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**Convention to Combat  
Desertification**

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**COMMITTEE FOR THE REVIEW OF THE IMPLEMENTATION OF THE CONVENTION**  
Seventh session  
Istanbul, 3–14 November 2008

**Assessment of the Global Mechanism**

**Terms of reference proposed by the Joint Inspection Unit**

*Summary*

In its decision 3/COP.8 (paragraph 27), the Conference of the Parties (COP) requested an assessment of the Global Mechanism with recommendations to be undertaken by the Joint Inspection Unit (JIU) of the United Nations. The COP further determined the basis of these terms of reference and requested the JIU to submit the assessment to the ninth session of the COP for consideration.

The detailed terms of reference proposed by the JIU of the United Nations were prepared in line with the decision of the COP and are submitted to the attention of the seventh session of the Committee for the Review of the Implementation of the Convention, as per the request of the JIU contained in the letter attached.

The document is attached hereto as received by the JIU, without formal editing. In line with the request of the JIU, it is accompanied by two letters of transmittal.

## I. Letters of Transmittal

The Chairman  
Le Président

Geneva, 25 June 2008

Excellency,

Reference is made to our fax dated 31 January 2008 informing you that the Joint Inspection Unit (JIU) has included in its programme of work for 2008 an item entitled *Review of the Global Mechanism of the United Nations Convention to Combat Desertification*.

In this regard, it is my pleasure to inform you that the Unit has assigned Inspector Tadanori Inomata as Coordinator and me as co-author to carry out the review.

Please note that the team has prepared the enclosed terms of reference (TOR) in line with the decision of the Conference of the Parties together with estimated workload and related costs. We are in consultation with the Global Mechanism and we suggest the TOR to be brought to the attention of the Contracting Parties during the CRIC.7, scheduled for November 2008, for comments.

In our view, CRIC.7 could also be an excellent opportunity for both the Global Mechanism and the UNCCD Secretariat to present a progress report on any modalities they have developed to foster their cooperation and exercise their respective mandates in a coherent way in the light of the directives of the COP.8 and the decision 3/COP.7 on action taken by the Conference on the commendations of the report JIU/REP/2005/5 in this respect.

As to the financial implications of this exercise, please be advised that the Unit is not in a position to bear them as the resources available to the Unit under its budget are jointly financed by its participating organizations. Since the Global Mechanism does not contribute to the budget of the Unit, financial contribution from the Global Mechanism is necessary to support the conduct of this review. In this respect, we are in close consultation with the Global Mechanism to agree upon the modalities of such contribution.

Yours sincerely,

  
Even Fontaine Ortiz

**The Chairman**  
**Le Président**

Geneva, 25 September 2008

Excellency,

Reference is made to my letter dated 25 June 2008 conveying to you the draft of the terms of reference (TOR) and the cost estimate of a Review of the Global Mechanism of the United Nations Convention to Combat Desertification (UNCCD), included in the Unit's Programme of Work for 2008, to be carried out by Inspector Tadanori Inomata as Coordinator and myself as a co-author.

In this regard, please find attached the revised draft of the TOR together with the estimated workload and related costs. The revised draft contains factual corrections brought to our attention by both the Global Mechanism and the secretariat of the UNCCD. We have requested the secretariat of UNCCD to circulate this draft TOR the Parties for their comments during the seventh session of the Committee for the Review of the Implementation of the Convention (CRIC 7), scheduled from 3 to 14 November 2008 at Istanbul.

As to the financial implications of this exercise, I should like to emphasize that the implementation of this review is subject to a financial contribution from the organization to be reviewed, i.e. the Global Mechanism of UNCCD. I reiterate that the Unit is not in a position to bear the costs of this review as resources available to the Unit under its regular budget are devoted to financing its activities relative to its participating organizations which contribute to its budget. The UNCCD is neither a JIU participating organization nor does it contribute to the budget of the Unit. I therefore reiterate that the Global Mechanism shall bear the costs of the review and agree with us on the modalities of such contribution.

