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United Nations Educational, Scientific and Cultural Organization

Executive Board
Hundred and eighty-second session

182 EX/6
Part I

PARIS, 3 August 2009
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<u>Item **6** of the provisional agenda</u>

REPORT BY THE DIRECTOR-GENERAL
ON THE IMPLEMENTATION OF THE REFORM PROCESS

STAFF POLICY

SUMMARY

In accordance with 180 EX/Decision 6 (I), the Director-General submits a report on the implementation of the reform process. The report outlines the major achievements of the staff policy reform and provides an update of the implementation of the medium- and long-term staffing strategy.

No financial or administrative implications.

Action expected of the Executive Board: proposed decision in paragraph 4.

1.   This document is submitted in pursuance of 180 EX/Decision 6 (I) inviting the Director-General to report to the Executive Board on the implementation of the human resources policy reform framework and of the medium- and long-term staffing strategy.

2.   In order to rationalize the distribution of documents to the Governing Bodies, the report of the Director-General on the implementation of the reform process to the General Conference at its 35th session (35 C/26 Part I) is included in the present document.

3.   Document 35 C/26 Part I summarizes the progress achieved in the implementation of the Human resource policy framework in 2008-2009. It also provides an update of the implementation of the medium- and long-term staffing strategy from 2005 to 2009.

Action expected of the Executive Board

4.   The Executive Board may wish, in the light of the considerations set out in this document, to adopt a decision along the following lines:

The Executive Board,

1.   Recalling 180 EX/Decision 6 (I),

2.   Having examined Document 182 EX/6 Part I,

3.   Takes note of the work accomplished in the implementation of the human resources policy reform framework and of the medium- and long-term staffing strategy;

4.   Requests the Director-General:

(a)   to develop a human resources strategy for 2011-2016, taking into account recommendations of evaluations conducted on human resources matters, as well as relevant resolutions on the decentralization strategy, and ensuring, where appropriate, harmonization with United Nations common system policies and practices;

(b)   to report to it at its 185th session and to the General Conference at its 36th session on the development of the human resources strategy.

General Conference
35th session, Paris 2009

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منظمة الأمم المتحدة
للتربية والعلم والثقافة

联合国教育、
科学及文化组织

Item **10.1** of the provisional agenda

REPORT BY THE DIRECTOR-GENERAL ON THE IMPLEMENTATION OF THE REFORM PROCESS

Part I – Staff Policy

OUTLINE

Source: 34 C/Resolution 68, Part I, 180 EX/Decision 6, Part I.

Background: The General Conference invited the Director-General "to pursue the implementation of the human resources policy reform framework, ensuring harmonization with United Nations common system policies and practices" and "to pursue the implementation of the medium- and long-term staffing strategy"; and "to report to the Executive Board at its 180th session and to the General Conference at its 35th session on the implementation of the human resources policy framework and the medium- and long-term staffing strategy". The Executive Board, at its 180th session, invited the Director-General to report to the General Conference on the implementation of the human resources policy reform framework and of the medium- and long-term staffing strategy at its 34th session.

Purpose: The Director-General hereby submits to the General Conference a report outlining the major achievements of the staff policy reform, and of the medium- and long-term staffing strategy. Since the last session of the General Conference, reports on these two issues were presented to the Executive Board in documents 180 EX/6 Part I and 181 EX/6.

Decision required: paragraph 53.

Introduction

1.   At its 34th session, the General Conference requested the Director-General to pursue the implementation of the Human Resource Policy Framework ensuring harmonization with the United Nations common system policies and practices, and to pursue the implementation of the medium- and long-term staffing strategy endorsed by the General Conference at its 33rd session. The Director-General submitted a progress report on these issues at the 180th session of the Board.

2.   This document summarizes the progress achieved in the implementation of the Human Resource Policy Framework and of the medium- and long-term staffing strategy in 2008-2009. The policy framework, which is part of the medium- and long-term staffing strategy, comprises a comprehensive set of policies covering key human resources management areas. As requested by the General Conference, the Secretariat has continuously sought to harmonize its policies and practices with those of the United Nations Common System, while taking into account Organization-specific needs.

3.   Since 2008, the focus was put on the evaluation of key human resource policies; the External Auditor undertook performance audits on the staff rotation,[1] promotion and the performance evaluation policies as well as on temporary assistance contracts. At the same time, IOS, commissioned by the Bureau of Human Resource Management, conducted evaluations of the recruitment policy and of the merit-based promotion programme.[2]

4.   At its 179th session, following the performance audit undertaken by the External Auditor on the staff Rotation Policy, the Executive Board requested the Director-General to present a strategy for the implementation of the geographical mobility. This strategy was presented and approved at the 181st session of the Executive Board.

5.   An update of the staffing trends, as well as progress in the implementation of the Human Resource Policy Framework and the medium- and long-term staffing strategy, are outlined below.

Recruitment update

Update on recruitment from January 2008-May 2009

6.   From January 2008 to May 2009, a total of 126 appointments were made to posts at the Professional and above level (108 to P and 18 to D posts). Of these 126 appointments, 84 were internal candidates (67%), and 42 (33%) external candidates. From the 18 appointments made to Director posts in 2008-2009, 5 (28%) were external candidates. These figures show that there is a significant level of career advancement for qualified internal staff. At the same time the refresh of talents and skills is ensured through external hires.

Current and future vacancies

7.   As of May 2009, there were 118 vacant posts[3] open to recruitment in the Professional and above category, 54 in the field and 64 at Headquarters. This represents a vacancy rate of 12%. The vacancy rate is higher in the field (16%) than at Headquarters (10%). In the next four years (by the end of 2013), a total of 192 staff at the Professional and above level will retire. The rate of upcoming retirements is highest amongst Directors and P-5 staff with 56 Directors (53%) and 59 P-5 staff (38%) retiring in the next four years.

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[1]   In 179 EX/31 Part I.

[2]   These evaluation reports are available on IOS Intranet.

[3]   The Bureau of Budget computes vacant posts as posts which are budgetarily vacant, i.e. vacant posts that are generating real savings, after deducting the vacant posts that are financing temporary assistance. The information is therefore not directly comparable to the data published by the Bureau of Human Resources. The number of vacant posts for budgetary purposes is usually lower then the actual number of vacancies.

8.   To ensure that vacancies are being filled in a reasonable time-frame, the Bureau of Human Resource Management will publish in anticipation the list of future vacancies due to retirements in 2010-2011. In addition, HRM will continue to hold planning sessions with each Sector/Bureau, to review and plan recruitment, classification and mobility requirements for the next biennium.

Evaluation of the recruitment policy

9.   At the request of the Bureau for Human Resource Management, IOS undertook an evaluation of the recruitment process for Professional posts (P) in 2008.[4] The evaluation found that the policy was well understood and accepted by managers; that the process is seen as being transparent by managers and staff with thorough checks and balances. Gender and geographical representation are important factors in the process and statistics show steady improvements in these areas. Other Organizations refer to UNESCO's recruitment procedures as an exemplary practice. The evaluation also identified challenges, in particular the need to reduce the delays experienced in recruiting certain posts and the need for UNESCO to atrract a higher calibre of candidatures for its vacancies. HRM has prepared an action plan based on IOS recommendations addressing these issues.

Geographical mobility

Update on geographical movements from May 2009

10.   Since January 2004, 245 Professional staff and above have moved between duty stations, which represents an average of 90 movements per biennium. The majority of movements took place between field offices (50%) and from Headquarters to the field (31%). Nineteen per cent of the movements took place from the field to Headquarters. The moves are, in majority, transfers at equal grade, except for those from Headquarters to the field, where 50% of the moves involve a promotion.

Geographical mobility strategy

11.   Since 1 October 2008, geographical mobility is applicable to all international professional staff. It has been clearly established that an appointment to an international professional post in UNESCO requires acceptance of the Organization's policy on geographical mobility, and letters of appointment reflect this policy.

12.   The Director-General developed a strategy for the implementation of geographical mobility which was approved by the Executive Board at its 181st session in April 2009.[5] This strategy reinforces the notion that geographical mobility is driven by organizational needs, in particular by the need to ensure effective delivery of UNESCO's programmes at Headquarters and in the field.

13.   Even though all international professional staff are subject to geographical mobility, not everyone shall move or should move, as geographical movements will respond to the operational needs of the Organization, taking into account skills and profile requirements. Geographical mobility is also an essential element in a staff member's professional development and career progression. Under the geographical mobility programme, field experience shall be an important criterion for promotion. The principle of maximum stay in a duty station is maintained, according to conditions of work and life: 2 to 3 years for hardship duty stations, up to 6-7 years in other field duty stations. At Headquarters, geographical mobility will be based on operational requirements and on field movement opportunities.

14.   The strategy introduces a structured and planned approach to mobility. A questionnaire will be issued to staff on an annual basis in order to gauge their mobility interests and personal

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[4]   Evaluation Report available on IOS Intranet site.
[5]   181 EX/Decision 6.1.

circumstances. To the extent possible, operational requirements and the consideration to be given to staff preferences and personal circumstances will be carefully balanced.

15.   The Sectors/Bureaux will establish biennial mobility plans, based on the C/4 and C/5 requirements and the decentralization strategy, as well as staff mobility requirements. All posts to be vacant within the next 12 to 18 months will be advertised in a vacancy bulletin published annually. All geographical moves implying promotions will follow the normal recruitment policy.

16.   In an effort to promote staff mobility, new measures, both financial and non-financial, will be introduced to encourage staff to move to other duty stations such as a one-week pre-assignment mission in order to facilitate staff/family installation, reinforced briefings for staff going on field assignments, a counselling service including mentoring for newly assigned staff and a comprehensive communication strategy which will provide country-specific information. To promote career development and advancement, field experience will be an important criterion for promotion and priority consideration will be given to staff with field experience for posts at P-4 level and above. Also, additional points are awarded to staff with field assignments, in particular in hardship duty stations, in the merit-promotion programme.

17.   As part of the geographical mobility strategy, proposals for a short-term mobility scheme have also been developed. The objective of short-term assignments is to meet short-term operational needs, bring expertise where and when needed, and contribute to the overall capacity-building and knowledge transfer within the Organization. Staff deployed on short-term assignments will perform specific functions, including work related to the United Nations country programming process, specific projects or activities, post-conflict/post-disaster situations, temporary reinforcement of an office/team or a short-term replacement of a key staff. Short-term assignments will range in duration from two to twelve months.

Promotion policy

Update on promotion from January 2008-May 2009

18.   The promotion policy implemented since November 2003 confirmed that the two main avenues for promotion would be through competitive recruitment and job reclassification.

19.   In 2008-2009, 252 staff members representing 13% of the total staff were promoted as follows: 115 through job reclassification (46%); 87 through competition to a higher graded post (34%), 34 were granted a merit-promotion (14%) and 16 were promoted in split-graded posts (6%). [6] By comparison, in 2006-2007, 264 promotions were granted, representing a similar proportion of the total staff (13%); the majority (48%) were promotions through competition to a higher-graded post.

The merit-based promotion programme

20.   To complement the promotion policy, the Bureau for Human Resource Management implemented a merit-based promotion programme on a pilot basis in 2008. The programme aims at rewarding outstanding results/contributions which benefit UNESCO's Programme and Services. A budget of US $1 million was allocated for merit-promotions within the $2 million global reserve for reclassifications/merit-based promotions approved by the General Conference. A total of 34 staff members were granted a merit-based promotion under this programme in 2008.

21.   The assessment criteria for merit-promotions included demonstrated results, satisfactory performance, mobility, as well as the ability to perform at a higher level and, for more senior posts, demonstrated managerial skills. For professional staff, particular weight is given to geographical mobility. Recommendations for merit-based promotions are integrated in the performance

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[6]   Such as P-1 and P-2 posts.

assessment process, and reviewed by the Review Panels. A Promotion Panel, chaired by the Deputy Director-General and comprising four members designated by the Director-General, including two heads of field offices and one observer from each staff association reviewed the recommendations for promotions in June 2008. The Director-General approved the recommendations, effective 1 January 2009.

22. Following the pilot exercise, IOS undertook an evaluation of the merit-based promotion programme in 2009.[7] The evaluation found that the Merit Promotion Programme was highly supported. The overall findings of the evaluation support a continuation of the programme. However it indicates that it is too early to assess or determine to what extent the programme contributed to the objectives of a results-based culture or enhanced staff motivation. A review of the programme should take place in 3-5 years time.

Promotions under the Reclassification Reserve

23. The US $1 million Reclassification Reserve approved by the General Conference at its 34th session financed 69 job reclassifications, of which 21 in the Professional category, seven in the National Officer Category (NPO) and 35 in the General Service category. In addition there was one reclassification from the Professional to the Director Category and five from the General Service to the Professional Category.

The Team Award

24. The "Director-General Team Award", a non-monetary award to recognize outstanding team contribution, was implemented in January 2009. This Award recognizes qualities such as teamwork, sense of initiative, innovation, creativity and service-orientation. In 2009, nine teams were selected for an Award: 3 at Headquarters and 6 in field offices. Awards were given by the Director-General to the selected teams during the staff day in June 2009.

Performance Assessment Policy

Implementation update

25. The Performance policy, implemented in 2004, introduced a two-year results-based performance assessment. Two performance cycles (2004/5, 2006/7) have been completed since the system was put in place. For the biennium 2004-2005, reports were completed for 77% of staff members; in 2006-2007, the completion rate was 64% at Headquarters and 51% for the field offices. For the 2008-2009 biennium, the first part of the performance cycle (definition of expected results) has been completed at a rate of 79%, an improvement over the past biennia. Assessment of staff performance for 2008-2009 will take place at the end of 2009.

26. In June 2009, the External Auditor undertook an evaluation of the Performance evaluation process. His recommendations will be useful to the Bureau of Human Resource Management for improving the process.

Performance Agreement for senior managers

27. A Performance Agreement was piloted for Senior Managers (ADG's, Directors of Bureau and Directors/Heads of field offices) in 2008. The Agreement, covering the biennium 2008-2009, identifies accountabilities in programme planning and delivery, external relations and partnerships, people management and budget/financial management. Detailed guidelines were provided to managers to assist them in the preparation of their respective performance agreement. By end 2009, the performance of senior managers will be assessed on the basis of results achieved in these four areas.

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[7]   Evaluation report available on IOS Intranet site.

Learning and development programme

Update on the Learning and Development Programme from January 2008 – May 2009

28.   For the biennium 2008-2009, the training budget was $5.5 million, representing 1.5% of staff costs. One fourth of the budget ($1.3 million) was delegated to sectors, bureaux, field offices and category I institutes to support their specific training and development needs.

29.   For the biennium 2006-2007, the training budget of $6 million showed an execution rate of 99.5%, with a total of some 8,044 participants to training sessions. As at 1 May 2009, the execution rate for the corporate training budget is 63.5%, with a total of 3,853 participants to training sessions.

30.   For 2008-2009, the corporate training plan focused on the following learning priorities:

(a)   the enhancement of the organizational effectiveness within the United Nations system and within UNESCO;

(b)   the enhancement of the professional competencies for programme delivery;

(c)   the enhancement of the management and accountability culture;

(d)   the support to learning and development activities.

31.   Training in support of the United Nations reform was one of the priority areas during this biennium; this included training of Field Directors in CCA-UNDAF to ensure their effective participation in the CCA-UNDAF exercises. A revised Orientation and Briefing Programme for all new professional recruits was implemented in January 2009; this programme focuses on the staff member's job and how it should be done and involves operational briefings by sectors and support services. The briefing is complemented by the Institutional Training Programme which introduces new recruits to UNESCO's history, mandate, functioning, its environment, management, and also promotes the idea of working for One organization and towards the same objectives. This programme of six modules is offered within six months of entry on duty. At Headquarters it is a three full-days programme, except for Directors, where it is offered by short modules. In field offices, it takes the format of a team-building exercise attended by all staff and concretized by an action plan.

32.   To enhance professional competencies for programme delivery, some staff were also trained in 2008-2009 in human rights mainstreaming training and post-conflict/post disaster. Training workshops were held on RBM, IPSAS, field office administration and institutional training. Language training in the six official languages continues to be well attended with approximately 500 participants. An e-learning module is being developed for Gender Mainstreaming to be completed by end 2009.

33.   With a view to enhancing the management and accountability culture, a total of 204 managers were trained in the Leadership and Change Management Programme (LCMP) since 2002. Following an external evaluation of the programme, the training package is being redesigned to include, *inter alia*, risk management and gender issues. The new training programme will be available by the end of 2009.

34.   HRM also developed and released in 2008 to all UNESCO managers and supervisors a comprehensive CD self-learning tool on "Managing people with confidence". This new tool outlines relevant HR policies and procedures, practical issues in their implementation, and real-life scenarios, tips and exercises to enhance people management knowledge and skills. It contains seven modules which describe the role of managers and supervisors and provides guidance in assuming some key managerial responsibilities. It also provides guidelines on how to prevent and

better manage conflicts in the workplace, and to ensure that the Standards of Conduct are respected.

35.   During 2009, 14 modules (CD-ROMS) on core managerial skills are being developed and piloted. This includes modules in managing teams; motivating and empowering staff; planning, organizing and managing time; conflict management; managing diversity; client orientation; etc. Online learning tutorials were made available to all programme and administrative staff on the contracting of services, financial management and control, and mission travel. In addition, e-learning modules in procurement and security were developed and made available to all staff at Headquarters and in the field.

Career development initiatives

36.   A competency project is under way in the Education Sector with a view to defining core competencies, technical skills and career paths for Professional staff.

37.   A management assessment centre for development is in place and was piloted for 26 middle managers in 2009. The aim was to assess the managerial competencies of the middle managers and identify areas that might need development. As a result, managers can attend training programmes that will help them reinforce areas where they might have some limitations.

38.   The following career support tools and services were introduced: A UNESCO career guide was published that provides staff and managers with concise information on the fundamentals of career development and the job search process; training was provided on "CV and motivation letter writing", and a new training portal was set up to facilitate information on new CD courses, including a catalogue, online registration, and evaluations.

Inter-agency cooperation: learning managers forum and career development network

39.   UNESCO continues to be an active participant in the Learning Managers Forum, which it hosted in Paris in 2008. The Forum centred its discussion and collaboration on One United Nations, and was attended by representatives from 50 United Nations agencies, with key speakers from the United Nations and the private sector. In 2009 it was hosted by the United Nations Staff College in Turin.

40.   UNESCO is also an active contributor to the Career Development Network, a network of career practitioners in the United Nations which facilitates inter-agency cooperation and the sharing of best practices. UNESCO hosted the fourth annual Career Development Round Table in November 2007, which was attended by 90 career development practitioners from 53 international, United Nations and European organizations. The 2008 Career Round Table organized in The Hague in 2008 was attended by 120 participants from 50 international organizations.

Ethics programme

41.   The newly recruited Ethics Programme Officer (P-5) will join UNESCO in July 2009. He will be reporting to the Director-General, and will be responsible for developing and implementing an Ethics Programme for UNESCO, including the provision of advice on ethics issues, ethics training, a voluntary disclosure channel (including a whistleblower protection policy) and financial disclosure arrangements for selected staff.

Implementation of the medium- and long-term staffing strategy (Annex I)

42.   The medium- and long-term staffing strategy, approved by the General Conference in 2005, covers the period 2005-2010. Through the implementation of a wide range of initiatives, including the development of human resource policies and processes, the strategy aims at ensuring that UNESCO's staff profile matches up to a programme-focused, results-oriented and cost-effective

Organization. An update of the progress achieved is provided in Annex I. The main achievements are summarized below.

43.   A comprehensive review of Programme Sectors took place, resulting in a rationalization of organizational structures (notably with the reduction of the number of Programme Divisions) and a reallocation of staffing resources to priority programmes. The field/Headquarters distribution of programme staff has also been re-evaluated to ensure better staffing levels for programme delivery. Table 1 shows that the Education Sector has the majority of its Professional posts (RP) in the field (62%), followed by the Communication Sector (49%) and the Sciences Sector (44%). The Culture Sector has increased its number of Field Professional posts from 34% to 38%, and the Social Sciences Sector from 30% to 36%.

Table 1
Distribution of Professional posts (D/P/NO) (regular programme) (Headquarters-Field) by Sector -
Comparison between 2006-2007 (33 C/5 Approved) and 2008-2009 (34 C/5)

Sectors	2006-2007 (source: 33 C/5)		2008-2009 (source: 34 C/5)	
	D/P posts HQs	D/P/NO posts Field	D/P posts HQs	D/P/NO posts Field
Education	78 (43%)	104 (57%)	75 (38%)	122 (62%)
Communication	31 (49%)	32 (51%)	32 (51%)	31 (49%)
Sciences	57 (56%)	44 (44%)	59 (56%)	46 (44%)
Culture	74 (66%)	38 (34%)	71 (62%)	43 (38%)
Social Sciences	43 (70%)	18 (30%)	39 (64%)	22 (36%)

44.   Since 2000, the proportion of staffing resources allocated to programme sectors has increased compared to those assigned to Programme-Related and Programme Support and Central Services. Table 2 shows that 60% of the regular programme posts in 2008-2009 (34 C/5) are assigned to programme sectors, compared to 53% in 2000/2001 (30 C/5). The number of posts in programme sectors has moderately increased (by 2.5%), while the total number of regular programme posts has decreased by 193 units (9%) since 2000.

Table 2
Evolution of regular programme posts in programme sectors
Comparison between 2000-2001 (30 C/5) and 2008-2009 (34 C/5)

	2000-2001 (30 C/5)	2008-2009 (34 C/5)	Evolution 30 C/5 to 34 C/5
Total Programme Sectors	1123	1151	2.5%
Total Support	995	774	-22%
TOTAL	2118	1925	-9%

|		
% Programmes Sectors	53%	60%
% Support	47%	40%

* Including BFC (field)

45.   The **field staffing capacity** has been reinforced, with a net addition of 142 posts (34 C/5) in the field since 2000, bringing the total number of field posts to 673. The ratio of Field/Headquarters posts has increased to 35% in the 34 C/5 (Table 3 and Graph 1). By comparison, the percentage of field posts was 25% in 2000-2001 (30 C/5). Proposals on the configuration of the field office

network and the staffing structure will be submitted to the Executive Board at its 162nd session in the context of the report of the Decentralization Review.

