



United Nations
Educational, Scientific and
Cultural Organization

Executive Board

Hundred and seventy-seventh session

177 EX/6 Part I

PARIS, 31 August 2007
Original: English

Item 6 of the provisional agenda

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

PART I

STAFF POLICY

SUMMARY

In accordance with 176 EX/Decision 6(I), the Director-General presents to the Executive Board a progress report on the implementation of the human resources policy framework.

Decision proposed: paragraph 4.

1. This document is submitted in pursuance of 176 EX/Decision 6(I), inviting the Director-General to report to the Executive Board on the implementation of the human resources policy framework, at its autumn session.
2. The Executive Board also invited the Director-General to report on the implementation of the medium- and long-term staffing strategy to the General Conference at its 34th session. Since both items are closely interlinked, and in order to rationalize the distribution of documents to the Governing Bodies, document 34 C/28 (Report on the Staff Policy, Part I) is annexed to the present document.
3. As requested in 176 EX/Decision 6(I), the report includes information on the development of an approach for monitoring the impact of training.

Proposed decision

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 176 EX/Decision 6(I),
2. Having examined document 177 EX/6 Part I,
3. Takes note of the work accomplished in the implementation of human resources policy reform framework and of the medium- and long-term staffing strategy;
4. Requests the Director-General:
 - (a) to pursue the implementation of the human resources policy reform framework, ensuring harmonization with United Nations common system policies and practices;
 - (b) to pursue the implementation of the medium- and long-term staffing strategy;
 - (c) 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 approved medium- and long-term staffing strategy.

ANNEX



General Conference
34th session, Paris 2007

Генеральная конференция
34-я сессия, Париж 2007 г.

34 C

Conférence générale
34^e session, Paris 2007

المؤتمر العام
الدورة الرابعة والثلاثون، باريس ٢٠٠٧

Conferencia General
34^a reunión, París 2007

大会
第三十四届会议，巴黎，2007

34 C/28
Part I
30 August 2007
Original: English

United Nations
Educational, Scientific and
Cultural Organization

Organisation
des Nations Unies
pour l'éducation,
la science et la culture

Organización
de las Naciones Unidas
para la Educación,
la Ciencia y la Cultura

Организация
Объединенных Наций по
вопросам образования,
науки и культуры

منظمة الأمم المتحدة
للتربية والعلم والثقافة

联合国教育、
科学及文化组织

Item 11.1 of the provisional agenda

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

PART I

STAFF POLICY

OUTLINE

Source: 33 C/Resolution 75 (I).

Background: The General Conference invited the Director-General “to pursue the implementation of the human resources policy reform framework” and “to implement the approved medium- and long-term staffing strategy taking into account the strategy and programmes of the Organization within the limits of future budgets”; and to report to the Executive Board on the implementation of the staff policy at its 175th session. The Executive Board, at its 176th session by 176 EX/Decision 6(I) invited the Director-General to report on the implementation 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 174 EX/6 Part I and 176 EX/6 Part I.

Decision required: paragraph 53.

Introduction

1. This document (Section I) summarizes the progress achieved in the implementation of the human resources policy framework since 2005. Section II presents a progress report on the implementation of the medium- and long-term staffing strategy endorsed by the General Conference at its 33rd session.

Section I. Update on the human resources policy framework

2. At its 33rd session, the General Conference requested the Director-General to pursue the implementation of the human resources policy framework, and to report to the Executive Board at its 175th session. Reports were submitted at the 175th and 176th sessions of the Board. At its 176th session, the Executive Board invited the Director-General to report on the development of the human resources policy framework, on an annual basis, at its autumn session.

3. Since 2004, the focus has mainly been put on the implementation of the human resources policy framework which includes a comprehensive set of 10 new policies covering key human resources management areas. When developing human resources policies, the Secretariat constantly seeks to harmonize and align its practices on the United Nations common system, while taking into account specific organizational needs. The main achievements in the human resources policy framework are described below.

Performance assessment policy: implementation update

4. Following the introduction of the new performance assessment policy in March 2004, a first two-year performance cycle was completed in May 2006 across the Organization. The cycle covered the following actions: definition of expected results for 2004-2005; definition of learning objectives and actions; mid-term informal performance review; and an assessment of the results and achievements at the end of the biennium. The Review Panels set up in each sector, bureau and field office reviewed the performance reports of their staff to ensure the quality, objectivity and consistency of performance evaluations. The performance assessment process was supported by PERFOWEB, an Intranet-based IT tool.

5. For the 2004-2005 biennium, performance reports were completed for 77% of staff members, which compares favourably with the United Nations standard of 70%. Review Panels were found useful in enhancing the quality and consistency of the performance reports. Self-assessment by staff, although optional, was carried out by 60% of staff. The main lesson learnt from the first exercise is the importance for supervisors to consider the assessment process as a key managerial responsibility, to be carried out in a positive and skilled manner. A second two-year performance cycle started in 2006 with the setting of expected results and definition of learning objectives and actions for 2006-2007. For that biennium, managers are to submit performance assessment reports by March 2008.

Learning and development policy: implementation update

6. Within the implementation of the learning and development policy introduced in 2004, the General Conference requested that training plans be established and training activities carried out. To that effect, corporate training plans were established by the Learning and Development Commission for 2004-2005 and 2006-2007 and approved by the Director-General.

7. In 2006-2007, the training budget of US \$6 million, representing approximately 2% of the staff costs, was distributed as follows: \$4.2 million were earmarked for corporate training activities and \$1.8 million were delegated to sectors, bureaux, field offices and institutes (category 1) to support their specific training needs. The Learning and Development Commission proved to be a very useful body in the planning, implementation and monitoring of the learning and development

activities, and for overseeing the implementation of the training activities and budget. Overall, there were some 5,830 participants to training sessions in 2006-2007.