Yours sincerely,

  
Even Fontaine Ortiz

## II. Report of the Joint Inspection Unit of the UNCCD

### Terms of Reference

<b>Project No &amp; Title</b>	A.334 Assessment of the Global Mechanism of the United Nations Convention to Combat Desertification
Coordinator	Tadanori Inomata
Co-Author	Even Fontaine Ortiz
Research Officer	Vincent Hermie
Research Assistant	Hervé Baudat
Date prepared	02/10/2008.

### A. Introduction

1. The Global Mechanism (GM) was established under Article 21 of the United Nations Convention to Combat Desertification (UNCCD), adopted in June 1994. The Conference of the Parties at the First session (Decision 24/COP.1) in 1997 decided to select the International Fund for Agricultural Development (IFAD) to house the Global Mechanism and adopted at the third session (Decision 10/ COP.3) in 1999 the Memorandum of Understanding between the Conference of the Parties and the IFAD regarding the modalities and administrative operations of the Global Mechanism.

2. The GM is mandated to "*increase the effectiveness and efficiency of existing financial mechanisms...[and]...to promote actions leading to the mobilization and channelling of substantial financial resources to affected developing country Parties*"(Article 21, paragraph 4).

3. Relationships between the GM and the UNCCD are defined in the Convention, various decisions of the COP and the Memorandum of Understanding regarding the modalities and administrative operations of the GM as mentioned above.

4. In its recent decisions on the 10-year Strategic Plan and Framework of the UNCCD, the COP further defined that the GM has a central role in promoting actions leading to financing and technology transfer and in increasing the effectiveness and efficiency of existing financial mechanisms and in mobilizing and in channelling substantial financial resources for the implementation of the Convention. This decision reflects the wish of the Parties, who face multifaceted challenges to overcome desertification and adapt to growing risks of climate change, to enhance coordination and synergies for the financing of the fight against desertification in an integrated manner, and in particular through the GM, based on its ***Consolidated Strategy and Enhanced Approach*** to its role in the mobilizations of the substantial resources (See Decision 5/COP.7).

5. With the designation of the Global Environmental Facility as a financial mechanism for the UNCCD and the increased participation in anti-desertification and sustainable land

management (SLM) of the World Bank and the donors through various funds under the climate change regime, the role of the GM has become increasingly blurred and needs to be further clarified in terms of its complementary role of the GEF. In this regard the 10-year Strategy calls upon the GM to develop a strategy to operationalize this complementary role.

6. The GM reported that in 2004, it leveraged investments of about USD 700 million for UNCCD implementation in Africa, Asia, and Latin America and the Caribbean. It has been active in 27 countries and 12 sub-regions. The cost of the GM operations stood at USD 4.9 million in terms of the commitments for its all accounts and USD 1.9 million in terms of disbursement as of 30 September 2006. As a result of a joint GM and IFAD review of IFAD's portfolio, IFAD could report that it committed about USD 3.5 billion in support of dry land development, and that the organization's support of the UNCCD was increasing at the time. The share of UNCCD-related loans and grants in IFAD's portfolio increased from 35 per cent in 2002 to 55 per cent in 2004.

7. The core budget cost of the GM under the UNCCD budget increased considerably in the period 1999-2005 from USD 1.1 million in 1999 to USD 2.1 million in 2005, as a response to meeting the full staffing table envisaged in the UNCCD-COP/ IFAD MoU, accounting for nearly one fifth of the total core budget of UNCCD. In 2005 COP reduced the overall core budget by 15 %, including for the GM. Currently the core budget funding varies from 20-30 % of the GM's own biennial budget, depending on bilateral agreements with donors.