Table 3
Evolution of Regular Programme posts at Headquarters and in the Field –
from 2000-2001 (30 C/5) to 2008-2009 (34 C/5)

	2000/1 [30 C/5]	%	2002/3 [31 C/5]	%	2004/5 [32 C/5]	%	2006/7 [33 C/5]	%	2008/9 [34 C/5]	%	Evolution [2000-09]	%
HQ	1587	75%	1417	71%	1365	70%	1268	67%	1252	65%	-335	-21%
Field	531	25%	566	29%	581	30%	611	33%	673	35%	142	27%
Total	**2118**		**1983**		**1946**		**1879**		**1925**		**-193**	**-9%**

Graph 1

Evolution since 2000 [30 C/5 to 34 C/5], by location
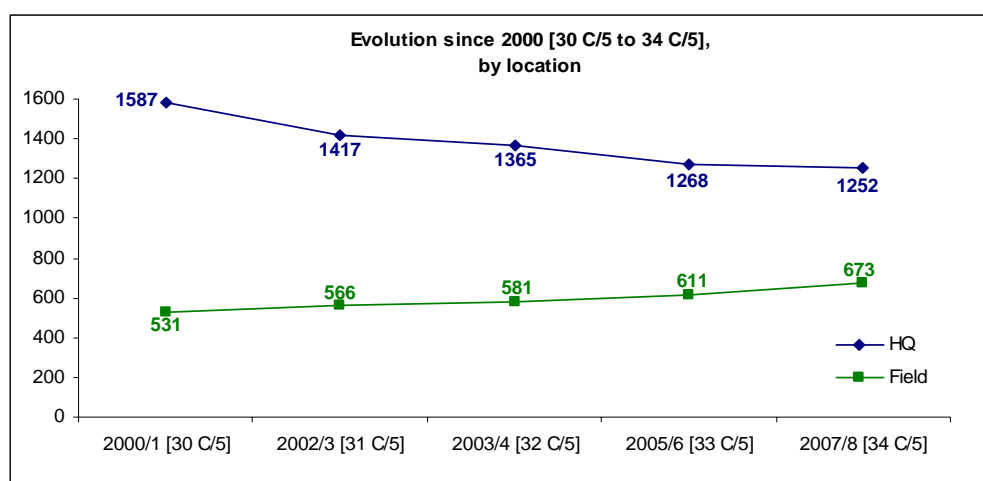
46.   Progress has been made in the definition of generic **profiles** and **skills sets** for Professional and General Service staff: Some 800 General Service job descriptions at Headquarters were reviewed and updated and where appropriate, generic job descriptions were introduced. For Professional staff, the development of generic job profiles and job descriptions is also completed for Programme specialists (International Professional and National Officers) in Clusters and National Offices. At Headquarters, the Education Sector has undertaken to review the job profiles of Education Programme Specialists, including the identification of competencies and the development of generic jobs. A similar exercise will be undertaken in the following Sectors (Culture, Science, Social Science, Communication and External Relations) in 2010.

47.   On the whole, the **senior management** cadre remains lean, with 102 Director and above posts approved in the 34 C/5 (RP), representing 5% of the total posts and 12% of the Professional and above posts (P/D). As at 1 May 2009, there were 94 Director staff. By comparison, the effective number of staff at D-1 and above level as of 15 November 1999 was almost 200.

48.   Progress has been made on a continuous basis in the improvement of the **geographical distribution**, with a total of 158 Member States[8] represented in the Secretariat (82 % of the Member States) compared to 144 (77%) in June 2000. With 79 new recruits from non- and under-

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8   Including the 10 Young Professionals who will join in September 2009.

represented Member States[9] since 2000, the Young Professionals Programme has contributed to improving the geographical representation of Member States, in addition to bringing young, talented staff. A comprehensive update on geographical distribution is provided in the report on Geographical Distribution and Gender Balance to the General Conference (35 C/35).

49. In terms of **gender balance**, parity has been achieved at P-1 to P-5 levels with 51% of women, and UNESCO has the highest women's representation (together with UNFPA) at Professional level among the large United Nations agencies. As of 1 May 2009, women represented 60% of the P-1/P-2 and P-3 categories and 40% of the P-4 and P-5 categories. A significant imbalance remains at senior management levels (D and above), with 23% of Directors being women. A comprehensive progress report on the implementation of the gender action plan is provided in the report on Geographical Distribution and Gender Balance to the General Conference (35 C/35).

50. The managerial capacity and accountability was reinforced through the introduction of tables of delegated authorities and accountabilities in human resource management, security management, finance, official travel, procurement and contracting of goods and services. These tables set clear accountabilities for managers in these areas. A Performance Agreement was piloted for senior managers (ADGs, Directors of Bureaux and Heads of Field Offices), as an integral part of the senior managerial accountability framework (see paragraph 27). In addition, the Director-General is committed to introducing a 360° feedback system for senior managers. To reinforce a culture of accountability, mandatory training in Leadership and Change Management (LCMP) has been implemented in UNESCO, with a total of 204 senior managers trained since 2002.

Human Resources Integrated Information System (STEPS)

51. Following the completion of Phase 1 of the new HR integrated information system, STEPS (System To Enhance Personnel Services) in 2007, including payroll, personnel administration, organizational management, time management, travel and position budgeting and control, a number of system enhancements have been implemented in 2008-2009 to make the system more user friendly and provide better support for HRM/payroll processes. Work on the development of workflows for human resources processes and self-services for staff and managers is under way. These workflows will increase efficiency and assist staff in their daily process of human resources transactions. The implementation of the second phase of the project, including such functional domains as recruitment, personnel development and training, has been postponed to 2010, subject to the availability of funds.

52. The **HRM Intranet site** continues to provide to staff with an easy and user-friendly access to human resource information including updates on human resources activities, policies and procedures. Work is advancing on the development of a new online Human Resources Manual, which will cover all areas of Human Resource Management. The Manual will be completed and online in 2009.

Draft Resolution

53. In the light of the foregoing, the General Conference may wish to consider the following draft resolution:

The General Conference,

Having examined document 35 C/26 Part I,

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[9]   CEB Statistics as at 31 November 2008.

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Staff Policy

1. <u>Takes note</u> of the work accomplished in the implementation of human resources policy reform framework and of the medium- and long-term staffing strategy;

2. <u>Requests</u> the Director-General:

    (a) to develop a Human Resource Strategy for 2011-2016, taking into account recommendations of evaluations conducted on human resource matters, as well as relevant resolutions on the Decentralization Strategy, and ensuring harmonization with United Nations common system policies and practices;

    (b) to report to the Executive Board at its 185th session and to the General Conference at its 36th session on the development of the Human Resource Strategy.

ANNEX

**Medium and Long-Term Staffing Strategy for UNESCO (2005-2010)
Progress Report**

June 2009

Policy Statement One: Staff resources will be concentrated on UNESCO's principal priority-related programmes and activities, ensuring that there is a stronger correlation between desired results and assigned resources.			
Expected results	**Initiatives to implement the strategy**	**Time frame**	**Results achieved (June 2009)**
The Programme and Budget for 2008-2009 will show a larger shift in the allocation of resources towards the principal priority-related programmes of the Organization.	Undertake a review of overall issues relating to the allocation of staff resources to principal priority-related programmes, including: • The allocation of the overall staffing and financial resources to each programme sector; • The allocation of staff resources within each programme sector to the principal priority-related programmes and activities of the Organization; • The appropriate allocation of programme staff at Headquarters and in the network of field offices, bearing in mind the need for a differentiated approach among different sectors, depending on their size and the nature of their programmes.	Implemented	**A comprehensive review of Programme Sectors has been carried out to ensure a greater allocation of resources to priority programmes, reflected in the 34 and the 35 C 5**
Policy Statement Two: The network of field offices will be adequately resourced with an appropriate allocation of staff.			
Expected results	**Initiatives to implement the strategy**	**Time frame**	**Results achieved (June 2009)**
Field network structures are adequately staffed, enabling them to meet their responsibilities and respond to new opportunities.	The following initiatives, to be considered in the framework of the Report by the Director-General on Decentralization (Part III of 171 EX/6, 33 C/25 Part III) shall be undertaken: • Review the resources dedicated to support functions in field offices (Policy Statement Three);	2005/6	The 34 C/5 shows a net increase in field posts, from 25 % in the 30 C/5 to 35 % in the 34 C/5 The Decentralization Review Task Force has completed its work. Proposals for the review of the Field Staffing structure are submitted to the 35th session of the GC.
	• Undertake advance planning for the recruitment/rotation of heads of field offices (Policy Statement Nine);	Implemented	Advance planning for Heads of Field Offices is undertaken on an ongoing basis.
	• Ensure that each Cluster Office has a deputy head of office at P-4/P5 level.	2005	Creation of Deputy Head of Office posts could not be implemented due to budget constraints.
	• Ensure that each field office has adequate and well-trained administrative capacity (Policy Statement Three);	implemented	Administrative capacity was upgraded in field offices through enhanced training (145 field administrative staff trained in finance, personnel and general administration matters**).**
	• Make more systematic use of National Professional Officers (Policy Statement Six);	implemented	The NPO number increased from 65 to 72 in the 34 C/5 and to 81 in the 35 C5.
	• Map the skill sets of staff across the Organization	2008/9	Generic Job Profiles and Job Descriptions completed for Programme Specialists (P/NPO) in Clusters and National Offices. Review of job profiles of Programme Specialists undertaken in the Education Sector, including identification of competencies and development of generic jobs.

Policy Statement Three: Administrative and support functions both at Headquarters and in the network of field offices are carried out in a more cost-effective way, in order to dedicate resources to principal priority-related programmes and activities.			
Expected results	**Initiatives to implement the strategy**	**Time frame**	**Results achieved (June 2009)**
Support and administrative functions are clearly defined, streamlined and delivered in a cost-effective way. Staff resources dedicated to administrative and support functions are reduced and re-allocated to principal priority-related programmes.	Carry out a comprehensive review of support and administrative functions in order to: • define the core functions in each of those areas; • clarify the roles of key support and administrative actors and eliminate duplication; • realign the main support and administrative functions; • streamline and simplify the administrative processes; • identify the most cost-effective delivery approach for those functions, including further devolution of responsibilities to managers and Executive Officers, and the use of alternative sourcing arrangements.	2006 (to be reflected in the 34 C5)	The Director-General has asked each Central Service to review their processes and make proposals for economies of scale and greater efficiency. The comparison between the 34 C/5 and the 30 C/5 shows an increase of RP posts dedicated to the Programme Sectors.
Policy Statement Four: Managerial capacity will be enhanced to ensure that managers are supervising appropriately sized units, have been delegated adequate decision-making authority, and are accountable for that authority.			
Expected results	Initiatives to implement the strategy	Time frame	Results achieved (June 2009)
The number of staff reporting to individual managers is increased, resulting in greater empowerment of staff, faster decision-making and greater organizational flexibility. Senior- and middle-level posts are reduced. The number of posts that focus purely on programmes are increased.	Undertake an organizational review of issues relating to the responsibilities and size of the work units and the span of managerial control, including recommendations on: • The structure of sectors and central services • The managerial status of division directors and section chiefs.	Implemented	Organizational reviews of Sectors resulted in the rationalization of Structures and a reduction of Divisions. The number of D and above posts is 102 in the 34 C/5. By comparison, the number of staff at D-1 and above level was almost 200 in November 1999; the number of D and above posts approved in the 30 C/5 was 110. The number of P-5 posts has reduced from 207 to 159 (by 23 %) in the 34 C/5 compare to the 30 C/5 (2000/01).
Managers throughout the Organization have developed a clearer understanding of their roles and responsibilities. Management accountability is well defined.	Complete the delegation of authority framework for Headquarters and the field; Develop and implement accountability contracts for senior managers; Establish a corporate accountability committee chaired by Deputy Director-General; Make the Leadership and Change Management training programme mandatory for all senior managers.	Implemented Implemented Implemented Implemented.	• The Table of Authority is implemented since 2005 for all personnel authorities. • The Performance Agreement for Senior Managers was piloted in 2008/09. • The Delegation and Authority Committee in place since February 2005. • Implemented since 2002. Some 204 senior managers trained. Mandatory to all senior managers. The LCMP training programme is being redesigned after evaluation; will be implemented end 2009.
Training is implemented.	Develop and deliver technical training in such areas as: accountability, UN programming, fund-raising, programme planning, management and evaluation.	Implemented	Training developed and implemented as part of the corporate training programme for 2008-2009.

Policy Statement Five: There will be well-established modalities for two employment streams: (i) a core staff employed on a long-term basis to run the Organization in a flexible, mobile, and strategic way; (ii) a number of short- and mid-term staff (up to 4 years) and service providers to strengthen the UNESCO's delivery capacity.			
Expected results	Initiatives to implement the strategy	Time frame	Results achieved (June 2009)
Staffing policies and tools defining the two employment streams and the profiles of programme staff are in place.	1.Establish the modalities for two employments streams in the Organization: • A long-term stream of staff to carry out the core functions; • A short- and mid-term stream for cutting-edge expertise and advice, and to supplement the core staff. 2. Establish generic profiles for programme staff: • Long-term programme managers/programme officers with substantive knowledge in the field of expertise, project management, advocacy and networking skills; and • Short- and mid-term leading experts for programme implementation with relevant cutting-edge expertise and experience in the principal programme areas. 3.Develop new staffing requirements and contractual arrangements involving: • New/revised contractual arrangements; • New/revised staffing requirements and recruitment criteria; • New/revised assessment processes; • Competency frameworks for staff at P-1 to P-4; • Career path for staff employed on a long-term basis.	2008/9	• Following the GA Resolution in early 2009, the UN is finalizing new contractual arrangements, in line with the ICSC framework, to be effective as from 1st July 2009. • The Bureau of Human Resource Management undertook a comprehensive review of contracts in the UN system. Further consultations will take place at senior level and with the ACPP. • A new consultant policy was issued in 2008, an on-line consultant roster developed and generic profiles of consultants developed and advertised on line. • Generic Job Profiles and Job Descriptions completed for Programme Specialists (P/NPO) in Clusters and National Offices. • Review of job profiles of Programme Specialists undertaken in the Education Sector, including identification of competencies and development of generic jobs. A similar exercise will be extended to other Sectors.
Mechanisms are in place to better equip the Organization to respond to post-conflict and natural disaster situations.	4. Develop a rapid response capacity by: • Requiring each sector to define types of situations where UNESCO intervenes; • Defining the skill requirements for staff/personnel needed; reviewing existing administrative arrangements with a view to adapting them to a rapid deployment of staff; • Developing a roster of internal staff to be deployed; • Developing specific staff training modules for dealing with post-conflict and natural disaster situations. • Developing a roster of external experienced resources;	Implemented	13 key profiles required for post-conflict situations were developed. A training programme was developed and delivered to staff on the PCPD roster. The consultant roster is operational since 2008.
Policy Statement Six: Greater use will be made of National Professional Officers.			
Expected results	Initiatives to implement the strategy	Time frame	Results achieved (June 2009)
The number of NPOs is increased in the network of field offices.	Strengthen the capacity of field offices by: • defining core functions for NPOs; • reviewing the general work profiles for NPOs; • defining the recruitment criteria for NPOs; • defining training and development for NPOs.	2005/6	The NPO number increased from 65 to 72 in the 34 C/5 and to 81 in the 35 C5. The review of NPO profiles, recruitment process and criteria has been undertaken in consultation with selected Heads of Field Offices and will be finalized in 2009.

Policy Statement Seven: The competency profile of staff in the General Service category will be further developed so as to fulfil new roles.

Expected results	Initiatives to implement the strategy	Time frame	Results achieved (June 2009)
The role of staff in the General Service category will be enhanced. The ratio of Assistants to Professional staff of 1:3 will be achieved. "Stand-alone" responsibilities will be clearly defined.	Define three main roles and competency requirements for staff in the General Service category: • Programme Assistants; • Administrative Assistants; and • Personnel Assistants. Design career paths and development opportunities enabling career growth and functional mobility.	2008/9	Some 800 General Service job descriptions at Headquarters were reviewed and updated and, where appropriate, generic job descriptions were introduced

Policy Statement Eight: UNESCO will improve geographical diversity and gender balance in the workforce.

Expected results	Initiatives to implement the strategy	Time frame	Results achieved (June 2009)
The number of non- or under-represented countries is reduced.	1. Assess the impact of retirements on geographical distribution and gender balance and develop action plan as required.	Implemented	Monitoring mechanism in place for the impact of retirements on geographical distribution and gender. Action Plan, with objectives, developed for gender.
	2. Establish recruitment objectives for every biennium taking into account retirement data and include in accountability contracts of senior managers.	Implemented	Gender recruitment targets established for D posts by Sector for the 2008-2009 biennium. Overall geographical distribution targets established.
50% of the posts filled externally by nationals from under- or non-represented countries.	Continue efforts to reach out to a greater number of qualified candidates from under- and non-represented countries.	Implemented	Target of 50 % met.
A rate of 40% of women at the senior level is achieved.	Rate was increased to 50 % by the Director-General	2015	Gender Action Plan approved by the Executive Board (179th session) and being implemented

Policy Statement Nine: Within the overall human resources reform UNESCO has pledged to recruit and retain a highly qualified workforce, and to provide a stimulating work environment.

Expected results	Initiatives to implement the strategy	Time frame	Results achieved (June 2009)
Competencies of staff are enhanced. Morale and motivation are enhanced. Flexibility and staff mobility are improved.	1. Establish succession planning process. 2. Develop: (See Statement 5, Item3) • Competency frameworks for P-1 to P-4 staff (see also Policy Statement 5); • Training and development plans to support the competency framework; • Appropriate contractual arrangements and benefits that promote UNESCO as an employer of choice (see also Policy Statement 5).	2005	At the beginning of each year, HRM undertakes a staffing review with all Sectors and Bureaux with a view to planning future vacancies. Corporate training plan was implemented in 2008/9 with the objective of enhancing staff competency framework.

UNESCO

United Nations
Educational, Scientific and
Cultural Organization

PARIS, 10 September 2009
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Item **6** of the provisional agenda

REPORT BY THE DIRECTOR-GENERAL
ON THE IMPLEMENTATION OF THE REFORM PROCESS

PART I

STAFF POLICY

ADDENDUM

SUMMARY

In conformity with Item 2805.7 of the UNESCO Administrative Manual, the UNESCO Staff Union (STU) submits its observations on this report by the Director-General.

"The Organization has well-established staff regulations and rules for the management of human resources … significant deviations have occurred in recent years in the implementation of existing regulations and rules … Only through a determined effort to respect the Organization's policies, regulations and rules fully will the administration regain the confidence of the Member States and the staff." (United Nations Joint Inspection Unit, 2000, page v).

Over the past nine years, UNESCO's staff policies have grown increasingly removed from their practical implementation. In 2000, the United Nations Joint Inspection Unit produced an assessment of administration and management with recommendations for the incoming Director-General on their reform.[1] It called for a strengthening of the independence and authority of the human resources arm of the Organization in its capacity to ensure absolute respect for staff rules and regulations, and the objectivity of all recruitment, promotion and career development including that of senior management. It also called for the staffing of the human resources arm with the most qualified professionals.

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[1]   United Nations Joint Inspection Unit. Review of Management and Administration in the United Nations Educational, Scientific and Cultural Organization, Geneva, 2000.

The opposite trend has taken place with decentralization of personnel matters to the sectors, lack of independent oversight of senior management recruitment and promotion, and de-professionalization of the human resources staff and its role.

The sole stakeholder body for some quality control in the recruitment process, the Personnel Advisory Boards, only provides recommendations to the Director-General, which in turn, may be countermanded by the Director, HRM, or ignored by the Director-General.[2]

The policies and measures reported in 182 EX/6 (35 C/26 Part I) on staff policy regarding recruitment, promotion, merit-based promotion, assessment and training, staff mobility, and ethics should be read in conjunction with the External Auditor's reports on investigations of recruitment, merit-based promotion, and use of temporary staff, particularly 182 EX/42 and 182 EX/48. Also, IOS has produced a report on merit-based promotion contained in 182 EX/24. The External Auditor's earlier investigation of rotation and geographic mobility in 179 EX/31 remains timely.[3] The External Auditor's findings confirm Staff Union experience that there is limited transparency, objectivity or credibility among staff for the recruitment, transfer and promotion processes in the Organization. As in the year 2000:

- recruitment procedures are only cursorily respected by sectors and HRM does not consider itself responsible to guarantee systematic quality control, indeed to an even lesser extent than in 2000, as it considers itself only a policy adviser;

- confusion has increased since 2000 regarding the use of temporary staff of all categories including ALD, to carry out core functions of regular international civil servants;

- implementation of promotion policy is "opaque";

- performance assessment is arbitrary and does not serve its intended purpose;

- overlap in alternative promotion schemes leads to arbitrary staff promotion and in some cases, irregular promotion of the same individual several times and exclusion of consideration of others;

- the merit-based promotion scheme was carried out with little transparency or objectivity. Both the IOS and External Auditor investigations found that there is no demonstrable relation between staff motivation or a culture of performance and the actual implementation of this scheme.

With respect to the United Nations-wide commitment to establish an Ethics Office on the exact model of that created in January 2006 at United Nations Headquarters in New York, UNESCO has been the most recalcitrant of any United Nations agency. As of September 2009, there is still no effective recourse for UNESCO staff, no whistleblower or retaliation protection, no financial disclosure programme for senior management, and no independent grievance handling system. The reference to recruitment of an ALD to begin to establish such a programme at UNESCO as

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[2]   See recent example with 181 EX/39 Part II regarding non-implementation of the External Auditor's recommendation concerning the absolute independence of Administrative Officers, particularly in the Education Sector and the role of Director, HRM in the recent recruitment process.

[3]   References 182 EX/46 External Auditor's report on the awarding of temporary contracts; 182 EX/48 External Auditor's report on the evaluation and promotion of staff; 182 EX/39 Report on implementation of the External Auditor's previous recommendations; 182 EX/24 IOS report on evaluations and scenarios for an external comprehensive evaluation of the Organization, see in particular its external evaluation of the Pilot Phase of the Merit-Based Promotion Scheme. In the 179th session of the Executive Board (179 EX/31 Part I, page 31), the External Auditor presented his investigation of staff rotation and staff movement in the framework of the reform process reminding that the obligation of staff mobility needed to be matched by staff confidence in the assignment system and in individual career management, not currently the case.

announced in 35 C/26, who should have arrived in July 2009, demonstrates the lack of commitment to this United Nations-wide obligation and necessity.[4]

Staff morale is at an all-time low in 2009. And as found by the United Nations Joint Inspection Unit in 2000, without staff confidence in senior management's commitment to ethical, professional and politically neutral conduct, there is little solid ground on which to rebuild UNESCO's contribution to education, science, culture and communication worldwide.

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[4]   The creation of an independent Ethics Office headed by a D-1 was recommended in September 2005 by the Independent Inquiry Committee of the Iraq Oil for Food Programme in which UNESCO as well as eight other United Nations agencies and its Headquarters were involved and investigated. The United Nations Secretary-General mandated all United Nations agencies to create such a body by 2008 or allow their staff to refer to the United Nations Ethics Office in New York. See ST/SGB/2005/22 Ethics Office – establishment and terms of reference; ST/SGB/2005/21 Protection against retaliation for reporting misconduct and for cooperating with duly authorized audits or investigations; ST/SGB 2006/6 Financial disclosure and declaration of interest statements.

Executive Board
Hundred and eighty-second session

182 EX/6
Part II

Item **6** of the provisional agenda

REPORT BY THE DIRECTOR-GENERAL
ON THE IMPLEMENTATION OF THE REFORM PROCESS

REVIEW OF THE DECENTRALIZATION STRATEGY

SUMMARY

Pursuant to 177 EX/Decision 6 (II), 180 EX/Decision 6 (II) and 181 EX/Decision 49, the Director-General submits herewith his final report on the review of the decentralization strategy including proposed options for an adjusted decentralization system and structure taking into account the new challenges posed by the United Nations reform at country level and the principles set out by the General Assembly thereon.

Financial and administrative implications relate to the proposed options, as described in Part IV of the document (paras. 93 to 111).

Action expected of the Executive Board: proposed decision in paragraph 115.

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I. INTRODUCTION

I.1 Background

1.   The Organization's decentralization strategy, in line with the policy laid out by General Conference 30 C/Resolution 83, was at the heart of the comprehensive programme of reforms launched by the Director-General immediately upon taking office in November 1999. The reform of UNESCO's decentralized system was led from within the Organization and financed within existing budget envelopes. Indeed, unlike other United Nations agencies that had engaged in large scale reforms, UNESCO benefited from no additional funds – whether through extra voluntary contributions or in terms of any substantial nominal growth biennial budgets.