8. The corporate training programme focused on four main objectives:

(a) The enhancement of the management and accountability culture:

- Training on Results-Based Management (RBM) was provided to some 717 staff since 2004, the majority in the field.
- In 2006, some 24 managers attended the Leadership and Change Management Programme (LCMP). Since 2002, some 260 senior managers undertook this training.

(b) The enhancement of the organizational effectiveness:

- Training was provided on the improvement of field office management and field Administrative Officer skills: 62 staff members from field administrative units were trained in 2006-2007. A total of 116 field staff were trained since 2004.
- Some 570 staff members were provided the opportunity to upgrade their skills in office computer applications.
- More than 500 staff members improved each year their language skills in the six official languages with a special focus on the two working languages of the Secretariat.

(c) The enhancement of knowledge and skills:

- Training was provided on the United Nations programming tools, CCA/UNDAF to 60 staff members (programme staff and Heads of Office) in 2006-2007 in two regions (the Arab and Latin America and Caribbean regions); in 2004-2005, more than 120 participants were trained in Africa and Asia and the Pacific regions, which brings the total staff trained in CCA/UNDAF to 180.
- A total of 76 programme staff were trained in the human rights-based approach to programming at the field level in 2006-2007, while 130 staff members were trained on gender equality issues and 40 staff members on youth mainstreaming.
- In the framework of the HIV and AIDS policy, training for the prevention of HIV/AIDS in the workplace was developed at Headquarters and some 287 staff members at Headquarters followed this course. UNAIDS organized similar training sessions for staff located in the field.
- A new induction programme was developed for newly recruited staff at Headquarters supported by a CD-ROM "Welcome to UNESCO". The programme was piloted in 2007 at Headquarters and 30 new recruits were trained.

(d) The support to learning and development activities:

- A Multimedia Centre was set up at Headquarters and new e-learning tools for IT and language packages were made available for self-learning. The following corporate training courses and learning initiatives will be supported with interactive CD-ROMs: Institutional training; Management and field administration courses; Managing people for supervisors; Introduction to the Web; Human rights-based approach to programming; Guidelines for the programming and monitoring of learning activities.

9. For 2008-2009, a new corporate training plan is being prepared by the Learning and Development Commission, with a particular focus on the updating of skills in support of United Nations “Delivering as One”.

Learning and development: evaluations of training programmes

10. Evaluations were carried out in 2006-2007 on the Human Rights-Based Approach (HRBA) and on the Results-Based Management training. IOS has also undertaken an evaluation of UNESCO's Leadership and Change Management Programme (LCMP), to be completed at the end of 2007. This evaluation focuses on the LCMP's relevance, effectiveness, impact, sustainability and cost-effectiveness and will result in a set of recommendations to consider for going forward.

Methodology for monitoring the impact of training activities on programme planning and implementation

11. As requested by the Executive Board (176 EX/Decisions), HRM, in collaboration with IOS, BSP, and the Learning and Development Commission, have endeavoured to develop “a systematic approach and methodology for monitoring the impact of training activities on programme planning and implementation”. This methodology consists of the following three steps.

Step 1: Strengthening linkages with programme priorities – RBM – learning and development framework

The Learning and Development Commission, in close collaboration with HRM, will assist more clearly and systematically linking the biannual learning and development framework to the biannual planning and implementation of UNESCO's programme, ensuring a clear linkage with programme priorities and UNESCO's results chain, based on RBM principles. Requests for training would be defined using a standardized request form, which would be designed to allow for enhanced programming, monitoring, reporting and evaluation, and also make the approval process more transparent for training and development funding requests. Requests for training would require: (1) Justification: purpose of training; target group; expected results; and contribution to organizational/institutional objectives and programmes; (2) Training details: content; facilitators; cost; duration; location (Headquarters/field); number of participants; and training materials, for example; and (3) Results/Impact: training evaluation by participants and facilitators or instructors; appropriateness; as well as impact on programme planning and implementation.

Step 2: Reporting and best practices

Reporting on training activities by training coordinators would cover the same topics above plus a lessons learnt/best practices element. Reporting will need to address the impact on programme planning and implementation. Such information will then be reviewed by HRM/TCD and the Learning and Development Commission and will assist the Commission in its recommendations to discontinue, expand or modify certain programmes or not approve renewed funding in cases where there may have been poor results.

Step 3: Impact evaluation on programme planning and implementation

The monitoring of impact of training on programme planning and implementation needs to take into account a number of intervening factors, some of them intangible, which make measuring the impact of training especially challenging: management culture; coaching; administrative rules, regulations, procedures and systems; IT/other infrastructural limitations; individual aptitude; motivation; lack of information; lack of appropriate financial and human resources; ineffective tools; training follow-up; etc.

The proposed improvements in the use of RBM and reporting requirements should allow measurement and tracking of the impact of training activities through quantitative and qualitative performance indicators during the 2008-2009 biennium, such as learner reaction/satisfaction,

learning retention, application of learning, etc. It should also provide a mechanism for cost-benefit analysis, improvements in learning methods, and the identification of target group preferences.

UNESCO's Learning and Development Commission, in close collaboration with BSP, IOS and HRM will systematically and clearly link the training activities comprised in the learning and development framework to an impact on biannual planning and implementation of UNESCO's programme including programme objectives and RBM.

This methodology is now being piloted for application in the coming biennium. At the end of 2009, the methodology will be reviewed, adjusted and improved as needed.

Policy on HIV and AIDS in the workplace

12. UNESCO issued a policy on HIV and AIDS in the workplace in 2006, aligned with United Nations common policies and practices. The policy sets out guiding principles such as the elimination of stigmatization and discrimination, gender equality, prevention and training, and establishes a workplace committee on HIV and AIDS. Intensive in-house training was attended by about 287 participants at Headquarters. UNESCO also participates in United Nations Cares, an inter-agency programme on HIV/AIDS in the United Nations workplace and is committed to apply the minimum standards endorsed by United Nations agencies on the implementation of HIV/AIDS policies in the workplace.