8. The above data have to be updated and be subject to further scrutiny, in view of data gathered since 2004.

## **B. Background**

9. In accordance with its Decision 3/COP.8 of 14 September 2007 (paragraph 27), the President of the last session of the Conference of Parties (COP. 8) of the United Nations Convention to Combat Desertification (UNCCD) requested the Joint Inspection Unit to conduct an assessment of its Global Mechanism (GM) and submit it to COP.9 (Autumn 2009 in Bonn).<sup>1</sup> The General Assembly in its resolution 62/193 of 19 December 2007 took note of this request and looked forward to the findings of JIU.

10. Accordingly, the Unit included this review in the programme of work for 2008 on the assumption that the GM would bear the costs associated with this project. The COP 8 provided the Unit with the following terms of reference:

(a) To evaluate the work and functions of the GM, in accordance with its mandate as set out in the Convention and relevant decisions of the COP;

(b) To identify any lack of clarity in the institutional arrangements and accountability set out in the Convention and in the Memorandum of Understanding between the International Fund on Agricultural Development and the UNCCD, with a view to ensuring the effectiveness of the functioning of the Convention bodies;

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<sup>1</sup> In the event that no Party makes an offer to host that session and meet the additional financial cost.

(c) To assess the alignment between the programme of the GM and that of the secretariat, and the conformity of the programme of the GM to the guidance of the COP;

(d) To evaluate the communication and working modalities between the GM and the secretariat.

11. It should be noted that the Unit dealt with some of these issues in its previous report in 2005 (See JIU/REP/2005/5) and recommended that a Task Force of the COP should make a clear distinction between the functions of the GM and the UNCCD secretariat and review the current administrative arrangements between the IFAD and the COP.

12. In response to the recommendations of the JIU the Intersessional Intergovernmental Working Group (IIWG) was established in 2005 at COP 7 as a task force to conduct its business in 2006/2007 resulting in the Ten Year Strategy of the Convention. The evaluation of the cooperation between the UNCCD Secretariat and the GM was part of this work and resulted in the recommendation to establish a Joint Work Programme in order to identify joint activities along the lines of the respective mandates and to make a clear distinction between the functions, responsibilities and activities of the Secretariat and the GM.<sup>2</sup> The Unit will evaluate the adequacy of these arrangements in accordance with paragraph 28 of Decision 3/COP.8.

13. The UNCCD-COP<sup>3</sup> and the World Bank<sup>4</sup> also carried out independent evaluations of the GM in 2003.

### C. Objectives

14. In line with the terms of reference provided by the COP, the objectives of the JIU review are:

(a) To identify and recommend a course of action to enhancing consistency and complementarities in the delivery of services provided by the UNCCD secretariat and the GM to the Parties; and

(b) To provide further guidelines to assist both UNCCD secretariat and the GM in implementing and developing RBM-based joint work programme equipped with indicators of successful cooperation<sup>5</sup> in the light of the on-going efforts by the UNCCD Secretariat and the GM.

(c) To follow-up to and update the relevant recommendations of the previous JIU report (JIU/REP/2005/5) as approved in the Decision 3/COP.7 taking into account relevant provisions of the 10 Year Strategic Plan and the JIU mandate contained therein.

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<sup>2</sup> See paragraph 25 of Decision 3/COP.8

<sup>3</sup> *Review, pursuant to article 21, paragraph 7, of the Convention, of the policies, operational modalities and activities of the Global Mechanism, and the provision of guidance to it (ICCD/CRIC(2)/5)*

<sup>4</sup> *Independent Evaluation of the Global Mechanism of the UNCCD*, Final Report to the World Bank (ICCD/COP(6)/Misc.1)

Development Grant Facility submitted by the Evaluation Team, 26 June 2003.

<sup>5</sup> See paragraph 26 of Decision 3/COP.8

**D. Intended Impact** *(Based on JIU impact categories)*

15. The review is intended to address the following impact categories:

(a) **Enhanced effectiveness:** Are the arrangements between the IFAD and the COP, including those under their MOU, achieving satisfactory results toward their stated objectives and are the risks affecting the delivery of the service identified properly? Accordingly the MOU should be fully reviewed and recommendations should be made in that regard to enhance effectiveness.