2.   At end 1999, the Organization's network of field offices was composed of 70 programme-implementing field offices with uneven geographical distribution, radically different sizes and structures, sectoral or intersectoral mandates, often overlapping and unclear reporting lines and significant cost inefficiencies. The network also comprised four liaison offices. The most important growth had occurred in the twelve years from 1988 to 1999 which saw the establishment of 41 new field offices, i.e. some 59% more than the total number of offices (33) established during the previous 41 years between 1946 and 1987. Many small field offices had only one professional staff member and an expenditure-to-cost ratio of 4.4%.

TABLE 1 – Historical Overview of UNESCO Field Office establishment between 1948 and 1999

1940 / 1950		1960		1970		1980		1990			
New York*	*`46*	Abuja	`61	Beirut	`72	Bridgetown	`81	Rabat	'91	Kigali	'96
New Delhi	`48	Bangkok	`61	Bucharest**	`72	San José	`81	Yaoundé	'91	Lima	'96
Havana	`49	Kuala Lumpur	`62	Caracas	`76	Apia	`83	*Vienna**	*'92*	Pretoria	'96
Montevideo	`49	Nairobi	`65	Lusaka	`76	Kinshasa	`83	Windhoek	'92	Sarajevo	'96
Cairo	`52	Brasilia	`66	Doha	`77	Port-au-Prince	`83	La Paz	'94	Tashkent	'96
		Islamabad	`67	*Geneva**	*`79*	Quito	`83	San Salvador	'94	Tehran	'96
		Jakarta	`67			Tunis	`83	Almaty	'95	Brazzaville	'97
		Mexico	`67			Port of Spain	`84	Bangui	'95	Libreville	'97
		Addis Ababa	`68			Dar es Salaam	`86	Bujumbura	'95	Luanda	'97
		Dakar	`69			Harare	`86	Dhaka	'95	Ramallah	'97
		Santiago	`69			Ouagadougou	`87	Maputo	'95	Santo Domingo	'97
						Beijing	`88	Phnom Penh	'95	Accra	'98
						Venice	`88	Porto Novo	'95	Asuncion	'98
						Kingston	`89	*Washington**	*'95*	Bamako	'98
						Moscow	`89	Abidjan	'96	Conakry	'98
						Quebec	`89	Amman	'96	Kathmandu	'98
								Buenos Aires	'96	Panama City	'98
								Guatemala	'96	Hanoi	'99
5		**11**		**6**		**16**		**36**			
74											

* Liaison Offices   ** CEPES

3.   The decentralization strategy and related implementation action plan approved by the Executive Board in 2000 and 2001[1] was based on the twin principles of pragmatism and flexibility. It sought to correct the above inconsistencies and to restore the Organization's operational credibility and relevance at field level by reorganizing the pre-existing system into a rationally distributed global network of adequately resourced offices. The retained "cluster" strategy adopted a two-tier approach consisting of "cluster offices" (tier-1), each serving a manageable number of Member States in all UNESCO's fields of competence, backed by specialized thematic regional bureaux (tier-2). The aim was to achieve, within UNESCO's budgetary constraints, a rational balance between field offices' proximity to all Member States and the concentration of human resources needed to provide quality service. In keeping with 30 C/Resolution 83 (Part I), notably the requirement that decentralized bodies shall normally be all-purpose regional and subregional offices, single-country offices were considered as an exception to this system. From a budgetary point of view, the rationalization of UNESCO's field presence sought to produce a structure that

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[1]   The Director-General proposals were notably examined under documents 159 EX/5, 159 EX/INF.8 Rev., 160 EX/6 Part III, 160 EX/21,161 EX/5 Part II over the 2000-2001 biennium.

was both affordable and more relevant to the Organization's Member States, in particular the least developed countries, without jeopardizing its global mandate. Although the fundamental purpose of the decentralization reform was to bolster direct action in the field, a number of offices had to be closed for cost efficiency considerations. In such cases, alternative mechanisms were designed to ensure, as necessary, continued country-level programme delivery.[2]

4.   Criteria used to select offices to serve as the cluster office included, *inter alia*, political or socio-economic regional and subregional groupings already established, operational and logistical considerations such as access to transportation facilities to all cluster Member States and to international destinations, telecommunications infrastructure and access, UNESCO's ability to function as an international agency at the chosen location without impediment for its programme implementation and with adequate security, application of the provisions of the convention on the privileges and immunities of the specialized agencies, and the level of infrastructure, financial support and in-kind contribution from the chosen Member State.

5.   As a practical step, existing regional bureaux' capacities were maintained and strengthened rather than introducing new structures. For cost-efficiency purposes, and in order to make savings on overhead and managerial costs, existing regional bureaux were additionally entrusted with cluster office responsibilities, with the exception of two (Santiago and Venice).

6.   Criteria for maintaining country offices were first and foremost programme-based and included, among others: countries whose size and complexity warranted special attention, countries and territories experiencing a post-conflict situation or which were the subject of United Nations priority action, E-9 countries, or countries where the volume and success of the office's ongoing activity satisfied the criteria for efficiency (indirect cost/programme fund ratios and resourcing, particularly extrabudgetary). The level of support from the host Member States was also taken into account in such decisions.

7.   Even though Member States were involved at a very early stage, through consultations with each regional group in May-July 2000, the design of the final field structure aligned to the decentralization strategy proved to be a difficult and laborious task. The Director-General initially sought consensus proposals for clusters from Member States from the different regions. However, each regional group and Member State had its own concerns, often diverging and with subjective positions expressed as to the cluster office configuration or selection of regional bureaux. In the end, when regional groups were unable to come to an agreement on the selection of the cluster offices for their subregions, the final decision was entrusted to the Director-General. There followed a period of intense diplomatic activity, often at the highest level, particularly vis-à-vis the authorities of countries in which it had been accepted that existing offices should be closed down. It was only by the Spring of 2001 that the Director-General was able to announce the finalization of the reorganization of the decentralized structure, in all but a few instances, to the Executive Board and to the staff.

8.   The decentralization strategy was therefore devised as the best and most rational response to the situation prevailing at the end of 1999, in line with the basic criteria set out by the General Conference at its 30th session and adjusted to respond to the often conflicting concerns of Member States. This strategy moved into its implementation phase immediately following the 161st session of the Executive Board (June 2001), after a period of intense conceptualization, consultation and reorganization.

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[2]   Such arrangements included: temporary placement of a staff member from the appropriate cluster office within the office of the Resident Coordinator or that of another resident United Nations agency, hiring of a National Professional Officer (NPO) or a national consultant, or setting up of project teams for the management of large extrabudgetary projects (in which case the expert or chief technical adviser reported to the director of the cluster office and acted as a channel of communication with national authorities and partners).

I.2   Implementing the decentralization strategy

9.   The reorganization of the network of field offices took place essentially in 2001 and was completed in 2004. Twenty-four offices were closed during this period. Four national offices initially earmarked for closure were maintained. An evaluation conducted by IOS in 2003 highlighted the continued relevance of the UNESCO Office in Guatemala to this country in transition. Owing to the national authorities' determined advocacy and their commitment to provide extrabudgetary resources to the UNESCO Office in Lima for implementing priority development projects, its closure was repeatedly postponed. An IOS evaluation carried out in early 2009 revealed many positive aspects of the Office's activities and a significant increase in its extrabudgetary resources, albeit not at the expected level, which led the Director-General to maintain the Office. The UNESCO Offices in Brazzaville and Bujumbura were also maintained, due to evidence of the continued relevance of the Organization in support to the post-conflict reconstruction and development efforts, and to the level of extrabudgetary resources for the latter. On the other hand, three new national offices have been established over the period following due authorization by the Executive Board[3].

TABLE 2 - Offices closed between 2000 and 2004				
AFR	Abidjan	'01	Lusaka	'01
	Bangui	'01	Ouagadougou	'02
	Conakry	'02	Porto Novo	'01
	Kigali	'04	Pretoria	'01
	Luanda	'01		**9**
ARB	Tunis	'01		**1**
APA	Kuala Lumpur	'01		**1**
EUR	Quebec	'01	Vienna	'01
	Sarajevo	'03	Washington	'00 **4**
LAC	Asuncion	'01	Panama City	'01
	Bridgetown	'01	Port of Spain	'01
	Buenos Aires	'01	San Salvador	'01
	Caracas	'01	Santo Domingo	'03
	La Paz	'03		**9**
				24

10.   Concurrently, a number of enabling measures were taken in order to consolidate and strengthen the new decentralized system and were detailed in the report on the first review of the decentralization strategy (171 EX/6, Part III; 33 C/25, Part III). The review was conducted in 2004-2005 by the Decentralization Review Task Force (DRTF), chaired by the Deputy Director-General and composed of senior field and Headquarters managers. Its aim was to assess implementation progress and impact achieved, as well as to provide possible measures to optimize the efficiency and effectiveness of UNESCO's field presence. The DRTF undertook an extensive review of the investments and action taken to make the new decentralization system work, of the lessons learned, the shortcomings observed and related remedial action taken or planned. The final report submitted by the Director-General concluded that "After careful analysis, there can be no doubt that UNESCO's two-tier decentralized structure is realistic and corresponds to need, and has thus begun to enter into the culture of the Organization. Problems identified, including inadequate resource levels, do not bring into question the core concept itself" (171 EX/6, para. 35). While recognizing that the current structure was an appropriate one, the report also concluded that "the Organization is still trying to do too much with too little" (para. 71) and that "from a longer-term perspective, it is clear that there is still room for strengthening the decentralization both in human resources and programme terms, although in varying degrees around the sectors" (para. 72). Its main recommendation was that decentralization should henceforth "follow a single overriding objective – to raise the quality, the impact and the reach of UNESCO's action" (para. 73). The report also put forward several steps in this direction, noting that the pace at which the field network would improve depended to a large extent upon available budgetary resources. The Executive Board and the General Conference welcomed the comprehensive scope and transparent character of the review.

11.   With the accelerating momentum of the United Nations country-level reform and system-wide coherence, the Director-General decided in October 2006 to bring forward the second review of the decentralization strategy, which was initially foreseen for 2008-2009, and to reconvene the DRTF for this purpose. The DRTF organized its work in two phases. The first (December 2006 to June 2007) focused on immediate adjustments to enable the Organization to engage effectively in joint United Nations initiatives at country level, and to consolidate the accountability of field offices. Its results were submitted to the Executive Board and to the General Conference in documents 177 EX/6 Part II and 34 C/28, Part II respectively. In the second phase launched in

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3   UNESCO Office in Afghanistan in 2002 (164 EX/Decision 3.1.2), UNESCO Office for Iraq in 2004 (167 EX/Decision 9.2) and UNESCO Office in Sudan in 2006 (175 EX/Decision 25).

December 2007, the DRTF considered long-term measures for strengthening the Organization's field presence within the new context of a reformed United Nations at country level and revisited accordingly the Organization's decentralization strategy. Related progress reports were regularly submitted to the Executive Board (179 EX/5 Part II Rev.; 180 EX/6, Part II; 181 EX/5 Add. 2).

12.   Throughout the second review, the DRTF took stock of the major achievements of the decentralization reform. It noted the continued and purposeful efforts made during the successive biennia since the adoption of the decentralization strategy to consolidate and strengthen the new field offices network, by according to it priority within the limits of available budgets. The DRTF concluded that decentralization continued to be one of the major thrusts of the Director-General's reform of the Organization, and that while persistent shortcomings remained, mainly due to the limitations of budgetary resources available, the measures adopted had been designed to address the weaknesses in the most cost-effective manner.

13.   The DRTF also analysed a number of fundamental issues impinging on the efficiency and effectiveness of the decentralization strategy. These included:

(i)   the roles of UNESCO and its modalities of action at country level, whether as part of the United Nations joint development efforts or in pursuance of the global normative mandate of the Organization;

(ii)   the impact of United Nations country-level reform on UNESCO's programming and budgeting, notably how to reflect country-level programming in the elaboration and implementation of C/5 documents;

(iii)   sustainable and flexible mechanisms and arrangements for ensuring that specific and qualified technical expertise required at key periods of programme and project design, implementation, monitoring and evaluation are deployed at country level and made available to field offices concerned; and

(iv)   decentralization patterns within the United Nations system.

14.   At the same time, the DRTF considered the Organization's assets at country level and explored opportunities for mobilizing UNESCO's unique constituency and networks within the new context of a reformed United Nations. The DRTF thus conducted an in-depth reflection on the role of National Commissions and of the broader UNESCO family[4] in support of the Organization's priorities and programmes and enhanced visibility. The Chairperson of the Coordinating Group of National Commissions, as well as other representatives of National Commissions took an active part in the related debates.

15.   Finally, the DRTF identified principles and guidelines to drive the design of UNESCO's responses to the decentralization challenges and accordingly considered possible options for adjusting UNESCO's decentralization strategy, based on the premise that UNESCO's field presence should continually adapt to the evolving priority needs of Member States and to the Organization's programme, with structures, human resources policies and business practices that confer flexibility and responsiveness. These were fully costed, in terms of recurrent charges and initial transformation costs, with the help of a simulation software tool developed by the Secretariat to handle the complex data involved.

16.   It is to be noted that while the DRTF primarily focused on reviewing UNESCO's network of field offices (including the liaison offices), other components of the wider UNESCO decentralized

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4   Including category 2 centres and institutes, UNESCO Chairs, Clubs and Associations, Associated Schools, Associated Libraries, national committees of UNESCO intergovernmental programmes and UNESCO Goodwill Ambassadors and celebrities, NGOs, including national chapters of those recognized by UNESCO, academic and research institutions, professional organizations in UNESCO's fields of competence, the private sector and parliamentarians.

system were also being reviewed in parallel, through different mechanisms. Thus, the Principles and guidelines for the establishment and functioning of UNESCO institutes and centres (category 1)[5] were adopted by the General Conference at its 33rd session in 2005, and an integrated comprehensive strategy for category 2 institutes and centres under the auspices of UNESCO is being submitted at its forthcoming 35th session[6] after having been adopted by the Executive Board at its 181st session[7]. As to the IOC's country presence, joint consultations between ADG/IOC and the IOC Intergovernmental Committee have resulted in the development of a scheme to gradually and feasibly bring IOC's decentralized entities closer to the network of UNESCO's field offices.

II. THE CURRENT SITUATION

II.1 The network

17. UNESCO currently has a total of 51 field offices plus two liaison offices with the United Nations. Of these, the 27 cluster offices are the backbone of the network as main platforms for programme delivery in all UNESCO's fields of competence at field level. Their country coverage (see **Annex I**) matches to some extent existing regional groupings in order for the Organization better to contribute to integration efforts. Eight of the ten regional thematic bureaux also have a cluster function, while one has a national mandate. In Africa, the Arab States, Asia

TABLE 3 – Current field office network composition

Region	Cluster Offices		Regional Bureaux/Centre		National Offices	
FR	Accra Addis Ababa Bamako Dakar Dar es Salaam	Harare Libreville Nairobi Windhoek Yaoundé 10	Dakar (ED) + *cluster* Nairobi (SC) + *cluster*	2	Abuja Brazzaville Bujumbura Kinshasa Maputo	5
RB	Beirut Cairo	Doha Rabat 4	Beirut (ED) + *cluster* Cairo (SC) + *cluster*	2	Amman Iraq	Ramallah Sudan 4
PA	Almaty Apia Bangkok Beijing	Jakarta New Delhi Tehran 7	Bangkok (ED) + *cluster* Jakarta (SC) + *cluster*	2	Dhaka Hanoi Islamabad Kabul	Kathmandu Phnom Penh Tashkent 7
AC	Havana Kingston Montevideo	Quito San José 5	Havana (CLT) + *cluster* Montevideo (SC)+ *cluster* Santiago (ED)+ *national*	3	Brasilia Guatemala Lima	Mexico Port-au-Prince Santiago 6
UR	Moscow	1	Venice (SC & CLT) CEPES (ED Center)	2		
	➔ 27		11, of which 9 have dual mandate ➔ 2		➔22	
	➔ 51 physical entities (with 9 having dual mandate)					

and the Pacific and Latin America and the Caribbean, the regional education and science bureaux cover all the sub-disciplines within their fields of competence. One regional bureau for culture exists in Latin America and the Caribbean. In Europe, the UNESCO Office in Venice performs the functions of a regional bureau for science and culture for South-East Europe and, in the next biennium, the European Centre for Higher Education (CEPES) will narrow its focus to concentrate on addressing higher educational needs in the Central, Eastern and South-Eastern European subregion. Twenty-one offices with exclusive country mandates are maintained in E-9 countries, countries in transition, countries experiencing conflict, or other special situations.

18. As a standard practice, Host Country Agreements (HCA) are concluded between UNESCO and Member States in which field offices are located in order to provide the legal base for their operations. In the absence of such Agreements, the 1947 Convention on Privileges and Immunities of specialized agencies can constitute a sufficient legal basis. Host Country Agreements exist for 40 of the 51 UNESCO field offices.[8] As to the field offices that were established without an HCA, negotiations with host countries are at different stages for most of them.

II.2 Liaison Offices

19. UNESCO's Liaison Offices to the United Nations in New York and Geneva perform the basic functions common to those of other United Nations agencies of "representation, similar to the functions performed by diplomatic missions of Member States, each one being the eyes, ears and

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[5] Ref. document 33 C/19.
[6] Ref. document 35 C/22.
[7] Ref. 181 EX/Decision 16.
[8] The 10 (11) field offices for which no HCA exists so far are: Abuja, Beijing, Guatemala City, Harare, Islamabad, Kabul, Libreville, Mexico City, Moscow, New Delhi and UNESCO office for Iraq.

mouth of its parent organization and promoting its interests, through numerous and various partnerships", as identified by a recent Joint Inspection Unit (JIU) report[9].

II.3 Programme implementing field offices

▪ *Roles and responsibilities*

20. The main underlying principle of the decentralization strategy is unity of purpose, with both Headquarters and decentralized units serving the same objectives and functions. As an intergovernmental specialized organization with a universal mandate, UNESCO gives priority to the formulation of global strategies as a response to world problems. However, such strategies can be effective only if they are based on concrete, real life needs and experience at the regional, subregional or national level, and if they are implemented and adapted by Member States to their specific problems. Hence decentralization, which should in no way undermine UNESCO's unity of conception and action and global mandate, reinforces the necessary "feedback loop" between operational activities, global normative work and best practices.

21. All field offices, regardless of their nature, are responsible for promoting and advocating UNESCO's ideals and objectives, assisting Member States in the elaboration or refinement of policies and strategies and their capacity-building efforts, and identifying and formulating development projects as well as mobilizing extrabudgetary funds for their implementation. In delivering on their functions, they act as a broker for best practices and expertise.

22. More specifically, cluster offices, as stated above, constitute the main platform for programme delivery in all UNESCO's fields of competence at field level. As such, they support subregional approaches, notably within integration efforts of existing country geopolitical groupings, as well as country-level action, including through involvement in UNCTs' common programming initiatives. Their Directors are UNESCO Representatives to each of the Member States under the cluster coverage. As needed, antennae are established in cluster countries as out-posted administrative units reporting to the cluster directors, without any representational function. Such antennae are set up where the Organization's presence is considered essential for the implementation of specific extrabudgetary projects or for continued interaction with UNCTs at critical periods of elaboration and implementation of common programmes. Some twenty antennae are currently in existence or being set up. When they exist and are maintained on an exceptional basis, national offices perform the same functions as cluster offices. Regional bureaux are conceived as sources of sectoral expertise and support, carrying out research and promoting regional discussion forums on selected strategic issues for UNESCO's activities in the region, developing regional strategies and policies, designing projects and activities in their thematic fields and seeking their concrete implementation at national level through cluster or national offices as appropriate. With the ongoing United Nations country-level reform, the directors of the education and science regional bureaux also represent UNESCO in the Regional Directors' Teams (RDTs), a new mechanism within the reformed United Nations field architecture.

▪ *Accountability and reporting lines*

23. The accountability of directors and heads field offices extends to representation, image, programme development and implementation, human and financial management, maintenance of premises, as well as safety and security of premises and staff. As per the current decentralization strategy, field offices are all directly linked to Headquarters in terms of allocation of budget, programme responsibilities and accountability. While the function of administrative support and overview is entrusted to the Bureau of Field Coordination, directors and heads of field offices are accountable to ADG/ERC or ADG/AFR, as may be the case, for representational functions, to the Comptroller for financial controls, and to programme sectors' ADGs for all programme related

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9 Ref. JIU/REP/2007/10 – Liaison offices in the United Nations System.

matters such as human and financial resources and substantive matters, as well as reporting directly to the Director-General in political matters.

24.   To improve the functioning and efficiency of the Education Sector - which has advanced most in its decentralization efforts - and following an analysis of the strengths and weaknesses of its resource conditions, both in human and financial terms, an <u>adjusted decentralization framework</u> for this sector was introduced <u>on an experimental basis</u> in 2006. While consistent with the broader criteria and constraints of accountability within the Secretariat as well as the main tenets and concepts of the decentralization strategy, this framework sought to make optimal use of the considerable asset constituted by the regional education bureaux, by delegating to them certain types of authority vested in the ADG, namely a lead supervisory function on behalf of ADG/ED in regional planning, budgeting, and management, as well as the authority to manage financial allocations for a given region. The DRTF discussed extensively the feasibility and/or desirability of reproducing this model in other sectors (see paragraph 87 below).

▪ *Oversight*

25.   Field offices are subject to regular audits and evaluations by UNESCO's Internal Oversight Service (IOS). While audits focus on effective and efficient utilization of resources and check the compliance of field offices with the requirements of financial rules and regulations, evaluations focus on overall assessment of field offices' organizational effectiveness, general dynamics of their action and capacity to produce results in line with UNESCO's action strategy. The evaluations are conducted in line with the operational system for evaluating field offices (160 EX/22) as approved by the Executive Board (160 EX/Decision 6.4) which includes a set of criteria (strategic planning, integration into the United Nations system and leadership, relations with stakeholders and beneficiaries, information and analysis, human resources, management of activities and programme results) by which field offices are assessed, taking into account the basic criteria for the rational implementation of decentralization as laid down in 30 C/Resolution 83, as well as related indicators. In conducting these oversight exercises, IOS teams interact with and seek the views of National Commissions, as well as other national partners and stakeholders, and members of the UNCTs. The Executive Board receives regular evaluation reports on the activities and results of decentralized bodies.

26.   In addition, since the launch of the decentralization strategy, the External Auditor has regularly conducted audits of field offices and reported accordingly to the Executive Board.

▪ *Structural advantages and weaknesses*

27.   Given UNESCO's overall limited resources, by virtue of which it is impossible for the Organization to establish offices in every country, the cluster approach of the current field structure constitutes the most effective way to cover all Member States, as each cluster office serves a manageable number of countries and allots equal attention to each. It also preserves its long-standing regional action, which constitutes a unique comparative advantage, through regional bureaux entrusted, in addition, with the responsibility of providing technical support in their sectoral fields to other offices.

28.   The respective roles of the various types of offices – which were felt to be confusing when the decentralization strategy was first launched – have been internalized to a large extent within the Organization, with only occasional instances where Headquarters, regional bureaux or category I institutes carry out activities in the countries under the coverage of the corresponding cluster or national office without the latter's involvement or information. Yet, some Member States continue to contact regional bureaux, and even Headquarters, directly, rather than approaching the relevant cluster or national office as the primary entry point into the UNESCO "system".