Promotion policy: implementation update

13. The new promotion policy implemented in November 2003 confirmed that the two main avenues for promotion would be through competitive recruitment and job reclassification, with competitive recruitment being the primary avenue. In line with the policy, the majority of the 229 promotions in 2006-2007 resulted from competition to a higher graded post (118, e.g. 47%); 88 (39%) resulted from job reclassification and 33 (14%) from advancement in split-grade¹ posts. The total number of staff promoted from January 2006 to June 2007 represents 11% of the total staff. These promotion trends are in line with the practice in other United Nations agencies.

Promotion policy: proposal for a merit-based promotion programme

14. To complement the promotion policy, the Bureau for Human Resources Management has developed a proposal for a merit-promotion programme and a recognition scheme. Extensive consultations with the Advisory Council on Personnel Policies (ACPP) took place in early 2007. In July 2007, Director HRM made a presentation to the International Civil Service Commission, and both the merit-promotion and the recognition programmes were well received and the feedback was very positive. The Commission supports these types of initiatives to recognize and reward good performance of staff.

15. The proposed **merit-promotion** programme will complement the standard types of promotions in place in the Organization. All categories of staff will be eligible for the scheme. The programme will be of an exceptional nature, and only a very limited number of promotions will be granted per biennium, based on a promotion quota established by the Director-General. Merit-promotions would be financed within the "Reserve for Reclassification/Merit-based promotions", previously the "Reclassification Reserve". The Director-General proposes to increase the Reserve from \$1.5 million to \$2 million and within that envelope, an amount of \$1 million would be earmarked for merit-promotions. It is estimated that this amount would cover the cost of about 40 promotions (about 2% of the staff) during the 2008-2009 biennium.

16. The scheme shall be open, transparent and fair. Demonstrated results, staff performance and geographical and functional mobility are part of the assessment criteria as well as demonstrated managerial skills and ability to perform at a higher level. A point system will enable

¹ Such as P-1/P-2 posts.

the ranking of staff recommended for promotions. For professional staff, particular weight will be given to geographical mobility. Recommendations for merit-promotions will be integrated in the performance assessment process. A Promotion Panel, chaired by the Deputy Director-General and comprising three members designated by the Director-General, two heads of field offices, and one observer for each staff association, will review the recommendations for promotions. Merit-promotions will be approved by the Director-General. The scheme would be implemented on a pilot basis in 2008-2009, and evaluated thereafter.

17. It is also proposed to introduce alongside the merit-promotion programme, a “Director-General Team Award”. This non-monetary award would be introduced to recognize the outstanding contribution of teams and the qualities such as teamwork, sense of initiative, innovation, creativity and service-orientation. It would reward outcomes, processes and best practices in an open, fair and transparent manner.

Ethics programme

18. In 2006, HRM and IOS developed the outline of an ethics programme, based on the United Nations Secretariat’s programme. The purpose of UNESCO’s ethics programme is to create an ethical working environment within UNESCO and to foster a culture of ethics, transparency and accountability. The key elements of the programme include the provision of advice on ethics issues (ethics help line), ethics training and briefings, using the Standards of Conduct, a voluntary disclosure channel, a whistleblower protection policy and financial disclosure arrangements for senior staff and staff performing sensitive functions. The programme would be implemented under the responsibility of an ethics officer reporting directly to the Director-General at the P-5 level. A total budget of \$736,200 is proposed for 2008-2009 in document 34 C/5. In early 2007, HRM prepared and distributed to all staff members a brochure with the Standards of Conduct for international civil servants under a new, easy-to-read format illustrated with specific examples.

Section II. Implementation of the medium- and long-term staffing strategy

19. 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 human resources initiatives, the strategy aims at ensuring that UNESCO’s staff profile matches up to a programme-focused, results-oriented and cost-effective Organization. As of June 2007, the following initiatives have been implemented (summary in Annex).

Review of staff resources of programme sectors

20. In 2006, two programme sectors (Education and Culture) have made significant organizational changes in their structures/staffing, with a resulting shift of resources towards priority programmes. The **Education Sector** was reorganized in 2006 in order to achieve a more results-based and field-oriented structure. Significant structural changes took place at Headquarters with the number of programme divisions reduced from six to four. Two divisions – Coordination of United Nations Priorities, and Education Strategies and Field Support – were newly created while the other two divisions – Basic Education and Higher Education – were streamlined and reorganized. A new decentralization framework was put in place that realigns accountability between Headquarters and field for the Education Sector. These changes have resulted in a greater concentration of staff resources in support of EFA – the Education Sector’s priority programme – at Headquarters and in the field, and will therefore provide the necessary support for the fulfilment of the EFA mandate. By increasing the number of regular programme professional posts in the field (P/NO) from 104 in 2006-2007 (33 C/5 Approved) to 122 in 2008-2009 (34 C/5), the Sector is reinforcing its professional capacity close to the point of delivery. As a result, in 2008-2009, 62% of the Education Sector’s regular programme professional posts will be in the field, compared to 57% in 2006-2007 (33 C/5 Approved).

