chemicals conventions. Intergovernmental processes such as the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services and the Minamata Convention on Mercury will also receive increased support as they move into full implementation. In addition, UNEP will aim to strengthen its support to the secretariats of the multilateral environmental agreements, in particular those for which it provides the secretariat, and to the Strategic Approach to International Chemicals Management, focusing on strengthened administrative and programmatic collaboration.

The envisaged budget for this programme of work, to meet the challenges arising and to attain the targeted results, is \$687 million, including a programmed allocation from the regular budget of the United Nations of \$49.7 million. This figure includes the Global Environment Facility but excludes the resources of the multilateral environmental agreements. Of that total of \$687 million, the Environment Fund is budgeted at \$285 million. With the increase in its allocation from the regular budget, this level of budget will enable UNEP to keep the environment under review, fulfil the enhanced coordination mandate of both UNEP and the United Nations Environment Assembly, and meet part of the demand for support from member States by implementing the Bali Strategic Plan for Technology Support and Capacity-building. This will be carried out in partnership with other

institutions present on the ground, in particular within the United Nations system. As such, the budget is commensurate with the organization's aspiration to ensure a better response to requests from member States for support, with a larger proportion of the budget dedicated to activities than in the 2014–2015 biennium. Not included in this budget are resources that flow directly to the budgets of external partners for activities directly related to the UNEP programme of work, although many of those activities, including those of the multilateral environmental agreement secretariats, are relevant to, and offer possible synergies with, the expected accomplishments mandated by the United Nations Environment Assembly and attributable to the catalytic effect of UNEP work.

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Introduction

1. The Executive Director of UNEP hereby submits the proposed programme of work for the biennium 2016–2017 for approval by the United Nations Environment Assembly of UNEP. The programme of work is guided by the medium-term strategy for the period 2014–2017, as approved by the governing body of UNEP in February 2013. It builds on the draft strategic framework for the biennium 2016–2017, which has been submitted to the United Nations Secretariat, on the outcome of the United Nations Conference on Sustainable Development, held in June 2012, and on subsequent General Assembly resolutions. It represents a continuation of the activities carried out under the programme of work for the biennium 2014–2015, providing the coherence and continuity necessary to achieve the results in the medium-term strategy.

2. Given that the programme of work for the biennium 2016–2017 is being submitted for approval by the United Nations Environment Assembly at its current session in June 2014, few of the lessons drawn from the implementation of the programme of work for the biennium 2014–2015 could be taken on board in its preparation. Instead, the lessons informing the design of the programme of work for 2016–2017 have primarily been drawn from evaluations relating to the medium-term strategy for the period 2010–2013, and also from the programme performance report for the biennium 2012–2013. These lessons are summarized in paragraphs 18 to 27 below.

Overall orientation

3. The United Nations Environment Programme (UNEP) is the subsidiary organ of the General Assembly responsible for leading and coordinating action on environmental matters. The mandate for UNEP derives from General Assembly resolution 2997 (XXVII). The Governing Council of UNEP further clarified the mandate of UNEP in its decision 19/1, setting out the Nairobi Declaration on the Role and Mandate of the United Nations Environment Programme, which was subsequently endorsed by the General Assembly in the annex to its resolution S/19-2 in 1987, and further reaffirmed by resolutions 53/242 in 1999 and 66/288 and 67/213 in 2012.

4. The objective pursued by UNEP over the period 2014–2017 is to catalyse a transition towards low-carbon, low-emission, resource-efficient and equitable development based on the protection and sustainable use of ecosystem services, coherent and improved environmental governance and the reduction of environmental risks. The ultimate goal is to contribute to the well-being of current and future generations and the attainment of global environmental goals. The organization's strategy for achieving this objective is contingent on its ability to catalyse change among member States in their efforts to achieve progress on environmental issues. In support of this goal, UNEP will continue its leadership role in the United Nations system and with other partners on environmental matters, in accordance with General Assembly resolution 67/213. This will entail promoting coherence in the United Nations system on environmental matters to ensure a coordinated approach across the United Nations system that reduces fragmentation and increases efficiency and effectiveness. UNEP will accordingly strengthen its leadership role in key United Nations coordination bodies and will lead efforts to formulate United Nations system-wide strategies on the environment so as to maximize the potential for environmentally sound development.

5. UNEP will strengthen its use of strategic partnerships with member States, other stakeholders and entities within the United Nations system to catalyse transformational change and leverage impact significantly larger than any which UNEP could achieve operating on its own. A primary vehicle for unlocking the additional value of the United Nations system is investment in partnerships within the United Nations system. Strengthening partnerships must also include major groups: these are key contributors to the implementation of environmental commitments. Relevant stakeholders will be engaged in new mechanisms that promote transparency based on best practices and models from relevant multilateral institutions. UNEP will ensure that all major groups whose actions affect, or are affected by, a particular environmental issue are engaged through their relevant global, regional or national networks.