(b) **Enhanced efficiency:** Is the current GM service interacting with the UNCCD secretariat achieving satisfactory results expected by the Parties at an acceptable cost, compared to any alternative financial mechanisms?

(c) **Financial savings:** is the GM effectively using the National Action Programmes reported to the UNCCD secretariat to assess investment needs in a bottom-up fashion at the country level? Can more synergy with the UNCCD secretariat generate financial savings?

(d) **Enhanced controls and compliance** through the reinforced surveillance by the COP of enhancing consistency and complementarities in the delivery of the services provided by the GM and the UNCCD secretariat by way of monitoring the implementation of the joint programmes and The Strategy, and the related indicators. It is particularly important to review the conformity of the programme of the GM to the guidance of the COP and conversely how the COP performs its proper role to provide the GM with the necessary guidance.

(e) **Dissemination of best practices:** are GM's lessons learned of national, regional and global programmes shared with the Parties, and/or mutually done so among the Parties to the UNCCD? Best practices may relate to the successful application of the GM's Integrated Financing Strategy, South-South cooperation and innovative financing, the marking of resources mobilized for UNCCD-related activities such as the Rio markers identifying activities that target the objectives of other Rio conventions.

(f) **Enhanced coordination and cooperation:** Will coordination between the GM and the UNCCD secretariat also result into enhanced resources mobilization for UNCCD related investments all over the world? The relevance of coordination at normative and operational levels as well as national, regional and global levels will be examined.

(g) **Enhanced accountability:** How will the clear delineation of responsibilities between the GM and the UNCCD secretariat to enhance their accountability to the Parties, particularly with respect to the conformity of the Programme of the GM to the guidance of the COP? The precise understanding of the accountability of the GM, i.e. to whom it is accountable and what should be the relations between them as to the formulation of the COP's guidance and the response of the GM, will improve institutional coherence and overall accountability to the Parties.

### E. Scope

- Organizations to be covered: The GM, the IFAD, the UNDP and UNDP-GEF, FAO and other partners/implementing organizations and the World Bank (The three founding members of the Facilitation Committee are - UNDP, World Bank and IFAD) and the GEF Secretariat, regional development banks and selected global, regional and sub-regional institutions relevant to the UNCCD processes; and the UNCCD secretariat;
- Subject areas to be covered: See the elements of the TOR provided by the COP above.

16. In addition, in order to develop quantifiable indicators of successful cooperation between the two bodies, it is necessary to (a) examine the experience of recipient countries with the GM's building of partnership platforms for resource mobilisation and Integrated Financing Strategies in assessing investment needs broken down into types of activities within their NAPs and matching them with prospects of various financial mechanisms e.g. the GEF and sources available and (b) synthesize the total financial requirements, the resources mobilized by the GM and the UNCCD secretariat and the balance of these amounts.

17. The review of the GM's work with financial data (FIELD), portfolio reviews of international finance institutions (IFAD, AfDB, World Bank and public expenditure reviews at national level would reveal the extent to which the GM could contribute to the global process of mobilization of substantial financial resources and monitoring financial flows.

### F. Methodology

(a) Construct a model for analysis with the assistance of the GM officials on the flow of work of the GM with reference to its facilities and components relevant to its initiatives by any regional programmes and in some countries<sup>6</sup> as well the extent to which the GM involves the UNCCD secretariat in each of the initiatives having reference to the NAPs;

(b) Survey with the help of the UNCCD Secretariat and the GM on the compilation and projection of resource use and resource requirements of the UNCCD related activities and the funds leveraged by the GM activities with reference to the NAPs as well as to the integration of NAPs, SLM and land degradation issues into development planning and relevant sectoral and investment plans and policies as called for in the 10-year strategy, such as PRSPs, UNDAF and SWAPs. This will enable to establish performance indicators of the GM and the UNCCD achievement.