21. In 2006, the **Culture Sector** has also undertaken a comprehensive review and reorganization of its staffing structure, resulting in a rationalization of the Sector's organizational structure and a reallocation of staff resources to priority programmes. The new structure, which is consistent with the principal lines of the Sector's programme, includes four entities: the World Heritage Centre, the Division of Cultural Property and Intangible Heritage, the Division of Cultural Expressions and Creative Industries and the Division of Cultural Policies and Intercultural Dialogue. In order to respond to the Sector's weight of normative instruments, a reallocation of legal specialized expertise in each entity responsible for implementing one or more conventions has been ensured so as to reinforce the Sector's capacity in the implementation of the conventions related to the protection and promotion of cultural diversity, which constitute a priority area of work for the Sector. In this way, legal aspects are more intimately linked to the very substance of the programme and the operational implementation of these various instruments. The field/Headquarters distribution of programme staff has also been re-evaluated to ensure better staffing levels for programme delivery. In a first stage, staff resources will be reallocated to ensure the presence of the Culture Sector programme staff in each field office, at cluster and national levels, to participate to the country-level programming exercises. The number of regular programme Professional posts (P/NO) in the field would increase from 38 in 2006-2007 (33 C/5 Approved) to 43 in 2008-2009 (34 C/5), resulting in a ratio of 38% of the regular programme Professional Culture posts in the field. Further reorganization of the field structure will be considered in the light of the outcome of the Decentralization Review Task Force.

22. The **Communication Sector** has reviewed its structure at Headquarters, and has reorganized one of its main Divisions, the Information Society Division, to align it with the main lines of the programme. The Division's structure was rationalized, with three sections reduced to two, allowing for improved interaction and coherence and a greater span of control. The Communication Sector has a strong field Professional presence (P/NO) with half of its regular programme Professional posts in the field.

23. Organizational changes in the **Natural Sciences and Social and Human Sciences Sectors** will depend on the outcome of the review commissioned by the Director-General, which is tasked to elaborate a forward-looking strategic framework for the science programmes of UNESCO. The team which conducted the review was composed of expert scientific representatives of Member States from all regions, the ADGs concerned, DIR/BSP, and chaired by the Deputy Director-General. Its recommendations will be submitted to the General Conference at its 34th session. In the meantime, a Task Force composed of the ADGs/SC, SHS, IOC, DIR/BSP and chaired by the Deputy Director-General, has been mandated to prepare an implementation plan based on the recommendations.

Allocation of staff resources to field offices

24. One of the objectives of the staffing strategy is to ensure that **field network structures** are adequately staffed to enable them to meet their responsibilities and respond to new opportunities. The proposed 2008-2009 budget when compared to 33 C/5 Approved, confirms the continuous reinforcement of the field capacity, with a net addition of 62 posts in the field, bringing the total number of regular programme field posts to 673, representing 35% of the total number of regular programme posts. By comparison, the percentage of field posts in 2000-2001 was 25%.

25. Table 1 shows that the field professional capacity has increased in the Education, Social and Human Sciences and Culture Sectors. No or little change in the number of field posts has taken place in the Natural Sciences Sector (which is under review, see para. 23), nor in the Communication Sector, which has already half of its regular programme professional capacity in the field. The percentage of regular programme professional posts (D/P/NO) in the programme sectors in the field varies now between 36% (SHS), 38% (CLT) to 44% (SC), 49% (CI) and 62% (ED). On the other hand, the proposal to create deputy head of field office posts (at P-4/P-5 level) in each cluster office could not be implemented, given the budgetary constraints.

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 Approved)		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%)
Sciences	57 (56%)	44 (44%)	59 (56%)	46 (44%)
Social Sciences	43 (70%)	18 (30%)	39 (64%)	22 (36%)
Culture	74 (66%)	38 (34%)	71 (62%)	43 (38%)
Communication	31 (49%)	32 (51%)	32 (51%)	31 (49%)

26. Further allocation of staff resources to the field in 2008-2009 and the configuration of the field structure itself will depend on the outcome of the **Decentralization Review**. This review, which was carried out by the Decentralization Review Task Force in 2007, covered the field staffing structures, staffing levels, and the skills and competency profiles required in the One United Nations context.

Review of support and administrative functions

27. The Director-General has decided to establish a Task Force to review the administrative and support functions and processes of the Secretariat. The Task Force is charged with exploring cost-effective options for streamlining central and support services and improving service and support efficiency. The Task Force will be chaired by the Deputy Director-General and comprised of representatives of central and support services as well as representatives from the programme sectors. The Task Force will submit to the Director-General its findings and recommendations in 2008.

Reinforcement of managerial capacity and accountability

28. To reinforce **managerial capacity and accountability**, as provided for in the staffing strategy, the following tools/mechanisms were put in place in 2006-2007:

- Tables of delegated authority and accountability were established in human resources management, security management, finance, official travel, procurement and contracting of goods and services. These tables set clear accountabilities for managers in these areas. Monitoring is ensured by the Delegation and Accountability Committee (DAC) chaired by the Deputy Director-General.
- A Performance Agreement for senior managers has been developed for ADGs, Directors of bureaux and heads of field offices, as an integral part of the senior managerial accountability framework. The Performance Agreement identifies clear accountabilities in

programme delivery as well as in the three areas which support programme delivery (external relations and partnerships, people management and budget/financial management). Performance of senior managers will be assessed on the basis of results achieved in these four areas. The new Performance Agreement is being piloted in 2007 for ADGs and selected heads of field offices. After evaluation of the pilot, recommendations will be made for a full implementation in 2008-2009.

- To reinforce a culture of accountability, mandatory training in the Leadership and Change Management Programme (LCMP) has been implemented in UNESCO, with a total of 260 senior managers trained since 2002. An evaluation of the impact of this programme by IOS is to be completed at the end of 2007 and will result in adjustments as required.