29.   The following inherent structural weaknesses are however observed, which relate to mandates and reporting lines:

–   dual mandate: in cluster offices also functioning as regional bureaux, the regional responsibilities tend to overshadow those of the cluster office; this problem was already identified during the First Review of Decentralization and has only marginally improved since in certain instances;

–   reporting lines: effective programme accountability frameworks are difficult to establish given the direct linkage of all types of field office to Headquarters. Owing to their limited capacity and their lack of comprehensive awareness of regional and country characteristics and needs, programme sectors at Headquarters are not in a position to provide context-specific strategic guidance to field offices and to ensure proper monitoring of their activities and projects. This is an issue which the "accountable decentralization" pattern adopted by the Education Sector, the largest sector in terms of human and financial resources, attempted to address.

30.   These weaknesses are due to two main factors. The lack of additional funds to finance the UNESCO reform, including its decentralization component, significantly constrained structural options at the time of designing the current network of field offices. One result was the somewhat reluctant decision to entrust single entities with dual functions, a matter that was compounded by the lack of human resources, which made it impossible even to set up separate teams for the two different functions shared by the same office. More fundamentally, the vast mandate and overall structure of the Organization, with five programme sectors each accountable for its specific programmes, raise key challenges for decentralization. The complexity of decentralizing "five organizations in one" is evidenced by the coexistence of two different patterns at field level: on the one hand, "single-sector" regional bureaux and, on the other, "multi-sector" cluster and national offices, operating with a level of interdisciplinarity far greater than at Headquarters. Such reporting to several sectors is cumbersome and complicates programme management. Harmonization of programme management practices across Sectors with very different resources and backstopping capacities is also a challenge, leading for instance to unequal consultation and reporting methods.

▪ *Programmatic challenges related to the current structure*

31.   The C/4 and C/5 documents remain global frameworks. In spite of efforts to improve the consultation of Field Offices, it is still difficult and complex to secure field inputs to C/5 documents owing to the current roles and reporting lines of field offices. Field offices are requested to provide contributions to each programme sector at a very early stage of the C/5 document preparation. The contributions feed into the sector strategic frameworks (SSF) and the corresponding resource allocation matrix (RAM) which outline the distribution of regular programme resources among Headquarters and the five regions, as broken down by Major Lines of Action (MLAs) and key programme priorities. To try to manage this process, the Education Sector, as part of its "accountable decentralization" pattern, delegates to the regional education bureaux the responsibility of coordinating the inputs from all field offices in each region. Similarly, the Science Sector entrusts this responsibility to its regional science bureaux, whereas other sectors generally designate a senior field staff to lead the exercise in each region. Besides the fact that cluster and field offices thus have a number of interlocutors, with varying approaches and deadlines, there is a perception by some offices in certain regions that these coordinating roles are somehow discretionary and can be by passed. More importantly, this fragmented consultation approach does not contribute to overall programme coherence and is not conducive to interdisciplinarity, which is one of the major comparative advantages of UNESCO at field level. It leads to difficulty in concentrating on strategic priorities, resulting in loss of efficiency and non-negligible opportunity costs.

32.   Priority-setting remains a challenge. Efforts have been made in the Draft 35 C/5 to better target UNESCO's action towards those most in need. However, given the limited resources under

UNESCO's regular programme, programme funds decentralized to field offices remain modest and need to be complemented by extrabudgetary funds in order to provide significant contributions in support of national, subregional and regional priorities. Mobilization of such funds requires substantive investments in terms of staff and budget to conduct baseline surveys and elaborate quality results-based project proposals. This is difficult in many field offices owing to limited levels of expertise, as well as to the fairly small allocations under the relevant MLAs in support of the development of new extrabudgetary projects proposals.

33. The cluster consultations established by cluster offices have largely contributed to improving dialogue and cooperation with National Commissions and among National Commissions concerned in the course of the cycle of consultations preparatory to the elaboration of the C/5. In some instances, these consultations have not however, entirely fulfilled their original intention, which was also to include representatives of line ministries and other national partners concerned, notably civil society. In addition, the resulting "cluster strategies", when effectively developed, are somewhat limited in terms of strategic vision, and in certain cases simply consist of lists of activities to be carried out during a given biennium by the Cluster Office at country and sub-regional levels. This can be partially explained by the very nature of UNESCO's mandate, which makes it difficult to envisage other strategies than those adopted at the international level. Country-level focus is, on the other hand, usually more productive and allows for better prioritization and concentration of the programme. The launch of the UNESCO Education Sector Strategies (UNESS) and the UNESCO Country Programming Documents (UCPDs), both based on national development plans and strategies and with a wider national consultation base, has introduced a more efficient approach to designing UNESCO activities at country level. To be meaningful in the future, cluster strategies should identify possible approaches for UNESCO's support to subregional integration plans and priorities within the Organization's fields of competence. This would imply that relevant representatives of such groupings should be part of the cluster consultations.

34. For the last decade, UNESCO has increasingly been involved in rehabilitation and reconstruction activities in countries emerging from political conflict and in countries hit by natural disasters. In early 2004, a unit was established within the Bureau of Field Coordination (BFC) in order to coordinate UNESCO's early responses to post-conflict and post-disaster (PCPD) situations and backstopping to field offices, as well as to liaise with relevant interagency mechanisms to ensure the Organization's integration into the overall United Nations concerted efforts. Since then, there has been growing recognition and increased commitment of Member States in supporting UNESCO's PCPD responses and interventions, as illustrated by the establishment of the Strategic Programme Objective 14 (SPO 14) in the C/4 document, the creation of the intersectoral platform on PCPD in 34 C/5, and the reinforcement of the Regional Programme for Education in Emergencies (PEER) in Africa. UNESCO is now accepted as one of the United Nations players on the ground immediately following a crisis. While current arrangements have yielded positive results and UNESCO has mobilized funds through joint Flash Appeals and has benefited from the United Nations established humanitarian Central Emergency Response Fund (CERF) funding, there is an increasing need for establishing operational PCPD support functions close to the implementation level, while maintaining at Headquarters overall strategic coordination and guidance.

II.4   Improvements since the launch of the decentralization strategy

▪ *Summary of major improvements*

35. During the successive biennia since the adoption of the decentralization strategy, remarkable improvements have been made to consolidate and strengthen the field offices network and enabling policies, processes and management tools in support of decentralization have been built up. Many of these improvements have, moreover, been introduced as a result of the recommendations of the first phase of the Second Review, since the outcome of the First Review of Decentralization shed light on identified weaknesses:

–   Respective roles and responsibilities of Headquarters and field entities have been further clarified internally and senior management, at its 2008 Global Meeting, reached a landmark agreement on this shared understanding (the first review of decentralization in 2004/2005 had demonstrated that confusion and even divergences of views still persisted);

–   In the absolute priority area of Education for All (EFA), in addition to the considerable effort to decentralize more human and financial resources in the Education Sector and to the introduction of the "accountable decentralization" framework, there has been much progress in line with the Gobal Action Plan for the implementation of EFA in assisting Member States, particularly those furthest from likely achievement of the Dakar Goals; these efforts, running parallel and in complementary fashion to the "delivering as one" agenda, have been gathering momentum despite the resource restrictions, thanks in part to the strong political support achieved among the major international actors (notably through the outcome of the G-8 Summit in St Petersburg and the support expressed by the UN Development Group Principals); although still experiencing some difficulties, GAP is gradually being aligned with other policies and processes (such as the UNICEF medium term strategy) and the UNDP has notably written to all United Nations Resident Coordinators to encourage them to consider effective application of the GAP and its principles; progress may be exemplified by the Haiti Office, where an EFA Fast-Track Initiative (World Bank) partnership has been endorsed, leading *inter alia* to the provision of a three-year $22 million grant;

–   Financial resources have grown steadily at field level and the bulk of country, subregional and regional level regular programme activities and extrabudgetary projects is now managed directly by field structures with a greater coherency of articulation between field activities and those carried out from Headquarters;

–   Field offices take part in regional consultations on C/5 documents and cluster offices have set up their consultation processes with all countries under their coverage, thus ensuring that programming is increasingly based on a bottom-up approach;

–   Field human resources have considerably increased, bringing the ratio of Headquarters to field staff to 2:1 instead of the former ratio of 3:1;

–   A long-term staffing strategy has been devised, focusing notably on the increased use of national expertise (i.e. National Programme Officers – NPOs);

–   All cluster offices are now foreseen with two professional ED posts (one of the recommendations of the First Review of Decentralization);

–   A rotation policy for international staff was introduced in September 2003 with a dual regime: a voluntary rotation for staff hired before September 2003 and a mandatory rotation for staff appointed after that date. With a view to improving staff mobility and better meeting human resources needs in the field, and partly as a result of the first review of decentralization which had identified lack of geographical mobility as one of the bottle-necks, the Director-General decided in 2008 that rotation would be applicable to all international staff from 1 October 2008. The corresponding strategy for the implementation of geographical mobility was submitted to the Executive Board, and was approved, in Spring 2009;[10]

–   Field staff now benefit from nearly half of the funds earmarked for staff training;

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[10]   Ref. Document 181 EX/6 and 181 EX/Decision 6.

–   Mentoring schemes for directors, heads and administrative officers of field offices have been put in place as necessary;

–   Field offices' connectivity has been generally improved, although it is still hindered in certain locations by the weaknesses of national communication infrastructures;

–   The roll-out of FABS to field offices has resulted in tighter financial control;

–   Tables of authority and accountability for various business processes clearly indicating those of field entities have been developed (this was one of the major recommendations of the first review, since the clearer accountability led to the possibility for more delegated authority);

–   In addition to the External Auditor's audits of field offices, IOS regular audits and evaluations inform management of improvements, success stories and propose any necessary corrective measures to the control environment;

–   While maintaining the basic decentralization structure, an increased number of country-level antennae has been created, reporting to the corresponding cluster offices;

–   A programme resource contingency budget (referred to as the "2% modality") has been established to support field offices' participation in United Nations common country programming exercises and a budget line for administrative support to field offices involved in common UNCT processes has been established;

–   Sectors and central services at Headquarters have mobilized their forces to provide adequate backstopping to field offices engaged in common United Nations programmes and initiatives at country level.

▪   ***Analysis of improvement relating to financial and human resources***

36.   Regular Programme funds decentralized to all entities away from Headquarters (i.e. field offices and category I institutes) have steadily grown over the last biennia (Table 4), rising from 23% in the 30 C/5 to 33% in the 34 C/5.

Table 4 – Overall progression of decentralized budget

	Decentralized Budget ($M)	34 C/5 budget (Parts I-III) ($M)	Rate
30 C/5	122.6	530.7	23%
31 C/5	130.4	530.7	25%
32 C/5	155.1	596.2	26%
33 C/5	191.2	596.2	32%
34 C/5	**201.3**	**617.3**	33%

Table 5 – Progression of Regular Programme posts

	2000/1 [30 C/5]	2002/3 [31 C/5]	2004/5 [32 C/5]	2006/7 [33 C/5]	2008/9 [34 C/5]	Progression 2000 Nbr.	Progression 2000 %
HQs	1587 75%	1417 71%	1365 70%	1268 67%	1252 65%	-335	-21.%
Field	531 25%	566 29%	581 30%	611 33%	673 35%	142	26.7%
Total	**2118**	**1983**	**1946**	**1879**	**1925**	**-193**	*-9.1%*

37.   A total of 142 additional posts have been established in the field between the 30 C/5 and 34 C/5 period while, at the same time, 335 posts were abolished at Headquarters (ref. Table 5), thus bringing the ratio of Headquarters to field staff to 2:1 instead of the former ratio of 3:1. With regard to professional posts, the increase in professional field staff alone has been 37%, of which 32% for international staff and 67% for national officers (ref. Table 6 and related charts). The Education Sector, which has the highest rate of decentralization in both programme funds and human resources, is almost at par in the distribution of regular programme posts between HQ and the field. The 34 C/5 Approved shows 130 (51%) regular programme ED posts at HQs with 126 (49%) allocated in the field.

Evolution of International Professionals in the Field

Evolution of National Professionals in the Field
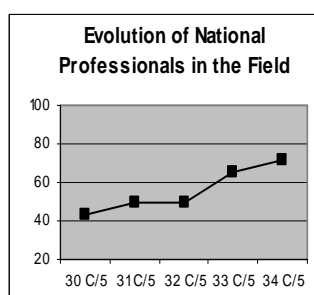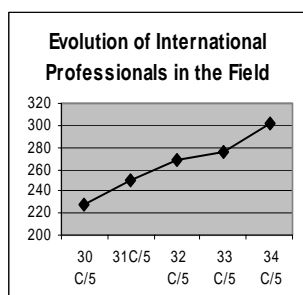
Table 6 – Progression of professional posts (international & national)

	P	NPO	Total	Additional Ps	Additional NPOs
30 C/5	228	43	**271**		
31 C/5	249	50	**299**	+ 21	+ 7
32 C/5	269	50	**319**	+ 20	
33 C/5	275	65	**340**	+ 6	+ 15
34 C/5	301	74	**375**	+ 26	+ 9
Overall increases:				32%	67%

38. Since 2004 when the first decentralization review was launched, special attention has continued to be paid to the training of field staff who benefit from almost half of the staff training budget earmarked in the biennial programmes and budgets (the first decentralization review had encouraged an acceleration, where possible, of such training). In addition to the modest training funds delegated to field offices to cater for immediate needs of their staff and personnel, notably those locally recruited, essentially used for improving language and IT skills and building cohesive teams, a wide range of training themes have been offered under corporate training funds. Since 2004, training courses have focused on:

(i) institutional development with the aim of improving staff and personnel's knowledge of the Organization's objectives and working procedures and increasing understanding of the "one UNESCO" (754 persons trained by end 2009);

(ii) responding to post-conflict and post-disaster situations (121);

(iii) familiarization with interagency processes within the ongoing United Nations country-level reform (550);

(iv) mainstreaming human rights-based (245) as well as gender and youth (118) programming;

(v) results-based management (365);

(vi) leadership and change management for senior staff (30);

(vii) management and information tools: FABS, SISTER, STEPS, WEB pages, etc. (1.171);

(viii) general training of Administrative Officers (199);

(ix) specific training for programme and administrative staff on the new Tables of Delegated Authorities and Accountabilities relating to procurement (50), contracting (70), management of extrabudgetary projects (1000); IPSAS (149).

Table 7 - Field Training from 2004 to 2009

**Institutional & programmatic training :
1,780 participants**

Legend: Institutional, PCPD, UN, Human right, Gender and Youth

Management training : 2,134 participants

Legend: RBM, LCPM, Management Tools, IPSAS, A.O., T.A. procurement, T.A. Contracting, T.A. EX budgetary
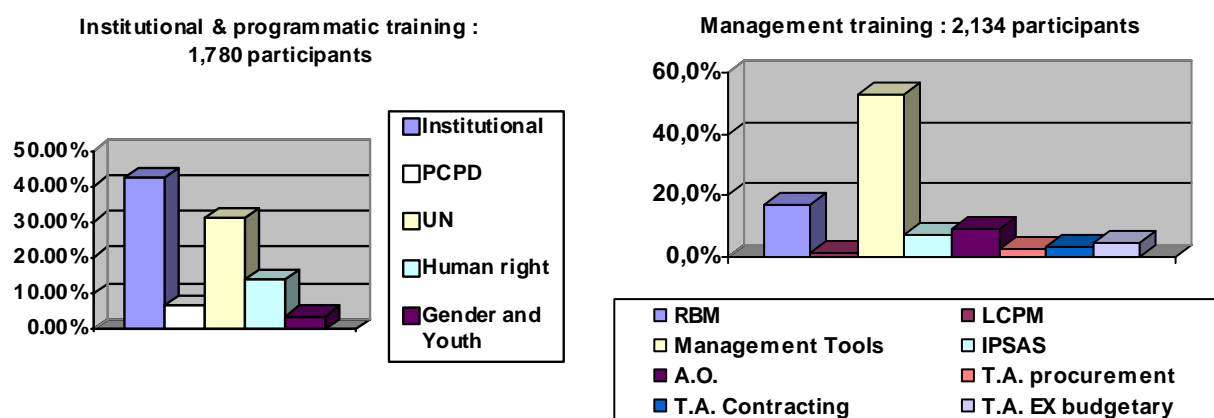
39.   In addition the CD-ROM-based training on Language and Information technology has been completed, respectively, by 532 and 160 field staff. Meetings of field office directors and heads continued to provide updates on policies and procedures, while their participation as well as that of field programme specialists in programme sector retreats has enabled them to keep abreast of UNESCO's programme priorities and strategic approaches and to strengthen synergies with Headquarters and around the field. Finally, a Global Meeting of Headquarters and field Senior Managers in 2007, focused on United Nations country-level reform and proved useful in terms of developing a common understanding and vision.

II.5   Analysis of 34 C/5 decentralized resources

▪ *Current cost of UNESCO's network of field offices*

40.   As a result of the progressive strengthening measures above, the total field office share of Regular Programme (RP) funds for activities, field office running (operating), staff and training costs amounted to $198,362,000 as detailed by region and office in **Annex II**. A summary is given in Table 8. Security budgets are not included; they are treated separately in paragraphs 58-60 below.

41.   The total amount of $198,362,000 includes three main categories:

– Base budgets composed of field staff costs, field office's running costs and decentralized programme activity funds;

– A modest budget for capacity-building of field staff allocated from the overall staff training budget (more specifically from the $1.1M reserved for delegated training, the rest, i.e. $4.4M, representing the corporate training component used for house-wide programmes approved by the Learning and Development Commission)

– Pooled support funds administered by the process owners at Headquarters and allocated to field offices in the course of the biennium on the basis of specific requests and needs. This component includes administrative and substantive support to field offices involved in UNCT common country programming and other processes associated with the United Nations country-level reform.

Table 8 – 34 C/5 Field RP funds

Staff Costs $K	Delegated Training $K	Running costs $K	Programme Funds $K	Total RP $K
124,572	538	16,223	52,219	*193,553*
All regions (pooled support funds)				
- risk management and HQ-managed running costs				1,077
- Field Offices Directors' meetings				182
- PCPD				600
- Administrative support to FOs involved in common UNCT processes				950
- Substantive support to FOs involved in common UNCT programming (2% modality)				2,000
Grand Total RP funds				**198,362**

42. The staff costs are the most substantial component, representing 62.8% of the total decentralized RP funds. Programme activity budget represents 26.3%, field offices running costs along with the related pooled funds managed by Headquarters to provide specific support to field offices represent 8.8%, delegated training is 0.3%, support to field offices involved in PCPD operations is also 0.3% and support to those involved in UNCT common initiatives is 1.5%.

▪ *Programme activity and project budgets*

43. While the overall level of decentralized funds in 34 C/5 is 33%, as indicated in paragraph 36 above, the share of programme activity budget funds of field offices is at a higher level, as shown in Table 9.

44. In addition, the average biennial extrabudgetary funds managed by field offices are estimated at $362.6M, i.e. 1.9 times more than total field RP funds and 7 times more than decentralized programme funds. This has enabled

Table 9 – 34 C/5 programme activity budgets decentralized to field offices under Major Programmes

	Total 34 C/5 ($M)	Field Offices (($M)	
MP I	33.5[1]	24.7	73.7%
MP II	20.3[2]	6.9	34%
MP III	9.7	4.6	47.4%
MP IV	17.2	8.3	48.2%
MP V	12.7	7.7	60.6%
Total	**93.4**	**52.2**	**58.9%**

1) Excluding $17.2M decentralized to category 1 Institutes
2) Excluding $1M decentralized to category 1 Institutes

field offices to benefit from some $8M in FITOCA allocations. While the total amount of extrabudgetary resources mobilized is sizeable, it is unevenly distributed among field offices as shown in Table 10. It is worthwhile noting that the extrabudgetary funds of eight field offices, six of which are national, are equivalent to or higher than their overall RP funds allocation (Table 11), whereas those of 13 other offices are equivalent to or outweigh their decentralized programme activity funds (Table 12).

Table 10 – Mobilization of extrabudgetary funds by field offices

Level of biennial funds $K	Type	Office	Level of biennial funds $K	Type	Office
< 300	CR	Havana	900 to 1,500	CR	Montevideo
	C	Accra, Libreville		C	Dar-Es Salaam, Quito, Yaoundé
	N	Amman, Brazzaville, Dhaka, Guatemala, Hanoi, Kathmandu, Khartoum, Tashkent		N	Phnom Penh
300 to 600	C	Apia, Harare, San José, Tehran	1,500 to 2,500	C	Kingston, Windhoek
	N	Bujumbura, Kinshasa, Lima, Mexico City,		N	Abuja
		Port-au-Prince		R	Santiago, Venice
600 to 900	CR	Beirut	> 2,500	CR	Bangkok, Cairo, Dakar, Jakarta, Nairobi
	C	Addis Ababa, Almaty, Bamako, Doha, Moscow, New Delhi, Rabat		C	Beijing
				N	Baghdad, Islamabad, Kabul, Maputo, Ramallah
			> 250,000	N	Brasilia

Table 11 – Extrabudgetary resources higher than total RP

Office	Total RP $K	XB Funds $K	Office	Total RP $K	XB Funds $K
Maputo	1 995	2 922	Cairo	5 427	5 610
Islamabad	2 246	2 605	Ramallah	2 394	11 609
Kabul	2 706	2 817	Venice	3 531	8 620
Baghdad	2 193	23 279	Brasilia	5 411	259 332

Table 12 – Extrabudgetary resources equivalent or higher than RP programme activity funds

Office	Programme Funds $K	XB Funds $K	Office	Programme Funds $K	XB Funds $K
Abuja	485	1 943	Jakarta	1 395	3 064
Dakar	3 863	3 381	Phnom Penh	550	1 461
Nairobi	2 482	3 799	Kingston	1 152	1 515
Windhoek	1 189	2 147	Port-au-Prince	369	545
Yaoundé	810	1 451	Quito	854	955
Beijing	1 350	2 734	Santiago	1 583	2 793
Bangkok	2 963	5 915			

45. Since each extrabudgetary project has a different lifespan and disbursement schedule, and given the difficulty of comparing their revenues with biennial regular programme budgets, the estimation has been calculated on the basis of the extrabudgetary expenditures incurred by field offices over three consecutive years (2006, 2007, 2008). It does not therefore fully take into account the resources mobilized from the UNDP/Spain MDG Achievement Fund most of which started to be disbursed and implemented in 2009. For the same reason, it does not reflect

UNESCO's share of UNCT common programmes in "Delivering as One" pilot countries funded under their respective "coherence funds". Out of the $50M expected under the Spanish MDG Fund, $16M have already been received and are being implemented; similarly some $12M have already been transferred to the Organization under the various "coherence funds" established in "Delivering as One" pilot countries. Most of the related projects are to be completed within a period of 2 to 3 years.

▪ *Staffing*

46. While staff costs are the most substantial component, they cannot be dissociated from programme activity budgets since specialized human resources are instrumental to proper design and implementation and administrative staff are essential for supporting programme execution and ensuring that proper rules and procedures are followed.

Table 13 – Summary RP field staffing by function

	D	P	NPO	L	TOTAL
Programme & Management	39	214	71	132	**456** (68.8%)
Administration	0	40	3	81	**124** (18.7%)
General Services	0	0	0	83	**83** (12.5%)
Grand Total	39	254	74	296	**663**

Annex III provides details of the staffing of each field office. A brief summary of RP staffing is found in Table 13.