(c) Questionnaires be sent to those agencies identified in the above scope

(d) Interviews with relevant officials of the agencies and other organizations involved.

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<sup>6</sup> e.g. Corporate Mining Sector Initiative, Designing Integrated Financing Strategies to Combat Desertification (DIFS), Desertification Profile Development for the Francophone Sahel, Gum Arabic Partnership with the Network for Natural Gums and Resins in Africa (NGARA), Partnership with the International Centre for Trade and Sustainable Development (ICTSD) and SolArid: South-to-South Cooperation.

## G. Missions

- Proposed travel budget: US\$ 131,995
- Missions plan: (destination, participants, duration, tentative dates)
  1. Three trips to Rome to interview and consult with relevant officials of the GM, the IFAD and FAO, and donors by an Inspector and a RO for 3 days.
  2. One trip to Bonn to consult with the senior officers of the UNCCD on the basic approach of the review and the proposed TOR by an Inspector and a RA for 2 days before August 2008.
  3. One trip to Bonn to interview and consult with relevant officials of the UNCCD secretariat by an Inspector and a RA for 3 days.
  4. One trip to Brussels to consultation with EC officials by an Inspector for 2 days.
  5. One trip to Washington for two days and New York for three days by an Inspector and a RO to interview and consult with relevant officials of the World Bank, the GEF, and the UNDP, the UNICEF (e.g. for adaptation to drought and desertification of weak part of the population affected).
  6. One trip to the field to interview the officials of GM, UNDP, GEF, Asian Development Bank (ADB) and ESCAP and government officials in Middle East, Asia, Latin America, and Africa by an Inspector and a Research officer (exact locations should be determined taking into account the dealing needs of the GM with countries and regions and interaction with the UNCCD secretariat with the Parties).
  7. One trip to Istanbul, November 2008, to present the proposed Terms of Reference of its assessment of the GM to CRIC /7 by two Inspectors and a RO for 3 days.
  8. One trip to present the report at the venue of COP 9 by an Inspector for 2 days.

## H. Expected output

*Report to be submitted to the ninth Conference of the Parties to the UNCCD, Autumn 2009.*

## I. Major milestones

- Completion of preliminary desk review and validation of the TOR: 30 April 2008.
- Collection of information through further desk review, missions and attendance to major events relevant to this assessment of the UNCCD and the GM relating to the implementation of the 10-year Strategic Plan; and the CRIC7 (3-14 November 2008, Istanbul).
- Completion by the GM/UNCCD officials of the analysis model and the flow of work [from 15 November to 15 December (one staff at the Research Officer level)].
- Completion of data collection by questionnaires: 30 January 2009.  
[One staff at the Research Officer level, and one at the Research Assistant level, from 30 January 2009 until 15 June 2009, for a length of about 6 months and half) to sustain the work though 15 June 2009]
- Completion of missions and interviews: 15 March 2009

- Completion of draft report/note: 30 April 2009
- External comments: 31 May 2009
- Completion of final report: 15 June 2009

**18. It is assumed that the travel and staff costs and the programme support cost involved shall be borne by the United Nations Convention to Combat Desertification (UNCCD) and be reimbursed by the GM and where relevant by the UNCCD Secretariat to the JIU. Administrative arrangements for that purpose shall be established between the JIU and the GM in consultation with the UNCCD secretariat.<sup>7</sup>**

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<sup>7</sup> The GM is assumed to defray the cost for the proposed assessment, as it is the object of the assessment by the JIU. If necessary, it is up to the GM to fundraise with donors in order to secure extra-budgetary resources for this exercise. The Secretariat of the UNCCD might be eventually ready to cover solely the mission by the team to its Headquarters.