29. On the whole, the **senior management** cadre remains lean, with 89 staff members in the Director category and above (as at 1 June 2007), within the ceiling of 99 Director and above posts approved in document 33 C/5 (regular programme). By comparison, the effective number of staff at D-1 level and above as of 15 November 1999 was almost 200. Directors and above staff represent 5% of the total staff² and 12% of the international professional staff.³

Enhancement of the General Service category

30. One of the objectives of the staffing strategy for 2008-2009, is the enhancement of the role of **General Service staff**. Some 800 General Service job descriptions at Headquarters were reviewed and updated and, where appropriate, generic job descriptions were introduced. The development of a **competency framework** has also been undertaken in the Communication Sector and in the Bureau for Human Resources Management (HRM), to define the core knowledge, skills, abilities and experience required of staff to carry out efficiently their responsibilities. The project covers General Service and Professional staff. The competency framework is to be completed at the end of 2007 and is to be used to design career paths, develop training plans and recruitment strategies. It is planned to carry out a similar exercise in the other programme sectors in 2008-2009.

Improvement of the geographical distribution and the gender balance

31. The improvement of the **geographical diversity and the gender balance** in the workforce is a key objective of the staffing strategy, which includes a reduction of the number of non- or under-represented countries, a target of 50% of the posts filled externally by nationals from under- and non-represented countries, and a rate of 40% of women at the senior level by 2015. In 2007, the Director-General has increased from 40% to 50% the rate to achieve in women Director staff. A comprehensive report on geographical distribution and gender balance is contained in the report to the General Conference (34 C/36). An overview of the key indicators is provided below.

32. As shown in Table 2, progress has been made on a continuous basis in the improvement of the **geographical distribution**, with a total of 161 nationalities now represented in the Secretariat (84% of the Member States) compared to 144 (77%) in June 2000.

² Gs/NO/P/D under the Regular Budget.

³ P/D under the Regular Budget.

Table 2 Geographical distribution – Evolution since January 2000

Status	June 2000	June 2001	June 2003	June 2004	June 2005	July 2007	Variance June 2000- July 2007
Within range	67 (36%)	71 (38%)	72 (39%)	73 (38%)	79 (41%)	77 (40%)	+9
Over-represented	31 (17%)	28 (15%)	27 (14%)	26 (14%)	26 (14%)	25 (13%)	-6
Under-represented	46 (24%)	43 (23%)	49 (26%)	59 (31%)	55 (29%)	59 (31%)	+13
Total represented	144 (77%)	142 (76%)	148 (79%)	158 (83%)	160 (84%)	161 (84%)	+17
Non-represented	44 (23%)	46 (24%)	40 (21%)	32 (17%)	31 (16%)	31 (16%)	-13
Total Member States	188	188	188	190	191	192	+4

33. Since the last General Conference, the number of represented countries has slightly increased, and the number of over-represented has continued to decrease. On the other hand the number of within range countries has decreased by 2 units while the number of under-represented countries has increased. This latter figure may be explained by the high level of retirements which impact the geographical balance, despite sustained recruitment efforts of candidates from non- and under-represented countries. In 2006-2007, 42 external candidates were appointed to geographical posts advertised externally. From these 42 candidates, 21 were nationals from under- and non-represented countries representing the 50% target set by the General Conference to appoint candidates from non- or under-represented countries to externally recruited geographic posts. In 2008-2009, recruitment efforts will be sustained, and retirement trends will continue to be closely monitored.

34. The **Young Professional Programme**, besides bringing in very talented young professionals, remains a key element in the improvement of the geographical representation of Member States. A total of 19 new young professionals were hired in 2006-2007, among whom four are from non-represented countries and 15 from under-represented countries. The nine young professionals from the 2007 intake will take up their duties in September 2007, as a result of which the number of Member States represented in the Secretariat would increase from 161 to 163.

35. In 2006-2007, two recruitment workshops were held in non- or under-represented countries in the Arab States and in the Caribbean regions, as part of the proactive measures to improve the geographical balance in the Secretariat. These workshops were held with all the National Commissions of the regions in the framework of the Director-General's consultations on documents 34 C/4 and 34 C/5.

36. In terms of **gender balance**, UNESCO has reached parity in the international professional category (P-1 to P-5), and is one of the highest ranking United Nations agencies in this respect. As of July 2007, women represented 59% of the P-1/P-2 and P-3 categories and 40% of the P-4 and P-5 categories. There is an imbalance in the Director and above category where women represent 21%. In 2006-2007, from the 27 appointments made to Director posts, six (22%) were women. It is estimated that to achieve parity at Director level by 2015, 59% of the Director level posts should be filled by women over the next eight years. To achieve this objective, targets are being set for each sector/bureau for 2008-2009. These targets will be closely monitored by HRM.

Recruitment and retention of highly qualified staff

37. The staffing strategy reaffirms the commitment to **recruit and retain** highly qualified staff and to provide a stimulating work environment. Expected results include the enhancement of staff competencies, the enhancement of staff morale and motivation, and the improvement of staff mobility.

Recruitment trends

38. From January 2006 to June 2007, a total of 162 appointments were made to posts at the Professional level and above (135 to P and 27 to D posts). These figures are comparable to those from past biennia. Of these 162 appointments, 104 (64%) were internal candidates and 58 (36%) external candidates. In 2004-2005, external recruits represented 51% of the appointments. From the 27 appointments made to Director posts in 2006-2007, nine (33%) were external candidates. These figures show that in the recruitment process, the career advancement of qualified staff is given due consideration, while the external intake allows for a renewal of talents and skills.