6. UNEP will scale up the use of norms, methods and tools, harnessing in that process the potential of both the United Nations and major groups. It will also redefine its relations with the UNEP national committees¹ to make best use of them in reaching out at the national level and ensuring that UNEP services and products are accessible and used by others.
7. At the heart of the UNEP strategy are objectives of greater efficiency, transparency and the use of performance information for improved management decision-making. UNEP will take into account recommendations for the effectiveness, efficiency and coherence of the United Nations and its impact on development in developing countries, in line with General Assembly resolution 67/226 on the quadrennial comprehensive policy review of operational activities for development of the United Nations system. UNEP will pay particular attention to ways in which it can leverage further impact through development cooperation and the country-level modalities of the United Nations system. Capacity-building and the facilitation of technology development and sharing in countries underpin the delivery of all UNEP support to countries, in line with the Bali Strategic Plan for Technology Support and Capacity-building. The integration of gender is also a core element of the programme, which aims to ensure that environmental aspects of sustainable development take into account economic and social considerations. In implementing Governing Council decision 23/11 on gender equality in the field of the environment, UNEP continues to ensure the integration of gender perspectives into policy documents and in project design and implementation.
8. The support provided by UNEP to countries in their endeavour to achieve a green economy in the context of sustainable development and poverty eradication is one of the important ways in which it pursues sustainable development. UNEP will strengthen its cooperation with the International Labour Organization, in conformity with paragraph 62 of the outcome document of the United Nations Conference on Sustainable Development, “The future we want”. Work will also be undertaken to contribute to the efforts of the United Nations system to develop broader measures of progress, complementing gross domestic product (GDP) measurements, that take into consideration environmental sustainability and thus ensure that policy decisions are better informed.
9. UNEP will deliver its work within the context of seven priority areas for the biennium 2016–2017:²
 - (a) Climate change;
 - (b) Disasters and conflicts;
 - (c) Ecosystem management;
 - (d) Environmental governance;
 - (e) Chemicals and waste;
 - (f) Resource efficiency and sustainable consumption and production;
 - (g) Environment under review.
10. *Climate change.* Within the framework of the United Nations approach to climate change, UNEP will work with member States and other partners – including the private sector – to: (a) build the resilience of countries to climate change through ecosystem-based and other supporting adaptation approaches; (b) promote the transfer and use of energy efficiency and renewable energy technologies for low emission development; and (c) support planning and implementation of initiatives to reduce emissions from deforestation and forest degradation. The implementation of national and subnational energy policies, support for low emission development, cleaner energy technologies, public mass transportation systems, clean fuels and vehicles, adaptation to climate change and forests are key areas needing attention. UNEP will achieve this by conducting scientific assessments; providing policy, planning and legislative advice; integrating gender-related considerations and the use of gender-sensitive indicators into project planning and capacity-building processes; facilitating access to finance; undertaking pilot interventions and promoting the integration of these approaches through national development; fostering climate

¹ In all, 36 UNEP national committees have been set up, pursuant to Governing Council decision 13/33 of 1985, which authorized the establishment of national environmental committees to support the work of UNEP.

² In its decision 26/9, the Governing Council requested UNEP to prepare for adoption in 2013 a medium-term strategy for the period 2014–2017 to guide the organization’s work with Governments, partners and other stakeholders.

change outreach and awareness-raising; knowledge-sharing through climate change networks; and supporting the United Nations Framework Convention on Climate Change process and the implementation of commitments under the Framework Convention on Climate Change, the Convention on Biological Diversity and the United Nations Convention to Combat Desertification in Those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa.

11. *Disasters and conflicts.* As a part of United Nations system-wide strategies for natural and human-caused disaster risk reduction and preparedness, crisis response and recovery, UNEP will build national capacity to use sustainable natural resource and environmental management to: (a) reduce the risk of natural and human-caused disasters and bring in the environmental dimension in support of the conflict-prevention mandates exercised by other United Nations entities; and (b) support sustainable recovery from natural and human-caused disasters. The subprogramme will integrate a gender perspective in the design and implementation of all phases of risk management. UNEP will provide environmental risk and impact assessments, policy guidance, institutional support, training and services to countries to enhance cooperation on environmental issues, and pilot new approaches to natural resource management. In doing so, UNEP will seek to catalyse action and scaling up by partners working with countries on risk reduction, relief and recovery, including United Nations humanitarian operations, pursuant to Governing Council decision 26/15.