**Estimated workload and related costs for the preparation of A.334 (Global Mechanism of UNCCD)**

Categories	Type of Reports	Terms of Reference /Mission Statement	Collection of information available in Unit or online	Preliminary desk review	Identification and Collection of additional information and data needed, incl. design of questionnaire when required	Dispatch, completion and collection of questionnaire	Interviews and Missions (including preparation, interview guides, travel, mission reports)	In-depth and structured desk review/ blue print	Preparation of conclusions and recommendations, guidance for draft	Draft report	Internal comments and revision of draft	External comments	Finalization of report	TOTAL NUMBER of weeks	Basis: 70%	Salary costs Estimates (USD)
Resource Person		Inspector			Research Staff	Research Staff	Research Staff		Inspector	Inspector or Research Staff	Inspector	Research Staff	Inspector			
Categories	Calendar week by step:															
I. Single Org.	Type 1: Single Org. 1 or 2 subjects	1	1	2	1	2	9	4	2	4	2	1	3	32		
<b>Time dedicated for assessing Inspectors/staff costs:</b>																
2 Inspectors (equivalent to D-2)		2					9.0		4	2	4		2	23	16.1	102 138
Research Staff			1	2	1	2	9+5	4		3		1	2	30	21	69 626
			Includes also review of material available from previous report on UNCCD	Includes also review of material available from previous report on UNCCD	Based on the hypothesis of one questionnaire		Based on the hypothesis of 26 days of mission + 3 weeks for the preparation of: mission, interview guides, travel, mission reports.					Estimate work for including comments received				
<b>Sub total salary costs estimates</b>																<b>171 764</b>
<b>Travel estimates (See sheet 'Travel cost estimates')</b>																<b>124 267</b>
<b>Support Cost (+13%)</b>																<b>38 484</b>
<b>Contingency (+10%)</b>																<b>33 451</b>
<b>GRAND TOTAL</b>																<b>367 966</b>

### UNCCD report (A.334) - travel cost estimation

Report	INSP/RS	Destination	Days///Dates	Ticket	DSA	Terminals	Total	Note
A.334								
	Insp	Rome	3 days	\$600.00	\$1 260.00	\$152.00	\$2 012.00	
	RS			\$600.00	\$1 100.00	\$152.00	\$1 852.00	
	Insp	Bonn	2 days	\$500.00	\$700.00	\$152.00	\$1 352.00	
	RS			\$500.00	\$600.00	\$152.00	\$1 252.00	
	Insp	Bonn	3 days	\$500.00	\$1 500.00	\$152.00	\$2 152.00	
	RS			\$500.00	\$900.00	\$152.00	\$1 552.00	
	Insp	Brussels	2 days	\$500.00	\$720.00	\$152.00	\$1 372.00	
	RS			\$500.00	\$630.00	\$152.00	\$1 282.00	
	Insp	NY/Washington	1 week	\$1 400.00	\$2 500.00	\$350.00	\$4 250.00	
	RS			\$1 400.00	\$2 300.00	\$350.00	\$4 050.00	
	Insp	Lebanon/Pakistan/Bangkok/China	10 days	\$12 000.00	\$3 300.00	\$400.00	\$15 700.00	
	RS			\$12 000.00	\$2 900.00	\$400.00	\$15 300.00	
	2 Insp	Istanbul	3 days	\$1 600.00	\$1 324.80	\$304.00	\$3 228.80	
	RS			\$800.00	\$576.00	\$152.00	\$1 528.00	
	Insp	Bonn (presentation of report)	2 days	\$500.00	\$700.00	\$152.00	\$1 352.00	
	RS			\$500.00	\$600.00	\$152.00	\$1 252.00	
	Insp	Burkina Faso, Kenya, Ethiopia	(6 days)	\$11 500.00	\$2 600.00	\$320.00	\$14 420.00	
	RS			\$11 500.00	\$2 300.00	\$320.00	\$14 120.00	
	Insp	Brazil, Mexico, Honduras	(6 days)	\$15 000.00	\$3 000.00	\$320.00	\$18 320.00	
	RS			\$15 000.00	\$2 600.00	\$320.00	\$17 920.00	
<b>Total</b>							<b>\$124 266.80</b>	

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