39. In 2006-2007, work has continued to consolidate the implementation of the recruitment policy and process and bring some adjustments. Since the introduction of the new recruitment policy in November 2003, the recruitment process has been more rigorous as it requires the systematic advertisement of posts and preselection and evaluation panels. Some measures have been implemented during the biennium to improve the quality and timeliness of recruitment:

- Standard recruitment criteria were established for Professional and General Service posts.
- Service standards, in the form of maximum time frames, were established for the completion of each phase of the recruitment process. The Delegation and Accountability Committee (DAC) monitors compliance with the service standards.
- Changes were made to the mandate, composition and functioning of the Advisory Board for Individual Personnel Matters (PAB), the joint body that submits recommendations to the Director-General. The role of the PAB was clarified, its membership renewed and all members provided with training on the recruitment policy and procedures.
- Assessment centres may be used by sectors/bureaux to improve the quality of recruitment decisions for key managerial positions, as a complement to the standard selection process. The centre, run by outside experts, uses competency-based interviews, based on UNESCO's senior managerial competencies.
- Guidelines were issued to assist managers in the preparation of vacancy notices.
- The selection process in the case of internal recruitment was streamlined, with one panel for the preselection and the evaluation, instead of two separate panels for each process.
- An advance recruitment exercise ("Global recruitment exercise") was launched in 2006, in which 40 posts were advertised simultaneously, in advance of their vacancy date. Within six months, 85% of the posts had been filled.
- In the case of external advertisement, which generates high numbers of external applications, additional resources will be allocated to HRM in 2008-2009 to carry out the preselection and assist sectors in this respect.

40. A **rapid response capacity** has been set up consisting of a roster of 26 qualified internal staff ready to be deployed in post-conflict/post-disaster situations. Staff on the roster were selected against 13 key profiles required for post-conflict situations (heads of UNESCO antenna, Project Officers in the fields of education, communication and information, natural sciences and social and

human sciences and Administrative Officers). A training programme was developed and provided to staff on the roster, focusing on programme delivery in post-conflict situations, on individual safety and preparedness and UNESCO's work in the inter-agency environment.

Enhanced rotation and mobility

41. The **rotation** policy, issued in November 2003, introduced mandatory rotation for newly appointed staff, while rotation remains voluntary for existing staff for a five-year period. Since 1 January 2004, 140 Professional staff moved between duty stations. From these, 46 (33%) moved from Headquarters to the field, 31 (22%) from the field to Headquarters and 63 (45%) between field offices. Most of the movements from Headquarters to the field involved a promotion of the staff member, while the other movements (field-field or field-Headquarters) were in majority transfers at equal grade. The implementation of all the elements of the policy, in particular the standard duration of assignment, has proven difficult due to the voluntary nature of rotation and the Headquarters-oriented institutional culture.

42. At its 176th session, the Executive Board requested the Director-General to give due consideration to mandatory rotation for all international professional staff and to ensure that job descriptions, recruitment, posting procedures and promotion criteria give due emphasis to the principles of geographical, functional and inter-agency mobility, also taking into account the linguistic proficiency in the UNESCO working languages. HRM is currently undertaking a review of the policy to identify the changes required to enhance rotation, and will shortly present to the Director-General proposals in this respect. In this context, lessons will be drawn from the experience in other agencies, and recommendations from the Joint Inspection Unit (JIU) taken into account.

43. A review of the implementation of the rotation policy has also been undertaken by the External Auditors. The objectives of this review are to examine the implementation of the rotation policy, its procedures and practices since January 2004. The findings and recommendations of the External Auditor will constitute a key input in the review of the rotation policy, and will greatly assist in improving the implementation of rotation in UNESCO.

Career development initiatives

Inter-agency cooperation: career development network and round table

44. In order to facilitate inter-agency cooperation and the sharing of best practices in the career domain, UNESCO hosted the third annual Career Development Round Table in November 2006, which was attended by 87 career development practitioners from 53 international organizations (including United Nations agencies, funds and programmes, the United Nations Secretariat, United Nations Peacekeeping Missions and European organizations). As an outcome, an inter-agency-wide Career Development Network has been set up, within the United Nations HR Network, to share experiences and best practices.

45. The Bureau for Human Resources Management is developing a number of career support tools to improve guidance and advice on a range of career issues to staff members at Headquarters and in the field and to increase staff mobility. A new training programme on: career management (one-day workshop), CV writing (mini-workshop), using the Web for lifelong learning and development (half-day workshop), and mobility in the United Nations system (one-day workshop) is being developed to improve career management knowledge and skills for staff and managers. Additionally, a UNESCO Career Guide and a new website, both under development, will provide information to staff and managers on a range of career issues, including: definitions of career, the job search, self-assessment, networking, interviewing, the manager's role in career development, and mentoring and coaching.

Harmonization of the dependency status within the United Nations Common System

46. In October 2004, the United Nations Secretary-General established a new staff policy on personal status of staff members for the purposes of entitlements, and since then there has been a general tendency within the United Nations Common System of making provisions or establishing practices of extending the dependency-based entitlements to staff members that have concluded legally recognized marriages irrespective of the gender of the spouses. Within this framework, the Director-General has decided to introduce a formal amendment of the relevant UNESCO Staff Rules on the definition of the term “spouse” in order to encompass all legally recognized marriages in national legislation, irrespective of the gender of the spouses.

47. Therefore, a new provision in Staff Rule 100.2 (a) *ter* (**Definitions**) has been introduced to define the term “spouse” as “a physical person with whom a staff member is affiliated by virtue of a marriage recognized by a competent national authority”. In this way, UNESCO administrative texts and practices have been brought into line, in a non-discriminatory manner, with the provisions and practices of other United Nations organizations and specialized agencies.

48. The financial implications of this amendment are difficult to assess at this stage, given that the number of potentially eligible spouses is not known. However, so far, only a very limited number of staff members have approached HRM with questions regarding the recognition by HRM of this kind of marriage for the purpose of entitlements.

Human Resources Information Systems (HRIS)

49. The development and implementation of the Human Resources Information Management System is one of the expected results set out by the General Conference for Human Resources Management for the 2006-2007 biennium with the following performance indicators: Review of administrative processes, HR Information Management system selected, development of functionalities, users training.