12. *Ecosystem management.* With a view to mainstreaming the ecosystem approach in policymaking and implementation processes, facilitating the reversal of ecosystem degradation and addressing the challenge of food security and water quality, UNEP seeks to promote the proper management of biodiversity, in particular at the ecosystem level. UNEP will catalyse the maintenance of natural capital and the protection and sustainable use of ecosystems, with the aim of promoting integrated and cross-sectoral approaches so as to boost the resilience and productivity of interdependent landscapes and their associated ecosystems and species. To that end, UNEP will: (a) promote integrated land and water management approaches that help strengthen and restore the resilience and productivity of terrestrial and aquatic systems, thereby maintaining natural ecological processes that support food production systems and maintain water quantity and quality; (b) promote the management of coasts and marine systems to ensure that ecosystem services are restored or maintained; and (c) help strengthen the enabling environment for ecosystems, including transboundary ecosystems, at the request of all concerned countries. The aim is to enable countries to sustain ecosystem services for human well-being and biodiversity for present and future generations, taking into account the need to integrate gender perspectives, to recognize and respect the traditional knowledge, innovations and practices of indigenous and local communities; and to foster equitable social development and inclusion. This will be carried out in consultation with the secretariats of the biodiversity-related multilateral environmental agreements and will include support to countries in creating an enabling environment for the implementation of ecosystem and biodiversity-related agreements, paying particular attention to the Aichi Biodiversity Targets and the Strategic Plan for Biodiversity 2011–2020 under the Convention on Biological Diversity.³ UNEP will also encourage countries to integrate biodiversity values into national development planning and poverty reduction strategies and planning processes.

13. *Environmental governance.* UNEP will improve coherence and synergy in environmental governance, in collaboration with other United Nations agencies, by: (a) providing support to the United Nations system and entities of multilateral environmental agreements, taking advantage of United Nations coordination mechanisms to increase the coordination of actions on environmental policies and programmes within the United Nations system and multilateral environmental agreements; (b) helping countries, upon their request, to strengthen their environmental institutions and laws and implement their national environmental policies, ensuring the integration of gender perspectives; and (c) helping to increase the integration of environmental sustainability in national and regional policies and plans, based on demand from countries, and taking into account gender perspectives. A key area of its work in this priority area is providing support to countries in developing and reporting on the environmental aspects of the sustainable development goals. UNEP will strengthen the science-policy interface in carrying out this work. UNEP will also work towards facilitating, where appropriate, the increased participation of stakeholders in environmental decision-making processes and ensuring access to justice along the lines of principle 10 of the Rio Declaration on Environment and Development.

14. *Chemicals and waste.* As a part of system-wide efforts by the United Nations and in close collaboration with the entities involved in the Strategic Approach to International Chemicals Management, the Minamata Convention on Mercury and the secretariats of the other chemicals

³ Noted with appreciation by the General Assembly in its resolution 65/161.

and waste-related multilateral environmental agreements, UNEP will work to lessen the environmental and human health impacts of chemicals and waste. It will also step up its efforts to support countries in building their capacities for the sound management of chemicals and waste, including e-waste, in order to help them achieve, by 2020, sound management of chemicals throughout their life cycle. UNEP will aim to achieve this by helping countries to improve the regulatory and institutional framework for the sound management of chemicals. This will include servicing and strengthening the Strategic Approach to International Chemicals Management process, adopted in Dubai in 2006, and supporting the evolution and implementation of the Strategic Approach and the multilateral environmental agreements on chemicals and waste. Work under the subprogramme will aim to achieve the entry into force and implementation of the Minamata Convention on Mercury. It will also continue efforts to enhance cooperation and coordination in the cluster of chemicals and waste-related multilateral environmental agreements at the national level. UNEP will also keep under review the trends in the production, use and release of chemicals and waste to identify issues of concern and catalyse sound management actions, including through multi-stakeholder partnerships.

15. *Resource efficiency and sustainable consumption and production.* UNEP will promote government policy reform, changes in private sector management practices, and increased consumer awareness (taking into consideration gender differences) as a means of reducing the impact of economic growth on resource depletion and environmental degradation. Following the adoption by the United Nations Conference on Sustainable Development of the 10-year framework of programmes on sustainable consumption and production patterns, UNEP, which has been designated as the secretariat of the 10-year framework, will prioritize support for this work. It will also work to improve understanding of the opportunities and challenges, and also the costs and benefits, of green economy policies in the context of sustainable development and poverty eradication. It will provide support to countries willing to engage in such a transition in designing the appropriate policy mix and sharing experiences, best practices and knowledge. UNEP will work with its network of partners to: (a) strengthen the scientific basis for decision-making, and support governments, cities and other local authorities in designing and implementing tools and policies to increase resource efficiency, including sustainable consumption and production and green economy practices, in the context of sustainable development and poverty eradication; (b) promote the application of life-cycle and environmental management approaches, to improve resource efficiency in sectoral policymaking and in business and financial operations along global value chains, using public-private partnerships as a key delivery mechanism; and (c) promote the adoption of consumption-related policies and tools by public institutions and private organizations, and increase consumer awareness of more sustainable lifestyles. UNEP will provide guidance and support to interested stakeholders, including businesses, industries and other major groups, in their efforts to develop strategies that support national and sectoral policies in the context of sustainable development and poverty eradication.

16. *Environment under review.* Keeping the global environmental situation under review in a systematic and coordinated way and providing early warning on emerging issues for informed decision-making by policymakers and the general public constitute one of the core mandates of UNEP. To this end, UNEP aims to enhance the integrated assessment, interpretation and coherence of environmental, economic and social information with a view to assessing the state of the environment, identifying emerging issues and contributing data with a view to tracking progress towards environmental sustainability, including targets such as the Aichi Biodiversity Targets, and to facilitating global policymaking. The global environmental goals used in the preparation of the

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