47. Despite a continued increase in field staff, the field network is still suffering from limited human resources.

48. It was initially intended that cluster offices would be staffed with a multidisciplinary team with, ideally, profiles of the professional staff corresponding to the five fields of competence of UNESCO. The first review of decentralization emphasized how difficult it was proving to be to attain these objectives and envisaged the goal on a longer timescale given the available resources. With the steady increase in field programme staff that has been pursued since then, this goal has now been achieved in 17 of the 27 cluster offices. The current gaps in ten cluster offices (eight of which have no social science profile staff; four no natural sciences profile,[11] and two, neither), result from the reality of the Organization's budgets and overall resources, but also from the differences in programme sectors' capacities to decentralize posts, either due to the diversity of specialities within their field of competence (Science Sector) or to their modest resource base (Social and Human Sciences Sector). For similar reasons, profiles of regional bureau staff do not reflect the diversity of subject expertise corresponding to UNESCO's priorities, thus limiting their scope of action at regional level and their capacity to provide technical expert assistance to cluster and national offices. Provision of such assistance from Headquarters or from category 1 Institutes has proven to be difficult to realize not only because of their own often limited pools of experienced human resources but also because of their first-priority imperative to cater for their respective global or specific mandates. Additional obstacles include the need to cover replacement costs of sector staff on short-term assignments and the high charges applied by some Institutes which field offices can rarely meet.

49. Although senior specialists represent 57% of international programme posts (ref. Table 14), almost half of them (48.9%) are in regional bureaux or in offices with dual regional/cluster mandate. Eight cluster offices and fourteen national offices do not have any senior programme specialist, and two of the latter do not have any programme specialist, whether international or

Table 14 – International programme posts

D1	P5	P4	P3	P1/2	Total
39	41	65	95	13	253
15%	16%	26%	48%	5%	
57% senior specialists			43%		

national. This situation raises particular concern in view of UNESCO's main modalities of intervention in the field (policy advice and capacity-building). Furthermore, in such circumstances, directors and heads of offices concerned remain the sole interlocutors of national decision makers, donors and partners, which affects the technical credibility of the Organization. Directors of cluster offices are particularly affected since they often cannot delegate to their staff crucial missions to

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[11] If the 35 C/5 is approved, all offices will have SC specialists.

Member States under their coverage, resulting in a considerable part of their time being spent on official travel.

50.   In most cases National Professional Officers (NPO) posts are established at junior NOA or NOB grades (i.e. equivalent to P-1 and P-2) and their incumbents have limited career development perspectives. With the shortage of programme specialist posts in most offices, NPOs are however entrusted with tasks and responsibilities corresponding to higher grades. Important disparities have been revealed by the current joint HRM and BFC initiative to develop standard job descriptions for the various levels of NPO posts which are harmonized with those of other United Nations agencies.

51.   The need to ensure high-level assistance to the directors and heads of field offices was stressed during the first review of the decentralization strategy conducted in 2004/2005 and vigorously reiterated during the second review, notably in view of the complex high-level coordination mechanisms introduced by the United Nations reform at field level, which recommended that deputy director posts be established in cluster offices and regional bureaux (at D-1 level when the director's level is D-2 and at P-5 level when the director is D-1). This additional function cannot be entrusted to existing P-5 or P-4 staff, as it would distract them from programme implementation.

52.   Administrative Officers (AO) are the cornerstone of field office management, assisting programme specialists in managing their budgets in accordance with established rules and procedures, and field office directors and heads in maintaining proper control environment, handling

Table 15 – RP field AO posts by grade

P-4	P-3	P-1/2	NOB	NOA	L-7
3	8	27	1	1	10
6.0%	16.0%	54.0%	4.0%		20.0%

personnel issues, ensuring security of staff and premises, and in the alignment of business processes within the UNCTs. However, these responsibilities are not commensurate with the current grade levels and are not aligned to those applied in other United Nations agencies. This poses challenges in recruitment and constitutes a continuing risk for the Organization.

53.   With regard to field general service staff, audits conducted by IOS over the past years have highlighted the need for appropriate segregation of duties within the administrative units (with at the minimum three regular programme posts) as well as the overall shortage of support staff, notably to assist programme specialists (of the current 296 L posts, only 16.2% support programmes) and to ensure IT backstopping and website design and maintenance. In the course of the decentralization review, the need for public information officers has also been strongly signalled given the centrality of this function in making the activities and results of field offices known and in enhancing the image of the Organization. No provision of RP posts is currently made for this function which, when it exists, is entrusted to temporary support personnel.

54.   The majority of field offices were therefore compelled to offset the lack of human resources under the RP by temporary personnel employed under Service Contracts (SC), Special Service Agreements (SSA) or consultant contracts financed under the RP or extrabudgetary funds. On average, about 950 such temporary personnel are employed by field offices, often for lengthy periods of time, representing a considerable liability for the Organization. Approximately 75% of these temporary personnel are assigned to programme/project design and implementation or programme/project support functions, and 25% to administrative, financial and general support tasks.

55.   Country-level antennae reporting to cluster offices also have different functions and types of personnel. Eleven are responsible for extrabudgetary project implementation and have staff on ALD contracts and/or temporary personnel funded under the projects. These are clearly "project antennae" which are maintained for the duration of the related extrabudgetary projects. Other antennae have a coordination role, interacting on a daily basis with national and UNCT counterparts, and following up on specific programme/project activities. Of these, seven have staff on RP posts (one junior level National Professional Officer – NPO – in each) which gives these antennae a certain level of stability, and three employ temporary personnel funded under running

costs. The objective of such "coordination antennae" is to secure an alternative presence in countries where UNESCO has no office in order to identify opportunities for the Organization and provide inputs to common programming exercises. However, non-staff members are generally not recognized by UNCTs and it has proven difficult to recruit confirmed specialists on junior grade NPO posts. In addition, both NPOs and consultants face the challenge of a steep learning curve on UNESCO programme priorities and procedures, and on UNCT dynamics. Their role is therefore often limited and does not sufficiently alleviate the related cluster office's burden.

▪ *Running costs*

56.   Field office running cost budgets represent 8.8% of the total field budget (para. 42 above), which is relatively modest. This is mainly due to the generous contribution of many host countries offering free of charge premises (28 field offices benefit from such free premises). Host countries also provide either contributions in cash (an average of $1.4M per biennium) or other in-kind contributions such as communication costs or seconded personnel. While such contributions are generally included in Host Country Agreements (HCA), they are provided in a number of cases without being explicitly mentioned or even when no HCA has been established. This enables the Organization to maintain rental and maintenance costs at a reasonable level of 18.2% of the total running costs budget, and the communication costs at 11.7%. These two components of the running costs budget are among the three highest ones, together with temporary assistance which is at 24.1%.

57.   There are four cases where UNESCO field offices are located in common United Nations premises which apply cost-sharing among resident agencies. In two of these cases, UNESCO's estimated share of the common costs is higher than the most expensive commercial rents paid by field offices that do not benefit from free of charge premises. In two cases where field offices were recently relocated from free of charge premises to United Nations Houses, the related costs have escalated (an increase of 18 times the original amount in one case, and a two-fold increase in the other). This is probably due to the fact that United Nations Houses hosting a number of agencies require high levels of maintenance of common equipment and of servicing which all have to be cost-shared. In addition to the increase in recurrent costs that has led the Organization to refrain from joining other United Nations Houses, the vast majority of new initiatives involve important one-time investment costs (either for construction or for renovation), the UNESCO estimated share of which varies between $150,000 and $300,000, as well as regular replenishment of capital investment reserves. Such additional costs cannot be financed from Member States' assessed contributions unless they are specifically foreseen in the approved programmes and budgets or authorized by the Executive Board. United Nations Houses may lead to savings for agencies with a large on-the-ground presence and significant country budgets, but result in unaffordable substantial cost increases for agencies having limited country-level presence and overall budgetary resources such as UNESCO.

▪ *Security costs*

58.   Since September 2001 and subsequent security incidents – directly targeting the United Nations – namely the attacks on United Nations premises in Baghdad in 2003 and in Algiers in 2007 – and with the growing number of security incidents targeting United Nations staff and premises in various countries, the United Nations system is faced with the challenge of providing its personnel and premises with protection commensurate with the steadily deteriorating security conditions. This results in an escalation of the cost of "doing business" in the field and the principle of "no programme without security" has been widely adopted across the

Table 16 – Progression of field security costs

	C/5 Approved $K	Spent/ Expected $K
30 C/5	111	111
31 C/5	1,120	2,170
32 C/5	2,175	5,542
33 C/5	5,330	8,527
34 C/5	8,830	9,230

United Nations system. The first review of decentralization already highlighted the spiralling cost of security, and the second review could only take note of the fact that the cost is continuing to rise on a steep upward curve. The increasingly stringent security standards established by the United

Nations Department of Safety and Security (UNDSS) through the United Nations Security Management System and the continued reinforcement of security measures for UNESCO staff and premises in the field have led to an increase of budget provisions for field security in successive biennia, and to continued overspending above the approved ceilings, with the Executive Board authorizing transfers from Part IV of the budget, as shown in Table 16 and related figure.

59.   The field security budget has three main components: (a) contribution to the jointly financed field security related operations of UNDSS field security personnel, UN-wide security training and coordination activities; (b) security requirements of UNESCO personnel and premises in the field which also include locally shared safety and security budgets such as communication rooms, United Nations dispensaries, pandemic contingency plans; and (c) the Organization's contribution to the common Malicious Acts Insurance Policy (MAIP) which covers all staff and personnel stationed in or travelling to the field. In addition to assessing security risks and recommending related mitigation measures, UNDSS is increasingly pointing out safety hazards of premises occupied by UNESCO field offices. As a result, resources are also being devoted to maintenance works in the premises with a view to ensuring acceptably safe working conditions.

Field Security budget C/5 allocations

□ Spent/Expected
■ Allocations
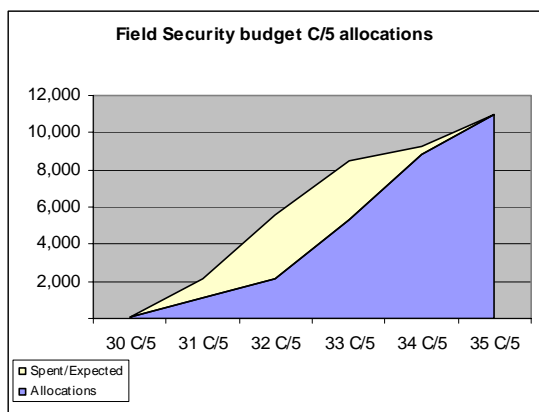
60.   The budget component relating to security requirements of field offices is administered directly by the Bureau of Field Coordination (BFC) with funds allocated to field offices on a case-by-case basis, after due checking of the validity of related measures. The other two components relating to joint mechanisms are transferred directly to the United Nations.

III – NEW CHALLENGES POSED BY THE UNITED NATIONS COUNTRY-LEVEL REFORM

61.   The first review of decentralization already signalled the fact that the incipient United Nations Reform, and the introduction of the "one UN" approach to field operations, was having, and would have in the future, an impact on the manner in which UNESCO did its business away from Headquarters. Member States at the General Assembly have considered reports by the Secretary-General on this subject on various occasions. Most notably, the United Nations General Assembly's resolution 62/208 (2007 Triennial comprehensive policy review of operational activities for development of the United Nations system – TCPR) has given a renewed and decisive momentum and solid principles to United Nations reform efforts, with its main provisions reaffirmed by UNGA resolution 63/232 "On operational activities for development" adopted in December 2008. These two resolutions constitute the major reference and guiding framework for the United Nations operational activities for development, especially at the country level. Consequently, UNESCO's decentralization approach needs to be purposefully adapted to support country-level action and the Organization's active involvement in joint programming efforts, in common with the United Nations and other partners, as well as to the strengthened functions of the Resident Coordinator as a strategic and inclusive leader of the UNCT – properly firewalled from UNDP's own operational activities – and to move towards a harmonization of business practices in various fields such as procurement, security, cash management, travel, banking, which require both global and country-level arrangements. UNESCO must also recognize that the Paris and Accra Declarations on Aid Effectiveness and the increasing number of national declarations they have inspired along the same principles, have significantly changed the aid environment and put greater emphasis on national ownership, use of national mechanisms and alignment with national procedures.

III.1   Strengthened Resident Coordinator system (RCS)

62.   The Resident Coordinator system (RCS) encompasses all organizations of the United Nations system (UNS) dealing with operational activities for development at country level

regardless of their formal presence in a country. It facilitates the alignment of the United Nations operational activities for development with national plans and priorities, based on a strategic analysis of the United Nations comparative advantage and added value, in order to improve the effectiveness of the United Nations' system overall contribution and coordination with other sources of development assistance. Within the RCS, the Resident Coordinator (RC) is the leader of the United Nations Country Team (UNCT) and as such plays a central role at country level in coordinating the United Nations operational activities for development in a particular country, based on an inclusive and consultative process with all members of the UNCT, including non-resident agencies (NRAs). The RC is the designated representative of, and reports to, the Secretary-General (as chair of the Chief Executives Board/CEB) through the UNDP Administrator in his/her capacity as chair of the United Nations Development Group (UNDG).[12] Thus, the understanding around the system is that the RC system is managed by UNDP on behalf of all members of the United Nations development family, but must provide a common framework in which both accountability and management are exercised effectively, respectful of the competences of other technical agencies.

63. Within this context, directors and heads of UNESCO field offices are also accountable to the RC on the results of common programme components under UNESCO's responsibility for implementation and of common programmes carried out under UNESCO's leadership as managing agent, as well as on related financial management and overall reporting. The additional complexity introduced by the strengthened RC system also impacts on working processes as implementation details of common programmes and projects, including the choice of implementation partners and national expertise, are determined jointly by UNCT members involved in consultation as required with line ministries concerned.

III.2 Structural challenges

64. The mechanism of the Regional Directors' Teams (RDTs) has recently been entrusted with important roles and responsibilities within the United Nations field architecture. These teams are tasked with ensuring coherent and effective technical support to RCs and UNCTs in their regions on UNDAF and joint programming processes and on mainstreaming cross-cutting themes, as well as with oversight on the quality of programme design at country level. Some are also exploring other issues, including regional alignment of United Nations agencies, common country coverage and eventual co-location of agency regional support structures. Other, more programme-oriented regional coordination mechanisms are also emerging, led by the United Nations Regional Commissions in areas, such as education and the sciences, and tied to policy decisions of regional organizations like the African Union. Thus, the regional level is becoming a major component of the United Nations country-level reform in terms of coordination and assessment and, increasingly, of setting substantive orientations in support of regional integration.

65. Field structures of United Nations funds and programmes and other specialized agencies are very diverse. Some are present at two levels (country; regional or subregional), others at three (country; subregional; regional), with different definitions and geographical scopes of regions and subregions. In some cases, the country-level presence is in the form of "desks" working in UNDP offices. The only common feature is the regional or subregional function which includes supervision of country representatives, programmatic support and quality assurance of country

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12   The delineation of the responsibilities of the RC as leader of the UNCT on the one hand, and as UNDP representative on the other, is clarified in the job description for resident coordinators. However, in order to ensure that the RC is fully available for the coordination function, and in order to avoid conflicts of interest, the United Nations General Assembly had requested UNDP to appoint, in parallel, a country director to run its core activities, including fundraising. "*The Management and Accountability System of the UN Development and the RC System, including the functional firewall for the RC System*" prepared by UNDG and endorsed by the CEB in October 2008, and its subsequent Implementation Plan approved by UNDG in January 2009, clarify the issue of the "firewall" which separates the RC/RR role relating to the organization's programmatic and operational role, from the RC functions performed on behalf and in support of the entire United Nations development system, and under its overall guidance, especially in countries with large UNCTs and complex coordination situations. A considerable number of country director posts have been established and filled to this date.

programming, management and administrative support and financial oversight on country offices. The different field structures are to a large extent dictated by the respective mandates of agencies concerned. The two-level field structure of the United Nations funds and programmes reflect their operational mandates which imply heavy decentralization (their ratio of Headquarters to field personnel is of 1:5) and require a massive country presence (e.g. UNDP is present in 166 countries, UNICEF in 127). WHO is in a similar position since, in addition to its global mandate, it has extensive operational action and is present in 145 countries. With its broader mandate, interlinking country-level needs with global and normative action, UNESCO's field presence is closer to that of other specialized agencies such as FAO and ILO which have a three-level structure. It remains however more complex since UNESCO has five distinct programme sectors whereas other specialized agencies have fewer (generally one or two). More details on the analysis done by the DRTF of the field structure of other United Nations agencies is found in document 180 EX/6, Part II (paras. 11-16).

66. UNESCO is the only United Nations agency having no hierarchy between the different field levels, as all other agencies entrust regional or subregional levels with backstopping functions, including the management and administration, monitoring and often oversight of country-level entities. UNESCO is also the only agency having thematic regional bureaux and which authorizes the existence of country-level offices only on an exceptional basis by resolution of the General Conference adopted in 1999 (30 C/Resolution 83). These structural particularities may be seen as potentially affecting the Organization's ability to enhance its contribution to United Nations common country programming in support of national development priorities in its fields of competence and to ensure that the wealth of experience and knowledge gained from UNESCO's regional programmes and networks – one of the Organization's main comparative advantages at field level – as well as commitments (e.g. the Second Decade of Education in Africa) inform and guide common country-level action. The Organization's involvement in UNCT programming over the last two years (whether in "Delivering as One" pilot countries or within the UNDP/Spain MDG Achievement Fund) has, however, demonstrated that the negative impact of these structural particularities could be mitigated. This requires a critical mass of higher level expertise at the different field levels, appropriate financial resources and a continued country presence at crucial phases of programming and implementation.

67. A more systematic country presence would therefore have to be conceived as a permanent feature of UNESCO's field structure, ranging from fully-fledged offices to alternative arrangements so as to ensure its thematic contribution as an NRA. The latter could, *inter alia*, take the form of UNESCO desks or project antennae hosted by resident agencies, complemented by agreements to support UNESCO's country-level action, such as the recently adopted strategic partnership agreement between UNESCO and UNDP.

68. With regard to UNESCO's particular regional setting, the Organization has succeeded, albeit with difficulty, in establishing the agreement to be represented at the RDTs by the directors of both its regional education and regional science bureaux. However, there is still resistance to admitting them to important core functions of the RDTs, such as the assessment of RCs, on the grounds that they have neither a particular rank (D-2 and above) nor oversight authority over the programmatic action carried out by all UNESCO offices in the regions concerned. Continued advocacy for UNESCO's specificity within UNDG and CEB should, hopefully, solve this matter. In the meantime, UNESCO should capitalize on its current regional thematic bureaux which, owing to their substantive role of developing regional strategies and providing quality inputs to other offices' programmes (para. 22) constitute a considerable advantage as compared to other agencies. Enhanced reporting lines, support, monitoring and knowledge management mechanisms, would also have to be featured in an adjusted, enabling UNESCO field structure, harmonized with the country and regional thrusts of the United Nations reform.

69. UNESCO's presence at subregional level should not be disregarded. Realistically, because of the overall level of its budgetary resources and its global mandate, there is a limit to the extent to which UNESCO can expand its country presence. Subregional entities are therefore essential to

ensure and facilitate country level action. More importantly, when corresponding to subregional geopolitical groupings, subregional entities can substantially support subregional integration as already done by some cluster offices. This represents a major UNESCO advantage over other agencies and a step ahead of the United Nations reform.

III.3 Programmatic challenges related to the United Nations reform

70. The country approach inherent in the United Nations reform constitutes a significant development, and partial shift, from past UNESCO practices. UNESCO's history and its very organization and structure, not to mention its specific "culture", are based on its international mandate and global functions. To the extent that it is now recognized that UNESCO's action in the field is mainly in "upstream" areas, it can thus coherently translate its global policies into practice, including at country level. The "shift" is therefore something logical and should not give rise to undue concern. The very purpose of the reform of the last decade has been to bring these considerations into coherency and a great deal has been usefully achieved to this effect. However, the future needs to be addressed with clarity, and the consequences of a significant permanent shift to becoming a "country-based agency" should be carefully weighed, including in terms of the corresponding budgetary requirements to fulfil that mission. The United Nations country approach thus poses the following major programming challenges to the Organization, in addition to those related to its current field structure:

    (i)   reconciling global priorities with country-level development priorities and orientations;

    (ii)   building flexibility and accountability into the programming process, including in the area of allocation of financial resources to field offices to respond to emerging needs;

    (iii)   focusing UNESCO's contribution to common country programmes in a concerted manner, reflecting strategic convergence among all UNESCO entities ("Delivering as One UNESCO" concept) and ensuring proper consultation with and involvement of line ministries, National Commissions and other national partners;

    (iv)   ensuring continuous quality control of country-level activities and projects, and quality backstopping to field offices throughout the planning and implementation processes;

    (v)   mobilizing considerable levels of extrabudgetary resources at the country level to ensure implementation of UNDAFs or One Programme deliverables.

71. Thus, while UNESCO's approved programme and its priorities should continue to serve as the key reference point for programming actions and activities at country level, UNESCO is called upon in addition to be guided by national priorities corresponding to those international priorities, advocating for the internationally agreed development goals (IADGs), including conventions, norms and standards, which constitute a solid basis for its country-level intervention, and the Millennium Development Goals (MDGs). UNESCO's country-level involvement should also preserve its very nature as a specialized agency providing recognized expertise in its fields of competence. While aiming to include as much of its programme as possible within the United Nations Development Assistance Frameworks (UNDAFs), UNESCO should also be able to carry out its mandate in response to requests from Member States through stand-alone activities, when required and when relevant to national priorities, especially in areas where no other United Nations agency can provide expert advice (such as cultural heritage, media and others). In defining its country-level position, however, UNESCO cannot be demand-driven in view of its normative role as well as of its global mandate and priorities and of its limited resources. It therefore needs to make strategic programme choices and define targets to achieve quality planning and delivery.

72. A new line of UNESCO Country Programming Documents (UCPDs) seeks to capture in a concise and strategic fashion the diversity and versatility of UNESCO's current programme offer to a particular country, thus enhancing the Organization's visibility and recognition, vis-à-vis national

partners as well as in UNCT contexts. When negotiated with government authorities, they can be used effectively as a reflection of national priorities and enable field offices to be well prepared for contributing to the elaboration of UNDAFs. In the short term, there is a clear need to reinforce flexibility in programming, with the proper corresponding accountability. Reprogramming in the course of the biennium should be systematized across all sectors at regular intervals as an essential management tool to introduce more responsiveness, particularly to post-crisis (conflict or disaster) situations. While flexibility is called for, it is also clear that it should not be perceived as a substitute for good and results-based programming and reprogramming. In addition, the current debates of the General Assembly concerning the proposed alignment of the strategic planning cycles of United Nations funds and programmes with the TCPR cycle, and changing this comprehensive policy review from a three-year to a four-year cycle, need to be closely monitored.

73. In the longer term, UNESCO's programming process would need to be revisited to reflect the emerging new reality on the ground and establish an adequate connection between the global and country levels, so as to establish a unified results chain.

III.4 Resourcing opportunities and challenges

74. UNESCO's active involvement in common country programming exercises over the last three years has already yielded positive results as shown by the level of additional extrabudgetary resources yielded so far (para. 45). While the impact of the current financial crisis is uncertain as yet, the substantial level of resources channelled by donors through the MDG Achievement Fund and the country-level "coherence funds" to finance United Nations common country activities aligned with national development plans are welcome developments and it is hoped that donors will continue their contributions in this respect in future years.

75. This demonstrates that the United Nations country-level reform represents a unique opportunity for the Organization to contribute more effectively to national development priorities in its fields of competence. However, to sustain this involvement to the benefit of a larger number of Member States, and to ensure quality planning and delivery, UNESCO needs to invest more in field human resources, notably at senior levels of expertise. All the more so that the findings from capacity assessments of UNCTs in "Delivering as One" pilots countries as reflected in a recent report submitted to the UNDG Inter-agency Task Team on Change Management (July 2009), underline the increasing demand from Governments and donors for the United Nations to focus on upstream technical/policy advisory support.