50. Administrative processes have been reviewed and delegated authorities in human resources management clearly set out in a table of delegated authority and accountability. This table identifies clearly the responsibilities and accountabilities for each transaction, and sets service standards by which each unit concerned undertakes to provide the service requested within a maximum time frame. Monitoring of these standards is ensured by the Delegation and Accountability Committee (DAC).

51. Phase 1 of the new HR integrated information system, **STEPS** (System To Enhance Personnel Services) was completed with the configuration, testing and delivery of the following functionalities: payroll, personnel administration, organizational management, time management, travel and position budgeting and control. Training to end-users was delivered, and the payroll is operational since 1 April 2007. The planning of Phase 2 covering the remaining functionalities (i.e. manager and employee self-services, training and event management, staff development, recruitment and workflows) will start in the autumn of 2007, subject to availability of funds. To enable a better monitoring and an efficient management of leave/absences, HRM has also launched in 2006, a new Intranet-based attendance/leave management application called “TULIP”, which allows for all leave transactions to be done online, and for an enhanced attendance monitoring.

52. Since June 2007, the new **HRM Intranet site** is online. It provides, to all staff, an easy and user-friendly access to human resources 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 resources management. Five key chapters of the Manual have been drafted. The Manual will be completed in 2008.

Draft decision

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

The General Conference,

Having examined document 34 C/28 Part I,

1. 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;
2. Requests the Director-General:
 - (a) to pursue the implementation of the human resources policy reform framework, ensuring harmonization with the United Nations common system policies and practices;
 - (b) to pursue the implementation of the medium- and long-term staffing strategy;
 - (c) 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 reform framework and of the medium- and long-term staffing strategy.

ANNEX
Medium and Long-Term Staffing Strategy for UNESCO (2005-2010)
Progress Report
July 2007

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 2007)
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.	Work will start in 2005 and be completed in May 2006 so as to have the results reflected in the proposals for the 2008-2009 Programme and Budget and document 34 C/4.	<ul style="list-style-type: none"> • Reviews of ED, CLT and CI Sectors staffing/ organization carried out. • Greater allocation of resources to priority programmes in ED and CLT. These results have been reflected in document 34 C/5. • The review of SC and SHS is under way.
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 2007)
Field network structures are adequately staffed, enabling them to meet their responsibilities and respond to new opportunities.	<p>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:</p> <ul style="list-style-type: none"> • Review the resources dedicated to support functions in field offices(Policy Statement Three); • Make more systematic use of National Professional Officers (Policy Statement Six), of short-term consultancies for expert services and of temporary staff in Clusters;Undertake advance planning for the recruitment/rotation of heads of field offices (Policy Statement Nine);Map the skill sets of staff across the Organization; • Ensure that each field office has adequate and well-trained administrative capacity (Policy Statement Three); • Ensure that each Cluster Office has a deputyhead of office at P-4/P5 level. 	<p>April 2005 – May 2006, to be reflected in 34 C/5</p> <p>2006 onwards</p> <p>December 2005</p> <p>2008-2009</p> <p>2006 onwards</p> <p>2005 onwards</p>	<ul style="list-style-type: none"> • 34 C/5 shows net increase in field posts. • Decentralization Review Task Force covering field staffing. • NPO number increases from 65 to 72 in 34 C/5. • Advance planning exercise for heads of field offices in place. • two pilot projects in CI and HRM are under way in 2007 to develop a competency framework for P and GS staff. These projects to be completed by end of 2007. HRM will undertake similar projects in other programme sectors during 2008-2009. • Administrative capacity upgraded in field offices through enhanced training (116 field staff trained). • Creation of deputy head of office posts could not be implemented (budget constraints)

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 2007)
<ul style="list-style-type: none"> 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: <ol style="list-style-type: none"> 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. 	Work will start in April 2005 and be completed in May 2006 so as to have it reflected in the proposals for the 2008-2009 Programme and Budget and document 34 C/4.	<ul style="list-style-type: none"> Director-General decided to create Task Force to review administrative and support functions and processes. TF will identify more cost-effective approaches to streamline central and support services and improve service and support efficiency. TF chaired by DDG with representatives from central and support services, programme sectors and field operations. TF will submit its findings and recommendations to DG by end of June 2008.
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 2007)
<ul style="list-style-type: none"> 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. 	<ol style="list-style-type: none"> 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: <ol style="list-style-type: none"> the structure of sectors and central services the managerial status of division directors and section chiefs. 	December 2006 so as to incorporate the changes in the 2008-2009 Programme and Budget and document 34 C/4.	<ul style="list-style-type: none"> Organizational reviews of Sectors resulted in rationalization/reduction of a number of programme divisions being reduced (ED: divisions reduced from six to four; CI: three sections reduced to two and CLT has now four divisions). The review of SC and SHS Sectors is under way. The number of senior posts has remained stable (99 D posts e.g. 5% of total posts and 378 P-5/P-4 posts, e.g. 20% of total posts). The shift of posts from administrative functions to programmes will depend on the outcome of the functional review of administrative functions (Policy Statement 3).
<ul style="list-style-type: none"> Managers throughout the Organization have developed a clearer understanding of their roles and responsibilities. Management accountability is well defined. 	<ol style="list-style-type: none"> 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. 	April 2005 2006-2007 January 2006 Implemented.	<ul style="list-style-type: none"> Completed in 2005. Performance Agreement developed and being tested in 2007 for implementation in 2008-2009. Completed: The Delegation and Authority Committee in place since February 2005. Implemented since 2004. Some 260 senior managers trained. Mandatory to all senior managers.
<ul style="list-style-type: none"> Training is implemented. 	<ol style="list-style-type: none"> Develop and deliver technical training in such areas as: accountability, UN programming, fund-raising, programme planning, management and evaluation. 	2005-2007	<ul style="list-style-type: none"> Training developed and implemented.