III.5 Impact on cooperation with National Commissions and other country level partners

76. Within the new United Nations dynamics at country level, National Commissions play a vital role in advising UNESCO field offices on country priorities, acting as a source of information, as well as facilitating consultations with line ministries and mobilizing national expertise to help shape UNESCO's inputs to United Nations common country programming processes. In their capacity as national bodies connected to national governments, National Commissions also advocate, among ministries working in UNESCO's fields of competence and coordinating ministries (e.g. planning, economy and finance as appropriate), on the Organization's norms and standards, ethical positions and priorities within their National Development Plans, as well as on assigning leadership to the Organization in relevant United Nations common country programmes. This role should be seen as potentially all the more important in countries where UNESCO is non-resident.

77. To play the above roles to the full, National Commissions need to be well aware of the complexity and technicality of the United Nations common country processes. UNESCO field offices have therefore the responsibility to ensure that National Commissions are fully informed and regularly updated, and to encourage them to take on a complementary role compatible to their national status and accountability. They also have to inform UNCTs of the added value of UNESCO National Commissions and of their international and national networks, reach-out and expertise, and advocate for the participation of National Commissions, when deemed useful, in

certain UNCT and thematic working group meetings in line with the Memorandum of Understanding on Strategic Partnership between UNESCO and UNDP signed in October 2008. A strengthened spirit of coordination, mutual support, open dialogue and consultation between field offices and National Commissions is called for, with due consideration of their respective natures and accountabilities. As national bodies accountable to governments, National Commissions cannot be assimilated to United Nations agencies even in countries where UNESCO has no presence. Their national nature, however, constitutes a strength for UNESCO as they are uniquely placed to advocate for UNESCO within governments.

78.   Associating National Commissions of developing countries with United Nations common country programming processes should be done in a pragmatic and flexible manner avoiding a "one size fits all" approach. Such flexibility is important as National Commissions are different in each country, with varying strengths and weaknesses. Therefore, the level and nature of their involvement can differ widely according to such factors as the presence of a UNESCO office in the country, the National Commission's overall capacity, expertise, human and financial resources, and privileged access to relevant national stakeholders. A major obstacle to the involvement of many National Commissions still resides in their capacities which need to be considerably strengthened. In addition to adequate qualified staff for each UNESCO field of competence, appropriate mechanisms to ensure stability in their secretariats, as well as intersectoral outreach and recognized status at national level, appropriate support should continue to be provided to National Commissions. Stronger advocacy to governments of Member States for the empowerment of National Commissions, training and capacity-building are seen to be crucial in this respect. Innovative approaches to training within long-term programmes (and not as a set of single activities) focused on the real needs of National Commissions, and with mentoring schemes and partnerships among National Commissions from different regions, should be pursued. As a first step, priority should be given to a comprehensive assessment and mapping of capacities and expertise of National Commissions, and the development of training materials and practical guides on United Nations common country processes, as well as the review of the "Architecture of National Commissions for UNESCO" and of the "Guidelines for interface and cooperation between UNESCO field offices and National Commissions for UNESCO", to adapt them to the context of the United Nations country-level reform.

79.   National Commissions from developed and well-resourced countries also have a role to play with regard to the United Nations reform at country level and the overall decentralization strategy of UNESCO. They should nurture closer links with ministries in their countries dealing with ODA to advocate for UNESCO's ideals and priority programmes and projects. They could also develop training initiatives and programmes aimed at strengthening capacities of National Commissions in developing countries and mobilize funds to this effect, as some have already started doing, notably the National Commissions of Germany and Spain.

80.   As regards the broader UNESCO family and other national-level partners, they are recognized as essential partners to promote UNESCO's values, norms and standards. UNESCO Chairs, national committees of UNESCO intergovernmental programmes as well as national NGOs and civil society organizations, should be consulted by field offices when elaborating United Nations common country programmes and involved in their implementation, on a case-by-case basis depending on their widely varying capacities and expertise. Where possible, National Commissions should seek to carry out a coordination function in this regard. The contribution of components of this broader family could also be sought in terms of advocacy and local fundraising. Examples of fruitful cooperation and good practices include the assignment by the UNESCO Centre of the Basque Country of 120 highly qualified young Basque volunteers in 45 UNESCO field offices within the last 10 years, as well as the cooperation between the UNESCO-NGO Liaison Committee and the UNESCO Office in Santiago for conducting an impact analysis of the economic crisis on the education for all process in Latin America. Mapping of national civil society partners affiliated to NGOs having official relations with UNESCO, as well as raising their awareness of the United Nations reform at country level, are seen as priority actions to strengthen

relationships between them and UNESCO field offices and National Commissions. As to the latter, many still have to develop their capacity to reach out to civil society.

IV.   POSSIBLE ADJUSTMENT OF UNESCO NETWORK OF FIELD OFFICES

IV.1   Summary of main issues to be addressed

81.   The analyses in Part II and Part III have highlighted a number of fundamental issues impinging on the effectiveness and efficiency of the current network of field offices in the delivery of programmes and projects, including those carried out in common with other United Nations agencies, which need to be addressed. They can be grouped in two main categories relating on the one hand to human resources and on the other to structural issues, as summarized below.

82.   Human resources issues:

- the field network is still suffering from limited human resources;

- not all cluster offices have RP professional staff in all UNESCO domains (i.e. multidisciplinary teams);

- Professional staff profiles in regional thematic bureaux do not reflect the diversity of subject expertise corresponding to UNESCO's priorities;

- more senior level professionals are required in all types of offices to affirm UNESCO's expertise in its field of competence;

- NPO posts are at junior levels with tasks and responsibilities corresponding to higher grades and need to be harmonized with those of other United Nations agencies;

- high-level assistance to directors and heads of field offices is needed;

- grade levels of AOs are not commensurate with the entrusted responsibilities and not aligned to those applied in other United Nations agencies. This is seen as a continuing risk for the Organization;

- there is a severe shortage of general service staff on RP posts;

- the lack of human resources compels field offices to employ a large number of temporary personnel often for lengthy periods of time, representing a considerable liability for the Organization and putting at risk some core functions (e.g. public information, administration).

83.   All the human resource issues above have a direct impact on the quality of field activities and projects, on the capacity to mobilize additional resources in the benefit of Member States, as well as on the overall technical credibility of the Organization. Regional bureaux cannot perform at their full potential as pools of expertise providing technical expert assistance to cluster and national offices. They are also limited in the implementation of their core, institutional, clearinghouse function. Scarce human resources make it impossible to set up functions such as policy analysis and M&E that are essential for sound programme/project design, implementation, and dissemination of good practices. As the strategy for the implementation of geographical mobility was only recently approved (ref. paragraph 35 above), there is as yet no meaningful feedback with which to assess the impact of mandatory rotation of international staff on the field's human resources.

84. Structural issues:

- Offices with dual cluster and regional mandates cannot deliver equally well on both responsibilities;

- Complex reporting lines are not conducive to full programme and management accountability.

85. The various programmatic weaknesses and challenges highlighted in the preceding sections (relating to programme coherence, the need for priority setting and sharper focus on least developed countries and UNESCO's global priorities, and interdisciplinary approaches and actions) essentially have their origins in the current system of reporting lines.

86. The Education Sector's experimental decentralization framework was intended to ensure full programme accountability by addressing the weaknesses of the sector at Headquarters to provide proper backstopping and exercise appropriate monitoring. To this effect, a lead supervisory function in regional education programme planning, budgeting, and management was delegated to regional education bureaux, thus making optimal use of their considerable asset in terms of expertise, knowledge of the regional education challenges and proximity to the implementation level. However, it has not yielded as yet all the expected results mainly owing to limited senior-level expertise in some regional bureaux which limits their capacity and legitimacy in the discharge of the additional delegated responsibilities and nurtures a resistance to change. As a result, at this stage, not all directors of regional education bureaux have been able fully to assert their authority.[13] In any event, this model was not intended to address the issue of complex and multiple programmatic reporting lines.

87. However, as this model can improve sectoral programmatic monitoring and accountability, it would be possible for the Science Sector to apply it since it also has thematic science bureaux in all regions. It is not immediately replicable to the other three sectors for a variety of reasons: the Culture Sector only has one regional bureau, and the Communication and Information Sector does not have regional bureaux and its regional or sub-regional advisors cannot perform such supervisory responsibilities given their grade level and the fact that they are not backed by substantial teams. The latter comment also applies to the Social and Human Sciences Sector. However, in line with the results of the recent review (2007) of Major Programmes II and III (Natural sciences and Social and human sciences),[14] enlarging the competence of the regional science bureaux to social and human sciences could be envisaged. Field offices would nevertheless continue to have five distinct programmatic reporting lines, which contributes to the complexity of achieving a holistic programme approach and to fostering interdisciplinary action. The latter is increasingly called for by the United Nations country level reform and UNESCO is uniquely in a position to develop such action given the diversity of its fields of competence, all contributing to development. Reconciling the vertical sectoral logic at central level and in regional thematic bureaux with the intersectoral role of cluster and national offices is the major challenge for a simplification of programmatic reporting lines that enables full accountability, programme coherence and focus, as well as a more determined interdisciplinary approach at field level.

IV.2 Design principles

88. The review of the decentralization strategy reaffirmed that policy advice and assistance in the implementation of resulting strategies and plans, as well as related capacity-building, remain UNESCO's principal modalities of action, whether as part of United Nations joint development efforts or in pursuance of the global normative mandate of the Organization. It also noted the

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[13]   The Bangkok Office is, so far, the most successful regional education bureau in implementing the Education Sector's accountable decentralization pattern. This is essentially due to the large number of highly qualified consultants employed on a continued basis by the Office which enables it to provide the technical assistance required by cluster and national offices in the region.

[14]   Ref. document 34 C/13 and 34 C/Resolution 55.

growing demand for UNESCO's technical and specialized advice and expertise and the high expectation of Member States to see the Organization moving towards more operational involvement with a broader range of upstream action, such as sector analysis, statistics, monitoring, benchmarking and evaluation rather than primarily acting as a service provider, and increased assistance in the implementation of development projects in pursuit of these functions. The function of laboratory of ideas remains highly relevant in this regard, by providing evidence-based analysis which helps to determine what works and what does not and to facilitate the setting of policy directions. This calls for the development of analytical and policy capacities and of robust knowledge management tools.

89.   The overarching principles to guide the adjustments to UNESCO's decentralized approach flow from the analysis of the present context and perspectives, and are as follows:

(a)   ensuring the highest quality of technical inputs and delivery with full accountability;

(b)   recognizing and adapting to the new challenges arising out of United Nations country-level reform by squarely addressing country-level priorities and needs as spelled out in national development plans and strategies, UNDAFs and other common programming documents;

(c)   addressing major challenges of the current decentralization strategy and system, and

(d)   preserving the many positive features of the current system, notably by maintaining a regional approach, considered as one of the Organization's comparative advantages at field level, as well as subregional structures so as to scale up support to Member States' integration efforts.

90.   It is also considered essential that the adjusted decentralized system cater to different needs at the different phases of planning and conceptualization, mobilization of resources, implementation, monitoring and evaluation, and ensure ongoing support and quality control. The structure of the field network must therefore be adapted to the evolving objectives and needs of the programme, with an architecture comprising regional, subregional and country presence, sustainable with regard to the cost effectiveness of field entities, with an enhanced reporting line system between them. In addition, particular attention must be paid to human resources in the field. Improved quality and effectiveness, the delivery of sound policy advice, the design and implementation of resulting strategies and plans, capacity-building, and the Organization's ability responsibly to lead common planning and implementation processes at country level in its fields of competence, are all dependent upon the quality of available human resources.

IV.3 Options and modalitites

91.   The above design principles are best reflected in the following concrete measures and assumptions grouped under four main criteria against which possible options can be assessed:

(i)   <u>Improvement of quality delivery</u> through: (a) a critical mass of expertise, i.e. senior professional posts with diversified profiles reflecting major UNESCO priorities in all its field of competence; (b) increased use of higher level national expertise (senior NPOs); (c) flexible mechanisms for the short-term deployment of required expertise at country-level; (d) overall strengthened RP staffing for all functions performed by field offices (management; administration; programme design and implementation; general support services) and at all levels of responsibility, and (e) support to responses to post-conflict and post-disaster (PCPD) situations close to the implementation level. The assumption is made that the extent of decentralization of programme professional staff should not be the same for all UNESCO sectors. Notwithstanding the fact that this is dependent on the particularities of each sector's programmes and priorities and on their overall resource base, it should also take due account of the priority development areas of

Member States in UNESCO's fields and of the leadership entrusted to UNESCO for specific themes and internationally agreed upon development goals. A second assumption is that the establishment of RP support posts will alleviate the hiring of temporary personnel and reduce the related risks linked to long-term temporary employment. Finally, it is also assumed that the implementation of geographical mobility will contribute partially to meeting the needs of the field.

(ii)   <u>Improvement of field programme coherence</u> through: (a) coordination mechanisms common to all programme sectors for preparing contributions to the C/5 documents and biennial work plans; (b) strengthened analytical and policy capacities and related knowledge management function and dissemination of good practices; and (c) continued monitoring and evaluation (M&E) of activities, programmes and projects. The assumption is made that whichever field structure is retained, it should facilitate the discharge of global functions that involve working with various stakeholders and partners at the international and field levels (as is the case for example for Education for All), with Headquarters continuing to assume overall global coordination and provision of guidance and impetus, and field entities ensuring adequate coordination with partners and actors at their own levels.

(iii)   <u>Improvement of the control environment</u> through: (a) enhancement of reporting lines between field entities; and (b) creation of administrative and financial support and oversight functions at the regional level. In addition to the fact that the latter measure would align UNESCO with the practice of other United Nations agencies and facilitate its involvement in related system-wide coherence processes, the assumption is made that with the current level of decentralization the Organization has already come to the point where the cost-effectiveness of centralized support and oversight has progressively diminished; that this trend would be more pronounced with the increased level of decentralization required to improve UNESCO's relevance in the field.

(iv)   <u>Improvement of the field network architecture</u> with the adoption of a three-level structure providing for regional, subregional and country presence, the latter conceived in the form of either fully-fledged offices, or UNESCO desks within UNCTs funded under RP, or project antennae fully financed under extrabudgetary resources. In principle, UNESCO desks would be phased out and replaced by project antennae once sizeable extrabudgetary resources were secured. But ideally UNESCO desks in important LDCs should be replaced by national offices. The assumption is made that while UNESCO presence at country level is desirable in as many countries as it can be effective, expanding it in least developed countries (LDCs) should be given utmost priority. Another assumption relates to the cost effectiveness of field entities, the type of which should be dependent on the ratio of extrabudgetary resources to RP funding as well as on their programmatic responses to the evolving needs of Member States, which should be the subject of regular internal assessments.

92.   Recalling that they are partly required to respond to the new United Nations context and partly to materialize continuing efforts to rationalize the decentralized structure, various options for the adjustment of UNESCO's field structure have been considered and analysed against the above-mentioned criteria. They were costed using a simulation software tool developed by the Secretariat to handle the complex data involved, the core of which is a Microsoft Access database containing all financial and administrative data relating to the current field network. This facilitates the calculation of the financial implications of any modifications to the field network by using standard staff costs and other average costs established for this purpose. It produces various types of reports at different levels of aggregation. The costing was calculated in terms of: a) recurrent charges composed of staff costs, running costs (i.e. running and maintaining the offices) of field entities and other support funds, and b) initial transformation costs which are one time expenditures relating to posting new staff or rotating current staff to field entities (statutory travel of staff and family, removal of personal belongings and other entitlements) as well as to separation of

local staff and personnel when the nature of a field entity is modified and its size accordingly reduced.

- ***Option 1***

93.   This option seeks to continue to reinforce the existing network of field offices, notably in light of some of the major issues which the Second Review of Decentralization pinpointed as having been difficult in the implementation of certain conclusions and recommendations of the First. This option involves no modification in the current structure and roles other than the recognition of country presence as a permanent feature rather than an exception; and with some adjustments to current lines of authority.

94.   *Lines of authority*:

(i)   Similarly to the education regional bureaux, a lead supervisory function in regional science and social and human sciences programme planning, budgeting, and management will be delegated to regional science bureaux whose competence will be enlarged.

(ii)   Cluster offices will be given a formal supervisory function over smaller national offices in countries under their coverage. They will provide support in programme planning, monitor implementation and report accordingly to regional education and science bureaux and to the other two sectors at Headquarters. They will also provide backstopping and exercise oversight on finances and administration.

(iii)   In addition, directors of regional education bureaux will be entrusted, by all sectors, with the responsibility of coordinating the inputs of field offices in each region to the C/5 documents, which will put an end to the current fragmented approach and simplify the process.

95.   *Description of reinforcement measures*

(i)   Strengthening human resources in cluster offices as well as in thematic bureaux for education and the sciences (i.e. natural and social and human sciences).

(a)   In both types of offices, this includes:

–   an increase in the number of senior professional posts – at different levels for each of UNESCO's major programme areas and in proportion with the number of countries covered;

–   an increase in the number of programme support staff;

–   enhanced professional level within administrative units and full segregation of duties;

–   RP staffing for the public information function for which no provision is currently made (para. 53).

(b)   In regional bureaux, it also includes:

–   positions of deputy directors (at D-1 level in the regional education bureaux in Asia Pacific and in Africa and at P-5 level – with functional title – in other regional bureaux) to coordinate more particularly programme activities;

–   qualified staff for the strengthened/additional regional programme coordination and support functions in (ii & iii) below;

> – a senior professional SHS post (P-5) in each regional science bureau to support its director in the discharge of the additional responsibilities with regard to regional social and human sciences programmes.

(c) In offices which currently have a dual mandate of cluster office and regional bureau, the two functions are split, with the deputy director being placed in charge of cluster activities with a dedicated multidisciplinary team of programme specialists.

(ii) Strengthening the analytical and policy capacity and knowledge management function of the bureaux for education and the sciences.

(iii) Establishing two core regional coordination and support functions, M&E and PCPD, within the regional education bureaux.

(iv) Establishing 20 additional UNESCO desks within UNCTs in least-developed countries (LDCs) staffed at adequate international level (P-4),[15] of which 17 in Africa and 3 in the Asia and Pacific region. This will increase UNESCO's presence at country level as shown in Table 17. The increase is particularly important in Africa where UNESCO will be present in 37 of its 46 Member States (i.e. 80% coverage achieved). It will also double UNESCO's presence in LDCs world wide, which will rise to 82%.

Table 17 – Country presence

Region	Current Offices (excluding Liaison Offices)	Current EP funded Antennas	Option 1 (Offices and Desks)
AFR	15	5	37
APA	14	1	18
ARAB	8	-	8
LAC	11	1	12
EUR	3	-	3
	51	7	78
	58		78

(v) Strengthening the UNESCO Office in Addis Ababa in its function as liaison with the African Union Commission and establishing a liaison office with the European Union Commission in Brussels. The first measure is triggered by the priority given to Africa and the large number of AU initiatives and programmes within UNESCO's fields of competence. The second aims at ensuring a more proactive approach for mobilization of funds, as done by many other United Nations agencies having long established liaison offices with the EU.

(vi) Establishment of a budget line for financing a flexible short-term special assignment scheme (3 to 12 months) which will enable the deployment of experienced staff from cluster offices, regional bureaux, Headquarters or category I institutes to the country level in response to specific needs. Such a draft scheme is being prepared by HRM and the budget foreseen corresponds to an average of 60 special assignments per biennium (estimate based on the assignment of P-4 staff for four months duration).

96. As a result of all measures above, and as shown in Table 18, 256 additional RP field posts are created, 73.5% relating to programme implementation, as well as a decrease in the relative weight of management and general support services. An increase of 54.5% of senior international programme staff is also achieved (ref. Table 19), as well as greater use of national expertise with the number of NPOs representing 27.6% of the total of international and national programme staff, as compared to 26.2% in the 34 C/5. The relative weight of administration and general support services is also reduced.

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[15]   To be noted that current staff are junior level NPOs (ref. para 56).

Table 18 – Quantitative strengthening

Functions	34C/5	Option 1
Programme & Management	68.8%	73.5%
Administration	18.7%	15.6%
General Services	12.5%	10.9%
Total Staff number	663	919
Variation		+ 256

Table 19 – Qualitative strengthening

International programme posts	34C/5	Option 1	Variation
Total D+P	253	349	+ 96 (+37.9%)
D+P5+P4	145	224	+ 79 (+54.5%)
% D+P5+P4	57.3 %	64.2%	

97. *Analysis of Option 1 – Advantages and disadvantages:*

  (i) *Advantages*: Since it is in continuity with the existing system and does not introduce any significant change to the current composition of the network of field offices, the implementation of this option will not pose any major problem, either internally or vis-à-vis Member States hosting field offices. Regional bureaux and cluster offices will be able to deliver on the new responsibilities entrusted to them since their technical and administrative capacities will be reinforced. By fulfilling the first criterion (ref. paragraph 91 (i)), this option will enhance responsiveness to country-level needs, quality of programme/project design and delivery and programme accountability as well as coordinated PCPD responses in the field of education – the largest decentralized area of competence of UNESCO. It is largely compliant with the second criterion (ref. paragraph 91 (ii)), since programme coherence will be improved, notably with regard to the preparation of C/5 documents and to M&E in the education domain. It partly meets with the third criterion of improvement of the control environment (paragraph 91 (iii)) with programmatic authority delegated to regional education and science bureaux and with oversight granted to cluster offices over smaller national bureaux thus alleviating the risks they currently present due to their limited technical and administrative capacities. It also satisfies to a large extent the fourth criterion in paragraph 91 (iv) with a three-level structure and an expanded country presence in LDCs. It moreover requires no complex cultural change in mindsets to adjust to the new system, although some office heads may baulk at the new reporting lines. It is therefore more quickly implementable (subject to cost considerations).

  (ii) *Disadvantages*: While adjustments to reporting lines will improve the functioning of the current network of field offices for three of the five domains of competence of the Organization, the reporting line system will remain complex, processes cumbersome and optimization of control environments still to be fully addressed. With all existing field entities maintained as such, this option falls short of fully implementing the cost-effectiveness approach (ref. paragraph 91 (iv)). Finally the regional function of UNESCO will not be aligned to that of other United Nations agencies which will not facilitate system-wide coherence.

98. Although costly, an additional measure could be envisaged within the context of this option that would go some way to addressing some of the disadvantages described above. This relates to the initial aim of the decentralization strategy as announced in 2000-2001 that, within the "two-tier" approach, single-sector regional competencies would be in place in all five programme areas (either regional bureaux or regional advisors). In this regard, it should be recalled that, among the conclusions of the First Review of Decentralization, the difficulties of implementing this approach were underlined, owing to resource constraints, particularly in smaller programme sectors. As a result, for example, Regional Bureaux in Communication (attached to the Quito and New Delhi Offices) were withdrawn, and the long-term maintenance of the Regional Bureau for Culture in Havana was made conditional upon favourable further review. Regional advisors were not systematically renewed either, and, for example, a network of regional culture focal points in Culture has been explored (but its merits, in terms of the credibility of field based interlocutors vis-à-vis government authorities, are not yet proven). However, if it is to be considered that the initial objectives of the decentralization strategy should be pursued, then it is necessary to revisit the

matter of the existence of single-sector "thematic" regional bureaux in all five programme areas. While it is clear that, in order to strengthen the indispensable intersectoral coordination of programmatic actions in the field, directors of cluster offices will play a central role (subject to their substantial further re-skilling in implementation of holistic approaches), and while there is a clear and vital role for Headquarters in this area, under the direct responsibility of ADG/BSP and the Director-General, the aim of improving field accountability in the delivery of Culture and Communication and Information programmes could therefore be addressed by creating five new thematic regional bureaux:

– two additional regional bureaux for culture: one for both Africa/Arab States and one for APA (its having been concluded in the context of this Second Review of Decentralization that the Regional Bureau for Culture in Havana has improved in a number of areas and should be maintained);

– three additional regional bureaux for CI: one for both Africa/Arab States, one for APA and one for LAC.

This would result in a further reduction of the current complex reporting lines of cluster and national offices. This hypothesis would imply additional cost by establishing these regional functional structures based on the current situation of the Havana Office with an additional senior professional post (P-5). The related additional costs would be around $13.5M.

99. The recurrent cost of this option is $194.7M as detailed in Table 23 below, representing an increase of $49.1M as compared to the 34 C/5. The corresponding one time transformation cost is $4.7M. Should the hypothesis in paragraph 98 above be retained, the recurrent costs of this option would be increased by $13.5M.

▪ **Option 2**

100. In addition to strengthening field human resources, this option establishes multisectoral regional offices instead of the current thematic regional bureau which will be abolished; it introduces additional regional coordination, support and oversight functions, and modifies the current field network into a three-tier hierarchical structure (like Option 1) with enhanced and simplified lines of authority and more effective accountability.

101. *Lines of authority*:

(i) Line management authority is given to the directors of regional offices, for substantive issues, finances and administration. For substantive issues, they are supported by a deputy-director responsible for programme coordination, including interdisciplinary approaches, and rely on the high-level sectoral expertise that will be available within their offices. For financial and human resources management, they will rely on the corresponding regional structure that will be established within their offices, headed by a senior administrative officer. Whereas field offices are accountable to them directly, they are accountable to all programme ADGs and central services concerned at Headquarters. For proper interlinking with Headquarters, notably to ensure that field activities and overall management are in coherence with the global programme objectives and agenda as well as administrative policies, rules and procedures, directors of regional offices will be members of the senior management of UNESCO, participating in meetings of the Directorate and of the College of ADGs (through teleconferencing or by physical presence).

(ii) As in Option 1 above, subregional offices are given a formal substantive and administrative supervisory function over smaller country offices in Member States under their coverage, providing support in programme planning, monitoring implementation and reporting accordingly to regional offices.

102. *Description of structural modifications*

(i)   Single multidisciplinary regional offices are established in 4 regions (Africa, Arab States, Asia and the Pacific, Latin America and the Caribbean). None of them would have other parallel responsibilities (subregional or country).

(ii)   The number of subregional offices established will be adjusted in order to match more closely existing subregional groupings, leading to a probable reduction, with each of them covering a larger number of Member States than the current cluster offices. At this stage, it is foreseen that some 16 such subregional offices would be established. Current cluster offices that are not transformed into the new subregional offices (around 8) will as a rule become country offices or, in cases where they are not cost-effective, into UNESCO desks within the corresponding UNCT.

(iii)   Depending on their cost-effectiveness, current national offices will be maintained as country offices or transformed into UNESCO desks within the corresponding UNCTs.

(iv)   The three types of office are organized in a hierarchical structure and the terminology (i.e. regional, subregional and country offices) is aligned to that of other United Nations agencies.

103. Description of reinforcement measures:

(i)   Strengthening human resources in subregional and regional offices along the same lines as in paragraph 95 (i, a & b), while ensuring that the multidisciplinary teams in regional offices include P-5 level staff to head each of the thematic sections.

(ii)   Strengthening the knowledge management function and establishment of analytical and policy capacity, M&E and PCPD functions, covering all UNESCO's fields of competence, in regional offices.

(iii)   Establishment of a regional administrative support and oversight function in regional offices.

(iv)   Similarly to Option 1, and in addition to the transformation of some current offices into UNESCO desks, twenty such desks within UNCTs in least developed countries (LDCs) will be established (17 in Africa and 3 in the Asia and Pacific region), resulting in an increase in UNESCO's presence at country level similar to the one in Option 1 (ref. paragraph 96 (iii)), i.e. in 80% of African countries and 82% of LDCs worldwide.

(v)   Two new liaison offices are established: one with the African Union Commission in Addis Ababa and the other with the European Union Commission in Brussels.

(vi)   As in Option 1, a special budget will be devoted to short-term assignments.

104. As a result of all modifications and reinforcement measures above, the modified network of field offices will result in the structural entities indicated in Table 20 and in a total presence of UNESCO in 77 Member States (i.e. excluding the 4 liaison offices). As shown in Table 21, this will also result in 261 additional RP field posts, 71.1% relating to programme implementation, as well as in a decrease in the relative weight of management, administration and general support services. An increase of 68% of senior international programme staff is also achieved (ref. Table 22). The use of national expertise is also increased with the number of NPOs representing 33.3% of the total of international and national programme staff, as compared to 26.2% in the 34 C/5. The relative weight of administration and general support services is also reduced.

Table 20 – Structural entities

Entities	Nbr
Regional multidisciplinary Offices	4
Subregional Offices	16
Country Offices	19
Country Desks	38
Liaison Offices	4
	81

Table 21 – Quantitative strengthening

Functions	34C/5	Option 2
Programme & Management	68.8%	71.1%
Administration	18.7%	15.8%
General Services	12.5%	9.7%
Regional Admin. Support		3.4%
Total Staff number	663	924
Variation		+261

Table 22 – Qualitative strengthening

International programme posts	34C/5	Option 2	Variation
Total D+P	253	339	+ 86 (+34%)
D+P5+P4	145	243	+98 (+68%)
% D+P5+P4	57.3 %	72%	

105. *Analysis of Option 2 – Advantages and disadvantages*:

   (i)   *Advantages*: This Option is compliant with the design principles and related criteria and measures, enhancing responsiveness to country-level needs, quality of programme/project design and delivery, programme coherence, overall control environment and programme and management accountability, and also provides for an expanded country presence in LDCs.

   (ii) *Disadvantages*: Consensus among regional groups on the coverage of sub-regional offices may be difficult to reach and some Member Sates may not readily accept the possible transformation of field offices they currently host, similar to the problems encountered in 2000/2001 when designing the current field network (para. 7). There is a risk of loss of visibility of the Organization in those countries where the status of the current field entities will be modified (i.e. from cluster office to country office or desk and from national office to desk). Furthermore, the implementation of the new structure will require a transition period during which appropriate measures would have to be taken in order not to disrupt programme delivery unduly. It is not possible at this stage to foresee the duration of the transition period since, in addition to the time required for putting into place the new structure, a cultural change is also required with the corresponding confidence building between the regional offices and the other field entities before the adjusted system could work efficiently and effectively. Another challenge concerns the recruitment of highly skilled and experimented staff to fill the position of Director of multidisciplinary regional office.

106. The recurrent cost of this option is $197.2M as detailed in Table 23 below, representing an increase of $51.6M as compared to the 34 C/5. The corresponding one-time transformation cost is $8.2M.

▪ **Cost of Options 1 and 2**

107. Table 23 below provides details of the costs of the two options (excluding the hypothesis in paragraph 98 above which, if retained, would increase the costs of Option 1 by $13.5M). The important recurrent costs involved in strengthening the current network of field offices and improving its functioning by addressing most of the identified weaknesses (i.e. Option 1) demonstrate the extent to which the Organization was constrained by the overall limitations of its budget in its reform of decentralization. The recurrent costs of both options are within the same range, with some 5% difference, as the cost of Option 2 is higher by $2.5M than Option 1 (if the hypothesis in paragraph 98 is retained, Option 1 would be $11M higher than Option 2).

Table 23 – Detailed costs of Options 1 and 2		34 C/5 App.		Option 1		Option 2	
		Nbr	$K	Nbr	$K	Nbr	$K
Staff Cost	D2	6	2,922	6	2,922	6	2,922
	D1	34	14,889	36	16,265	28	12,505
	Heads	15	5,836	14	5,432	13	5,070
	Ps	239	73,418	318	100,900	334	107,147
	NPOs	74	8,349	114	13,217	155	18,793
	Ls	296	19,158	411	26,914	368	23,974
		663	**124,572**	**899**	**165,650**	**904**	**170,411**
Running Costs			17,482		18,435		16,213
Pooled support funds	- Management support for PCPD		600				
	- Admin. support for common UNCT processes		950				
	- 2% programme modality		2,000				
			3,550				
	Sub Total	**663**	**145,604**	**899**	**184,085**	**904**	**186,624**
Desks within UNCTs	P Staff			20	6,500	20	6,500
	Running Costs				1,120		1,120
					7,620		7,620
Short term assignments					3,000		3,000
	Sub Total				10,620		10,620
Grand Total		**663**	**145,604**	**919**	**194,705**	**924**	**197,244**
Variance with 34 C/5 App.					**+ 49,101**		**+51,640**
Difference between Options 1 & 2							**+2,539**

108. Considering the current cost of the field network ($145.6M), its adjustment, whatever the option adopted, would require filling a sizeable funding gap (amounting to an additional cost of some 30% over the present situation), consisting of:

– an additional recurrent cost : +$49.1M (option 1), + $51.6M (option 2);

– a one-time transformation cost : +$4.7M (option 1), + $8.2M (option 2).

Filling the funding gap can best be envisaged by phasing implementation of the network's adjustment according to a flowchart that would cover two or three biennia.

▪ *Filling the funding gap for implementation*

109. If implementation is phased over a period ranging from two or three biennia, depending on the availability of resources, and whatever option is chosen, priority should be given to implementing all measures of the retained option first in Africa which has the largest number of LDCs to the needs of which UNESCO should be particularly responsive. If implementation is to extend over a three biennia period, measures relating to thematic regional bureaux or regional offices, depending on the option, should constitute the second priority in order to enhance reporting lines. Tables 24 and 25 present possible scenarios for the implementation of, respectively, Option 1 and Option 2, with Scenario A relating to implementation over two biennia, and Scenario B over three biennia (this phasing does not include the hypothesis in paragraph 98 above).

Table 24 - Option 1

	Biennium 1	Biennium 2	Biennium 3
Scenario A	**Implementation in Africa** ● Recurrent costs : $24M ● Transformation costs: $1.4M **► Total : $25.4M**	**Implementation in other regions** ● Recurrent costs : $25.1M **+** *Recurrent costs : Africa $24M* ● Transformation costs: $3.3M **► Total : $52.4M**	*Additional Recurrent costs: $49.1M*
Scenario B*	**Implementation in Africa** ● Recurrent costs : $24M ● Transformation costs: $1.4M **► Total : $25.4M**	**Implementation in regional thematic bureaux in other regions** ● Recurrent costs : $17.8M **+** *Recurrent costs Africa: $24M* ● Transformation costs: $1.8M **► Total : $43.6M**	**Implementation in subregional and country entities in other regions** ● Recurrent costs : $7.3M **+** *Recurrent costs Africa: $24M; Regional bureaux: $17.8M* ● Transformation costs: $1.5M **► Total : $50.6M**

* *Biennium 4 onwards: additional recurrent costs of $49.1M*

Table 25 - Option 2

	Biennium 1	Biennium 2	Biennium 3
Scenario A	**Implementation in Africa** ● Recurrent costs : $23.5M ● Transformation costs: $2.7M **► Total : $26.2M**	**Implementation in other regions** ● Recurrent costs : $28.1M **+** *Recurrent costs : Africa $23.5M* ● Transformation costs: $5.5M **► Total : $57.1M**	*Additional Recurrent costs: $51.6M*
Scenario B*	**Implementation in Africa** ● Recurrent costs : $23.5M ● Transformation costs: $2.7M **► Total : $26.2M**	**Implementing Regional Offices in other regions** ● Recurrent costs : $23.7M **+** *Recurrent costs Africa: $23.5M* ● Transformation costs: $2M **► Total : $49.2M**	**Implementing subregional and country presence in other regions** ● Recurrent costs : $4.4M **+** *Recurrent costs Africa: $23.5M; Regional Offices: $23.7M* ● Transformation costs: $3.5M **► Total : $55.1M**

* *Biennium 4 onwards: additional recurrent costs of $51.6*

110. Given the centrality of UNESCO's functions at field level, and in order to enable Member States, notably least developed countries, to benefit from UNESCO's quality contributions to their development efforts, including through joint action within the United Nations framework, the Organization should continue to strive to strengthen and adapt its decentralized system to the changing field landscape. The draft 35 C/5 does not include any specific budget to fund the adjustments proposed. In order to meet the funding gap identified, the following possible avenues could be considered:

(a)   A new determined effort over two to three biennia (depending on the period selected) to redeploy additional human resources from Headquarters to the field, without jeopardizing the global function of the Organization, be it in the form of decentralizing additional senior specialists from programme sectors and switching between junior specialists in the field and senior ones at Headquarters; decentralizing administrative staff from central services; redeployment to the field of posts becoming vacant in any part of the Secretariat at Headquarters and similar deployment of staff costs savings that may result from the downgrading or abolition of such posts. Given that 335 posts

have been abolished at Headquarters between the 30 C/5 and the 34 C/5 period, such a new effort would only be a partial solution to the funding gap.

(b)   A special assessment for the full amount needed to adjust the field offices network payable over two or three biennia (depending on the option and scenario selected) over and above the biennial C/5 budget ceiling, with the additional recurrent costs required for its continued operations integrated in the C/5 budget ceiling starting from the biennium following the completion of the task.

111. Should the Executive Board and the General Conference agree to such an approach, full details on the level of each Member State's special assessed contribution would be provided to the Executive Board at its 185th session, along with information on such matters as the staffing, roles, responsibilities, reporting lines and location of the proposed revised field entities, and so forth.

V.   CONCLUSION

112. The very extensive second review of the decentralization strategy naturally built on the outcome of the first review, particularly the final section concerning "the way forward" (171 EX/6, Part III and 33 C/25 Part III), which had itself been very detailed and broad-ranging, though naturally its recommendations were still somewhat tentative in certain areas, since it took place barely two years after completion of the transition phase. It should therefore be emphasized at the outset that the Second Review has indeed confirmed the analyses of the First. As a response to the General Conference's call for a rationalization of UNESCO's decentralized system, the Director-General's strategy has led to remarkable progress in achieving better coherency, results delivery, funding, enhanced control, visibility and – the ultimate goal – service to Member States. UNESCO's role in the field, as seen both by its Member States and by its sister agencies within the United Nations system, is much more clearly understood and respected, and the Organization's status as a permanent member of the United Nations Development Group bears witness to this. As pointed out by the Director-General when introducing the new strategy, naturally it would be far better if the Organization could have offices in every developing country. Since this is out of the question, the system introduced was the "next best thing" and has proved its worth. The first Review's conclusion (that further progress in the new system would depend on available resources) has also proved accurate, in that more could certainly have been done, whence some of the persistent shortcomings this second Review reveals, particularly in terms of human resources. Other ongoing difficulties outlined pertain to the very nature of the Organization with its quintuple mandate. The best that can be done is to continue rationalizing to the greatest possible extent, while having a constant eye to cost efficiency. Much of what is proposed in terms of adjustments to and within the structure, in both options, is a response to this need for constant and continued rationalization. For the rest, many of the weaknesses identified in the first Report have been addressed, and there is a far better House-wide shared understanding of the nature of the Organization, of its roles and functions at Headquarters and in the field, an understanding that is also shared by UNESCO's Member States. The Director-General can therefore legitimately be satisfied that as he prepares to leave his functions the reform of decentralization is a "job well done", the best possible outcome having been achieved when considering the unwillingness of Member States to fund any of his reforms with additional budgetary resources.

113. As for the analysis of possible longer term measures to adapt to the challenges of the on-going United Nations country-level reform, this Review has clearly emphasized the adjustments that would be required in order for the Organization to be an effective partner in the United Nations system wide country-level reform efforts, while retaining a sense of its uniqueness and specificity. Since this is requiring an important shift in the Organization's "culture" into a more country-oriented programme, it is clear that the 1999 General Conference's requirement that country offices be considered an "exception" can no longer hold true. This is further reflected in the proposal to expand considerably UNESCO's country presence notably in LDCs, albeit with mainly UNESCO desks/antennae. By the same token, because development action in the field is by nature more

multidisciplinary, the pattern of UNESCO's presence particularly at regional level needs to be considered carefully to ensure that it continues to be the most relevant response to regional development needs in the context of United Nations reform. From this point of view, the carefully developed subregional approach can be said to be somewhat ahead of the curve pertaining within the United Nations more generally, which tends to consider development issues purely from a country angle and does not sufficiently take into account the growing importance of subregional geopolitical groupings.

114. The time has now come, following examination by the Member States in the Board and at the General Conference, to adjust the "Basic criteria for the rational implementation of decentralization" adopted by the General Conference in 1999 (Resolution 30 C/83[16]) in view of the fundamental changes in the working environment and processes at field level. A revised set of basic criteria reflecting current field realities and actors is therefore submitted to the Executive Board's consideration and possible transmission to the General Conference for approval.

ACTION EXPECTED BY THE EXECUTIVE BOARD

115. In the light of the above, the Executive Board may wish to adopt a decision along the following lines, and recommend to the General Conference at its 35th session to consider and approve the proposed *Revised* Basic Criteria for the Implementation of Decentralization annexed to it.

The Executive Board,

1. <u>Having examined</u> document 182 EX/6, Part II ;

2. <u>Recalling</u> the main objectives of the strategy introduced by the Director-General in 2000-2001 as called for by 30 C/Resolution 83;

3. <u>Recalling also</u> the outcome of the First Review of Decentralization, as presented in documents 171 EX/6, Part III and 33 C/25, Part III, and endorsed by the Executive Board and General Conference (October/November 2005);

4. <u>Takes note</u> of the detailed analysis of the current status of the decentralization strategy;

5. <u>Recognizes</u> that the internal decentralization reform initiated in 2000 has led to a greater coherence of UNESCO's field action and corrected past inconsistent approaches and dispersion of means;

6. <u>Congratulates</u> the Director-General for the determined and successful efforts made to respond to the call by the General Conference for a rationalization of the Organization's decentralized structure and for the considerable improvements achieved over the past nine years despite resource constraints;

7. <u>Also expresses</u> appreciation for the efforts made by the Director-General to respond to the challenges posed by the United Nations' country-level reform, and the positive results yielded so far;

8. <u>Recognizes</u> however that sustained efforts are still required to strengthen and adapt UNESCO's field presence for achieving increased effectiveness and relevance in responding to priority needs of Member States, in particular the least developed countries, in line with the principles set out in the United Nations General Assembly's resolutions 62/208 and 63/232 to guide reform efforts of its country-level operational activities for development;

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[16] Records of the General Conference. 30th session, 1999. Volume 1, Resolutions.

9. <u>Takes note</u> in particular of the strengthened role of the United Nations Resident Coordinator leading the United Nations Country Team (UNCT) towards system-wide coherence in both programming and management, and also <u>notes</u> the related new obligations and accountabilities of directors and heads of the UNESCO field offices;

10. <u>Recalls</u> the vital role that National Commissions could play in advising UNESCO field offices on national priorities, facilitating consultations with line ministries, mobilizing national expertise, and advocating with national authorities on the Organization's norms, standards and priorities, and on its leadership in relevant United Nations common country programmes;

11. <u>Considers</u> that with the changes induced by the decentralization reform within UNESCO and the impact of the United Nations reform at country-level on the working relations and environment of UNESCO field offices, provisions of Resolution 30 C/83, basic criteria for the rational implementation of decentralization, have become obsolete and have to be adapted to the new field realities and dynamics;

12. <u>Endorses</u> the design principles for the adjustment of the UNESCO network of field offices in paragraphs 88 to 90 of document 182 EX/6, Part II;

13. <u>Notes</u> that the additional costs involved in the phased approach to the strengthening and adaptation of the network of UNESCO field offices are not included in the draft 35 C/5;

14. <u>Requests</u> the Director-General to submit to it at its 185th session a single consolidated proposal reflecting the above mentioned design principles as well as the debates of the Executive Board at its 182nd session and of the General Conference at its 35th session on this subject and their respective decisions and resolutions thereon;

15. <u>Further requests</u> the Director-General to include in his/her proposal a detailed scheme for covering the funding gap through a special assessment for the amount required;

16. <u>Approves</u>, as a first step, the *Revised basic criteria for the rational implementation of decentralization* annexed to this decision, which should, if approved by the General Conference, supersede all previous decisions and resolutions on the same subject adopted by the Executive Board and the General Conference in previous sessions;

17. <u>Decides</u> to transmit the above-mentioned criteria to the General Conference at its 35th session for consideration and approval.

Annex

Revised basic criteria for the rational implementation of decentralization

The following criteria shall apply to the network of UNESCO field offices with functional representation at country, subregional or regional or interagency level located away from Headquarters:

1.   The network of field offices is considered to be the most effective way of delivering the programme approved by the General Conference in order to support:

    (a)   country-level action, in line with national development plans and priorities, in close consultation with the governments of the countries concerned, and in accordance with the principles of the United Nations reform at country level;

    (b)   subregional and regional integration, in line with programmes established by groups of countries concerned through existing subregional and regional organizations and institutions;

    (c)   adoption by Member States of UNESCO's normative work and standard-setting instruments.

2.   The mandate of each entity within the network of field offices shall be strictly confined to the programmes and activities of UNESCO.

3.   The operational activities for development of UNESCO shall be carried out by field offices, at the level where they can be most effectively managed and implemented, and, to the extent possible, integrated in United Nations common country programming as part of the United Nations system-wide coherence.

4.   The activities carried out by the network of field offices shall:

    (a)   focus on a broad range of upstream modalities, namely policy advice, assistance in the design and implementation of strategies and plans, sector analysis, statistics, monitoring, benchmarking and evaluation, as well as related capacity-building;

    (b)   maintain a feed-back loop between normative and operational action as well as action undertaken at global, regional, subregional and country level, ensuring that knowledge generated, lessons learnt and good practices are widely disseminated;

    (c)   be results driven, with clear performance indicators and benchmarks, clearly identifying UNESCO's contribution to United Nations common results frameworks as applicable and appropriate reporting, monitoring and evaluation mechanisms;

    (d)   produce quality and timely results, positioning UNESCO as a credible, competent and effective specialized agency of the United Nations System, able to lead planning and implementation processes at country level in its fields of competence;

    (f)   ensure complementarity and coherence with activities carried out by Headquarters or category 1 institutes, so that duplication is avoided and strategic synergy of action and approaches is ensured.

5.   In designing their activities, field offices shall seek the advice of National Commissions on national priorities, as well as their assistance in facilitating consultations with lines ministries, in mobilizing national expertise, and in advocating with national authorities on the Organization's norms, standards and priorities, and on its leadership in relevant United Nations common country programmes. Subregional and regional offices shall also seek the advice of subregional and

regional geopolitical groupings on their priority actions and programmes that could benefit from UNESCO's contribution and support.

6. The nature and range of UNESCO's presence at field level shall strive to adapt to the evolving programme priorities and resources of the Organization, the changing needs of Member States and the requirements of the United Nations reform, and shall allow for full accountability. For this purpose:

(a) the network of field offices shall be comprised of regional, subregional and country offices with representational mandate organized in a hierarchical structure with clear reporting lines between them and with Headquarters, and it shall also include, as appropriate, UNESCO desks within United Nations Country Teams and extrabudgetary projects antennas, as out-posted administrative units of subregional offices without a representational mandate reporting to their respective directors;

(b) cost effectiveness of field entities, notably at country level, shall be subject to regular internal assessments to review their adaptation to programmatic needs and to ensure that the level of RP funding is offset by target levels of extrabudgetary resources mobilized;

(c) a critical mass of expertise shall be posted at field level;

(d) flexible mechanisms shall be set up to ensure rapid short term deployment of appropriate human resources when and as needed to provide quick response and support at the country level;

(e) full participation in inter-agency mechanisms aimed at supporting country-level development initiatives shall be ensured;

(f) harmonization of business practices at field level shall be actively sought, both through global and local arrangements;

(g) authority and resources shall be delegated to the field within the framework of clear accountability frameworks and with appropriate control mechanisms and processes.

7. Resources for the financing of the network of field offices shall be identified and clearly set out in the Programme and Budget, and each field office shall be required to mobilize substantive extrabudgetary resources to achieve greater impact of action and relevance to Member States and secure a level of sustainability.

8. The creation of a field office shall be subject to approval by the Executive Board after due consultation by the Secretariat with the concerned Member State and the United Nations Resident Coordinator.

9. Field offices shall be subject to regular audits and evaluations by UNESCO's Internal Oversight Service (IOS) in line with the operational system for evaluating field offices (160 EX/22), and involving other services as necessary to reflect programmatic dimensions, which shall seek the views of National Commissions, lines ministries within the fields of competence of the Organization, national beneficiaries and partners as well as the United Nations Resident Coordinator and members of the UNCT. Results of evaluations shall be reported to the Executive Board within the *Biennial evaluation report on the activities and results of all UNESCO decentralized bodies*.

10. The statutory reports by the Director-General on the execution of the programme adopted by the General Conference (EX/4 documents) and on the biennial activities of the Organization (C/3 documents) shall also include those of the network of field offices.

ANNEX I

COUNTRY COVERAGE OF CLUSTER OFFICES

	Cluster	Cluster Office	List of Countries
AFR	Central & Western Africa	**Accra**	Benin, Côte d'Ivoire, Ghana, Liberia, Nigeria[1], Sierra Leone, Togo
	Eastern Africa	**Addis Ababa**	Djibouti, Ethiopia
	Central & Western Africa	**Bamako**	Burkina Faso, Guinea, Mali, Niger
	Central & Western Africa	**Dakar**	Cape Verde, Gambia, Guinea-Bissau, Senegal
	Eastern Africa	**Dar es Salaam**	Comoros, Madagascar, Mauritius, Seychelles, Tanzania
	Southern Africa	**Harare**	Botswana, Malawi, Mozambique[1], Zambia, Zimbabwe
	Central & Western Africa	**Libreville**	Congo[1], DR Congo[1], Equatorial Guinea, Gabon, Sao Tome & Principe
	Eastern Africa	**Nairobi**	Burundi[1], Eritrea, Kenya, Rwanda, Somalia, Uganda
	Southern Africa	**Windhoek**	Angola, Lesotho, Namibia, South Africa, Swaziland
	Central & Western Africa	**Yaoundé**	Cameroon, Central African Republic, Chad
ARB	Middle East	**Beirut**	Iraq[1], Jordan[1], Lebanon, Syria, Palestinian Territories[1]
	Red Sea	**Cairo**	Egypt, Sudan[1]
	Gulf	**Doha**	Bahrain, Kuwait, Oman, Qatar, Saudi Arabia, United Arab Emirates, Yemen
	Maghreb	**Rabat**	Algeria, Libya, Mauritania, Morocco, Tunisia
APA	Central Asia	**Almaty**	Kazakhstan, Kyrgyzstan, Tajikistan, Uzbekistan[1]
	Pacific	**Apia**	Australia, Cook Islands, Fiji, Kiribati, Marshall Islands, Federated States of Micronesia, Nauru, New Zealand, Niue, Palau, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tuvalu, Vanuatu
	South-East Asia	**Bangkok**	Cambodia[1], PDR Lao, Myanmar, Thailand, Singapore, Vietnam[1]
	North-East Asia	**Beijing**	China, DPR Korea, Japan, Mongolia, Republic of Korea
	South-East Asia	**Jakarta**	Brunei Darussalam, Indonesia, Malaysia, Philippines, Timor Leste
	South Asia	**New Delhi**	Bangladesh[1], Bhutan, India, Maldives, Nepal[1], Sri Lanka
	Central & South-West Asia	**Tehran**	Afghanistan[1], Islamic Republic of Iran, Pakistan[1], Turkmenistan
LAC	Caribbean	**Havana**	Aruba, Cuba, Dominican Republic, Haiti[1]
	Caribbean	**Kingston**	Antigua & Barbuda, Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saints Kitts & Nevis, Saint Lucia, Saint Vincent & the Grenadines, Suriname, Trinidad & Tobago
	MERCOSUR & Chile	**Montevideo**	Argentina, Brazil[1], Chile[2], Paraguay, Uruguay
	Andean countries	**Quito**	Bolivia, Colombia, Ecuador, Peru[1], Venezuela
	Central America	**San José**	Costa Rica, El Salvador, Guatemala[1], Honduras, Mexico[1], Nicaragua, Panama
EUR	Europe	**Moscow**	Armenia, Azerbaijan, Belarus, Republic of Moldova, Russian Federation

[1] National Office; [2] Regional Bureau for Education & National Office

ANNEX II

34 C/5 DECENTRALIZED BUDGETS

| | Staff Costs $K | Del. Training $K | Running Costs $K | Decentralized programme funds | | | | | | Total RP $K | Extra budget. $K | FITOCA allocations $K |
				ED $K	SC $K	SHS $K	CLT $K	CI $K	S/Total $K			
AFR	**35 265**	**140**	**5 143**	**8 692**	**2 048**	**1 373**	**2 451**	**2 565**	***17 129***	**57 677**	**20 173**	**434**
Abuja	1 781	5	370	235	60		90	100	*485*	2 641	1 943	14
Accra	2 745		417	736	187	345	170	211	*1 649*	4 811	177	6
Addis Ababa	1 779	2	319	297	96	170	102	147	*812*	2 911	729	9
Bamako	1 939	15	272	453	50	10	301	168	*982*	3 208	722	24
Brazzaville	846	4	222	226	40		90	90	*446*	1 517	191	8
Bujumbura	697	7	315	200	25	115	103	90	*533*	1 553	482	19
Dakar	7 679	25	595	3 188	75	225	190	185	*3 863*	12 161	3 381	
Dar es salam	1 799	12	330	560	147	50	276	210	*1 243*	3 384	1 162	40
Harare	2 753	13	344	468	160		173	140	*940*	4 050	551	21
Kinshasa	1 000	6	204	200			90	180	*470*	1 680	427	9
Libreville	1 710	6	245	324	20		155	188	*687*	2 647	91	
Maputo	1 157	8	291	281	20		90	147	*538*	1 995	2 922	138
Nairobi	4 827	15	607	576	934	427	262	283	*2 482*	7 931	3 799	34
Windhoek	2 229	10	345	589	135	30	203	232	*1 189*	3 774	2 147	70
Yaounde	2 324	11	269	360	101		155	194	*810*	3 414	1 451	43
APA	**33 425**	**178**	**4 503**	**6 610**	**1 656**	**800**	**2 145**	**2 093**	***13 303***	**51 410**	**21 238**	**808**
Apia	2 453	6	360	423	169	103	160	316	*1 170*	3 989	358	16
Almaty	2 067	7	171	332	76	50	140	151	*749*	2 993	602	24
Beijing	3 044	14	497	681	199	50	165	255	*1 350*	4 905	2 734	112
Bangkok	10 068	47	624	1 781	145	510	277	250	*2 963*	13 701	5 915	82
Dhaka	843		185	423			70	68	*561*	1 588	39	2
Hanoi	800	8	187	241	32		116	52	*441*	1 436	240	18
Islamabad	1 315	17	372	382	20		70	70	*542*	2 246	2 605	139
Jakarta	4 011	26	628	450	553	35	140	217	*1 395*	6 061	3 064	170
Kabul	1 594	4	361	421	20		173	133	*747*	2 706	2 817	137
Kathmandu	551	8	166	258			122	90	*470*	1 195	102	3
New Delhi	3 132	12	341	457	235	52	239	298	*1 280*	4 765	745	14
Phnom Penh	1 504	13	290	239	25		244	42	*550*	2 357	1 461	67
Tashkent	482	8	136	192	40		89	52	*373*	1 000	125	4
Tehran	1 562	9	185	330	143		140	100	*713*	2 468	431	21
ARB	**19 069**	**62**	**2 370**	**3 176**	**1 185**	**1 060**	**1 633**	**1 092**	***8 145***	**29 646**	**43 319**	**154**
Amman	1 255	8	192	105	62	50	212	77	*506*	1 961	115	18
Beirut	5 383	12	432	1 322	90	342	140	228	*2 122*	7 949	881	16
Cairo	3 541		397	315	582	262	217	112	*1 488*	5 427	5 610	44
Doha	2 615	8	178	271	155		188	124	*738*	3 538	807	28
Iraq	1 265	14	330	254	48		184	99	*585*	2 193	23 279	
Rabat	2 492	11	268	388	165	265	364	291	*1 474*	4 244	847	
Ramallah	1 329	9	202	286	40	140	226	161	*854*	2 394	11 609	44
Sudan	1 189		372	235	43		102		*380*	1 941	170	3
EUR	**11 673**	**43**	**942**	**520**	**394**	**294**	**520**	**262**	***1 990***	**14 648**	**9 483**	**232**
CEPES	2 458	9	186	275					*275*	2 928	7	
Geneva	1 107	1	141							1 249		
Moscow	2 255	12	171	245	143	294	221	227	*1 130*	3 569	856	39
New York	3 111	11	214					35	*35*	3 370		
Venice	2 742	10	230		251		298		*549*	3 531	8 620	193

| | Staff Costs $K | Del. Training $K | Running Costs $K | Decentralized programme funds | | | | | | Total RP $K | Extra budget. $K | FITOCA allocations $K |
				ED $K	SC $K	SHS $K	CLT $K	CI $K	S/Total $K			
LAC	**25 139**	**116**	**3 265**	**5 692**	**1 575**	**1 091**	**1 575**	**1 719**	*11 652*	**40 172**	**268 409**	**6 373**
Brasilia	2 408	33	146	2 215	119	181	110	201	*2 825*	5 411	259 332	6 100
Guatemala	716	7	278	156	20		101	40	*317*	1 318	179	8
Havana	1 771	12	342	146	40	25	331	120	*662*	2 787	275	16
Kingston	2 998		287	305	148	128	148	424	*1 152*	4 437	1 515	15
Lima	743	2	189	169	20		76	60	*325*	1 260	423	20
Montevideo	4 451	11	380	172	886	646	225	206	*2 134*	6 976	1 356	26
Mexico	1 182	9	305	257	20	112	63	40	*491*	1 988	476	25
Port-au-Prince	958	6	182	207	22		100	40	*369*	1 515	545	9
Quito	2 139	15	378	211	129		239	275	*854*	3 386	955	30
San José	2 662	8	287	359	171		158	253	*941*	3 898	560	12
Santiago	5 111	14	489	1 497			26	60	*1 583*	7 196	2 793	112
Total	**124 572**	**538**	**16 223**	**24 690**	**6 858**	**4 617**	**8 323**	**7 731**	*52 219*	**193 553**	**362 622**	**8 001**

All regions (pooled support funds)	
- Risk management and Headquarters' managed running costs	1 077
- Field Offices Directors' meetings	182
- Management support to FOs involved in PCPD responses	600
- Administrative support to FOs involved in common UNCT processes	950
- 2% modality for substantive support to FOs involved in common UNCT programming	2 000
Grand Total RP funds	**198 361**

To be noted that since extrabudgetary projects have different durations, extending over different number of years, the extrabudgetary resources shown in this table represent expenditure, and not the total volume of the project portfolios. The figures indicated are based on the average expenditure of the last 3 years (2006, 2007, 2008) multiplied by two for coherence with the biennial RP data.

ANNEX III

34 C/5 FIELD STAFFING (January 2008)

Office	Type	Dir/ Head	ED	SC	SHS	CLT	CI	Administration & general support BFC	Total prof & support staff	Extrabudgetary Posts	Temporary personnel
AFRICA											
Abuja	N	D1	1 P4; 1 NOC;	1 NOB;				1 P1/2; 2 L5; 1 L3;	2 P; 2 NPO; 3 L		0
Accra	C	D1	1 P4; 1 P3; 1 NOA;	1 P3; 1 NOB;	1 P4;	1 P3;	1 P3;	1 P1/2; 1 L5; 1 L4; 1 L2;	7 P; 2 NPO; 3 L	1 P5 (ED)	8
Addis Ababa	C	D1	1 P3;	1 P3;		1 NOB;	1 P3;	1 P1/2; 1 L5; 2 L4; 1 L3;	4 P; 1 NPO; 4 L		11
Bamako	C	D1	1 P3; 1 P1/2; 1 NOA;	1 NOA;		1 P1/2;	1 NOB;	1 P1/2; 1 L5; 1 L4; 1 L2;	4 P; 3 NPO; 3 L		37
Brazzaville	N	P5	1 NOB;					1 L7; 1 L5; 1 L2;	1 NPO; 3 L		4
Bujumbura	N	P5	1 NOA;		1 NOA;	1 NOA;	1 NOA;	1 L7;	4 NPO; 1 L		13
Dakar	C/R	D2	2 P5; 6 P4; 3 P3; 1 P1/2;	1 P3;	1 P4;	1 P3;	1 P3;	1 P4; 1 P1/2; 2 L7; 5 L6; 7 L5; 1 L4; 1 L3; 4 L2; 1 L1;	18 P; 21 L		78
Dar-es-Salaam	C	D1	1 P3; 1 NOB;	1 P3;		1 P3;	1 NOB;	1 P1/2; 1 L6; 1 L4; 1 L2;	4 P; 2 NPO; 3 L		10
Harare	C	D1	1 P4; 1 P3; 1 NOA;	1 P4;	1 P3;	1 P3;	1 P4;	1 P1/2; 1 L6; 2 L5; 1 L4; 1 L3;	7 P; 1 NPO; 5 L		15
Kinshasa	N	P5	1 P3; 1 NOA;			1 NOB;		1 L7; 1 L5; 1 L3;	1 P; 2 NPO; 3 L		9
Libreville	C	D1	1 P3;			1 P1/2;	1 NOB;	1 P1/2; 1 L5; 1 L3; 1 L2;	3 P; 1 NPO; 3 L		2
Maputo	N	P5	1 P3; 1 NOC;					1 P1/2; 1 L5; 1 L3; 1 L2;	2 P; 1 NPO; 3 L		21
Nairobi	C/R	D1	1 P5; 1 NOA;	2 P5; 2 P4; 1 NOB;	1 P5;	1 P3;	1 P4;	1 P3; 1 L7; 2 L6; 2 L5; 3 L4; 1 L3; 3 L2; 1 L1;	9 P; 2 NPO; 13 L	1 P5 (PEER)	18
Windhoek	C	D1	1 P4; 1 P1/2; 1 NOA;	1 P3;	2 NOA;	1 P3;	1 NOD;	1 P1/2; 1 L5; 1 L4; 1 L2;	5 P; 4 NPO; 3 L		9
Yaounde	C	D1	1 P3; 1 NOA;	1 P3;		1 P3;	1 P4;	1 P1/2; 2 L6; 1 L2;	5 P; 1 NPO; 3 L		13
ASIA & PACIFIC											
Almaty	N	P5	1 P3;	1 P1/2;	1 P3;	1 P1/2;	1 NOC;	1 P1/2; 1 L6; 1 L3;	5 P; 1 NPO; 2 L		12
Apia	C	D1	1 P3; 1 NOA;	1 P3;	1 P4;	1 P3;	1 P3;	1 P1/2; 1 L6; 4 L5; 1 L4; 1 L3;	6 P; 1 NPO; 7 L		3
Bangkok	C/R	D2	3 P5; 5 P4; 5 P3; 1 P1/2;	1 P4;	1 P5; 1 NOA;	1 P3;	1 P4; 1 NOB;	1 P4; 1 NOA; 3 L7; 9 L6; 6 L5; 3 L3; 3 L2; 2 L1;	19 P; 3 NPO; 26 L	1 P4 (ED)	78
Beijing	C	D1	1 P4; 1 P1/2; 1 NOB;	1 P3;	1 P4;	1 P4;	1 P3;	1 P3; 1 L5; 3 L4;	7 P; 1 NPO; 4 L		25
Dhaka	N	D1	1 P4;					1 L7; 1 L5;	1 P; 2 L		16
Hanoi	N	P5	1 P3;			1 NOB;		1 L6; 1 L4; 1 L3;	1 P; 1 NPO; 3 L		10
Islamabad	N	D1	1 P3; 1 NOD;			1 NOA;		1 P1/2; 1 L6; 2 L5; 1 L3; 1 L2;	2 P; 2 NPO; 5 L		20
Jakarta	C/R	D1	2 P3;	1 P5; 2 P4; 2 P3;	1 P3;	1 P3;	1 NOB;	1 P3; 1 L7; 3 L6; 4 L5; 1 L4; 1 L3; 1 L2;	10 P; 1 NPO; 11 L	1 P4 (BFC)	35
Kabul	N	D1	1 P4; 1 NOA;			1 P3;		1 P3; 1 L5; 1 L4; 1 L2;	3 P; 1 NPO; 3 L		18
Kathmandu	N	P5	1 NOA;					1 L7; 2 L4; 1 L2;	1 NPO; 4 L		17
New Delhi	C	D1	1 P5; 1 NOC; 1 NOA;	2 P3; 1 NOB;	1 P3;	1 P3;	1 P4; 1 NOA;	1 P4; 1 L6; 1 L5; 3 L4; 1 L3; 1 L2;	7 P; 4 NPO; 7 L	1 P4 (ED)	15

Office	Type	Regular Programme established field posts								Extrabudgetary Posts	Temporary personnel
		Dir/ Head	ED	SC	SHS	CLT	CI	Administration & general support BFC	Total prof & support staff		
Phnom Penh	N	P5	1 P3;			1 P3; 2 NOA;		1 P1/2; 2 L6; 2 L5; 1 L4; 2 L3; 2 L2;	3 P; 2 NPO; 9 L		22
Tashkent	N	P5						1 L7; 1 L5; 1 L4; 1 L2;	4 L		19
Tehran	C	D1	1 NOD;			1 P4;	1 P3;	1 P1/2; 1 L5; 1 L4; 1 L2;	3P;1NPO;3L		9
ARAB STATES											
Amman	N	P5	1 P4;				1 NOA;	2 L7; 1 L6; 3 L5; 1 L4; 1 L3; 1 L2;	1P;1 NPO,9L		7
Beirut	C/R	D2	3 P5; 4 P4; 1 P3; 1 P1/2;		1 P4;	1 NOD;	1 NOB;	1 P3; 1 P1/2; 1 L7; 2 L6; 1 L5; 1 L3;	12 P; 2 NPO, 5 L		30
Cairo	C/R	D1	1 P4;	1 P5; 1 P4; 1 P3; 1 NOB; 1 NOA;	1 P3;	1 P3;	1 P5;	1 P3; 1 L6; 2 L5; 3 L4; 1 L3; 3 L2;	8 P; 2 NPO, 10 L		13
Doha	C	D1	1 P1/2;	1 P4;		1 P3;	1 P4; 1 NOA;	1 P1/2; 1 L5; 1 L4; 1 L2;	5 P; 1 NPO, 3 L		31
Iraq	N	D1	1 P4;			1 P3;		1 L7; 1 L5;	2 P; 2 L	1 P5 (ED); 1 P4 (BFC)	7
Rabat	C	D1	1 P4; 1 P3;	1 NOA;		1 P3;		1 P3;	1 P1/2; 1 NOB; 2 L6; 1 L5; 2 L2;	5 P; 2 NPO, 5 L	1 P4 (CLT)	11
Ramallah	N	P5	1 P3;			1 P3;		1 P1/2; 1 L5;	3 P; 1 L		21
Sudan	N	P5						1 P4; 1 P1/2; 2 L5; 2 L2;	1 P; 4 L		17
EUROPE											
CEPES		D1	1 P5; 2 P3;					1 NOB; 2 L7; 5 L6; 1 L5; 5 L4; 2 L3; 3 L1;	3 P; 1 NPO, 18 L		0
Geneva	L	D1						1 P3*; 1 L5;	1 P; 1 L		0
Moscow	C	D1	1 P3;	1 P3;	1 NOA;	1 NOC;	1 P3;	1 P1/2; 1 L6; 1 L2;	4P;2NPO,2L		24
New York	L	D2		1 P5;		1 P4;	1 P5;	1 P4*; 1 P3*; 1 P1/2; 1 L5; 1 L4; 1 L3;	6 P; 3 L		4
Venice	R	D1		1 P5; 2 P3; 1 P1/2;		1P5; 1P3;		1 P1/2; 1 L5; 2 L4;	7 P; 3 L		0
LATIN AMERICA & CARRIBEAN											
Brasilia	N	D2	1 P5; 1 NOA;					1 D1; 1 NOD; 1 L7; 1 L6; 1 L5; 2 L4;	1 D; 1 P; 2 NPO, 5 L	1 P5 (BFC)	96
Guatemala	N	P5	1 NOB;					1 L7; 1 L5; 1 L2;	1 NPO, 3 L		0
Havana	C/R	D1	1 NOA;			2 P3; 2 NOA;	1 NOA;	1 P1/2; 1 L6; 2 L5; 3 L4; 1 L2;	3 P; 4 NPO, 7 L		17
Kingston	C	D1	1 P4; 1 P3;	1 P3;	1 P3;	1 P3;	1 P4; 1 NOB;	1 P1/2; 1 L6; 2 L5; 3 L4; 1 L2;	7 P; 1 NPO, 7 L		7
Lima	N	P5						2 L6; 1 L5; 1 L2;	4 L		3
Mexico	N	D1	1 P3;					1 NOA; 1 L5; 2 L4;	1P;1NPO,3L		17
Montevideo	C/R	D1	1 NOB;	1 P5; 1 P4; 1 P3; 1 NOA	1 P4;	1 P4; 1 NOD;	1 P4;	1 P3; 1 L7; 1 L6; 5 L5; 4 L4; 2 L3;	7 P; 3 NPO, 13 L		22
Port-au-Prince	N	P5	2 NOA;					1 P1/2; 1 L4; 1 L3; 1 L2;	1P;2NPO,3L		11
Quito	C	D1	1 P4;		1 P4;	1 P3;	1 P4;	1 P1/2; 2 L6; 1 L5; 1 L2;	5 P; 4 L		38
San José	C	D1	1 P4; 1 P3; 1 NOA;	1 P3;	1 P3;	1 P3;	1 P5;	1 P1/2; 1 L6; 1 L4; 1 L2;	7 P; 1 NPO, 3 L		12
Santiago	R	D2	1 P5; 4 P4; 2 P3; 1 P1/2; 1 NOA;					1 P3; 2 L7; 2 L6; 3 L5; 3 L4; 2 L3; 2 L2;	9 P; 1 NPO, 14 L		13

* ERC Liaison Officer posts

N.B.: - L (local) posts are equivalent to G posts at Headquarters, i.e. general service staff
- National Professional Officers (NPO) category is subdivided in 5 grades: NPO-A (NOA) equivalent to P-1; NPO-B (NOB) equivalent to P-2; NPO-C equivalent to P-3; NPO-C (NOC) equivalent to P-4; NPO-D (NOD) equivalent to P-5.