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 2007)
Staffing policies and tools defining the two employment streams and the profiles of programme staff are in place.	<ol style="list-style-type: none"> 1. Establish the modalities for two employments streams in the Organization: <ol style="list-style-type: none"> a. a long-term stream of staff to carry out the core functions; b. 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: <ol style="list-style-type: none"> a. long-term programme managers/programme officers with substantive knowledge in the field of expertise, project management, advocacy and networking skills; and b. 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: <ul style="list-style-type: none"> • 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. 	2008-2009	The ICSC established a new contractual framework. The UN Secretariat is in the process of developing new contractual arrangements, in line with ICSC framework. In 2008, UNESCO will undertake a similar exercise.
Mechanisms are in place to better equip the Organization to respond to post-conflict and natural disaster situations.	<ol style="list-style-type: none"> 4. Develop a rapid response capacity by: <ul style="list-style-type: none"> • 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 a roster of external experienced resources; • developing specific staff training modules for dealing with post-conflict and natural disaster situations. 	Implemented December 2006 Idem.	<ul style="list-style-type: none"> • 13 key profiles required for post-conflict situations were developed. • The roster consisting of 26 qualified and trained staff members ready to be deployed in post-conflict situations was established. • A training programme was developed and staff on roster trained. • Roster of external resources being developed within the consultant roster project (end December 2007).

Policy Statement Six: Greater use will be made of National Professional Officers.

Expected results	Initiatives to implement the strategy	Time frame	Results achieved (June 2007)
The number of NPOs is increased in the network of field offices.	Strengthen the capacity of field offices by: <ul style="list-style-type: none"> • defining core functions for NPOs; • reviewing the general work profiles for NPOs; • defining the recruitment criteria for NPOs; • defining training and development for NPOs. 	September 2005-May 2006.	<ul style="list-style-type: none"> • 34 C/5 shows an increase of NPO posts from 65 to 72. • Work on NPO profiles/functions to be undertaken in 2008.

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 2007)
<p>The role of staff in the General Service category will be enhanced.</p> <p>The ratio of Assistants to Professional staff of 1:3 will be achieved.</p> <p>“Stand-alone” responsibilities will be clearly defined.</p>	<p>Define three main roles and competency requirements for staff in the General Service category:</p> <ul style="list-style-type: none"> • Programme Assistants; • Administrative Assistants; and • Personnel Assistants. <p>Design career paths and development opportunities enabling career growth and functional mobility.</p>	2008-2009	<ul style="list-style-type: none"> • Although this work is to be undertaken in 2008-2009, two projects are under way in CI and HRM to develop a competency framework and career paths for GS. • These two projects to be completed end of December 2007. • HRM will undertake similar projects in other programme sectors during the 2008-2009 biennium.
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 2007)
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.	December 2005	<ul style="list-style-type: none"> • Analysis undertaken and recommendations will be submitted to Director-General by end of 2007.
	2. Establish recruitment objectives for every biennium taking into account retirement data and include in accountability contracts of senior managers	2006-2007	<ul style="list-style-type: none"> • Targets will be established for the 2008-2009 biennium.
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.	Ongoing	<ul style="list-style-type: none"> • On target (50% externally recruited posts filled with non- and under-represented candidates).
A rate of 40% of women at the senior level is achieved.		2015	<ul style="list-style-type: none"> • Rate was increased to 50% by the Director-General. • Sectoral targets to be developed for 2008-2009.
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 2007)
<ul style="list-style-type: none"> • Competencies of staff are enhanced. • Morale and motivation are enhanced. • Flexibility and staff mobility are improved. 	1. Establish succession planning process.	December 2005	<ul style="list-style-type: none"> • Succession planning mechanism established for heads of field office and field Administrative Officers in 2007.
	2. Develop: <ul style="list-style-type: none"> • Competency frameworks for P-1 to P-4 staff (see also Policy Statement 5); • Training and development plans to support the competency framework and implement them; • Appropriate contractual arrangements and benefits that promote UNESCO as an employer of choice (see also Policy Statement 5). 	2008-2009	<ul style="list-style-type: none"> • A competency framework and career paths being developed in CI and HRM. • These two projects to be completed end of 2007. • HRM in the 2008/2009 biennium will undertake similar projects in other programme sectors.



United Nations
Educational, Scientific and
Cultural Organization

Executive Board
Hundred and seventy-seventh session

177 EX/6
Part I Add.

PARIS, 4 October 2007
Original: French

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 accordance with Item 2805.7 of the Administrative Manual, the International Staff Association of UNESCO (ISAU) presents its own comments on the report by the Director-General.

**VIEW OF THE INTERNATIONAL STAFF ASSOCIATION OF UNESCO (ISAU)
ON THE REPORT BY THE DIRECTOR-GENERAL ON THE
IMPLEMENTATION OF THE REFORM PROCESS**

PART I: STAFF POLICY (177 EX/6 Part I and 34 C/28 Part I)

Introduction

1. The International Staff Association of UNESCO (ISAU) has studied document 177 EX/6 Part I together with document 34 C/28 Part I in depth and has noted, with satisfaction, the improvements that have been made to the staff policy. It welcomes those improvements even though it is regrettable that very little of the information provided is supported by specific evaluations and that, there being no yardsticks, it is difficult to determine whether or not the human resources reform has borne fruit in many of its key sectors.
2. In spite of budgetary constraints and difficulties linked to the reform and restructuring processes, the Director-General is undeniably making every effort to facilitate the staff's participation in and contribution to the constant improvement of the Organization's efficiency. Quite recently, he personally took over the helm of the Education Sector at a critical point in its transitional period and succeeded in building the serving staff's confidence in the pursuit of the reforms in order to provide a better service to the Member States.
3. That requires untiring efforts and we know that there is still much to be done at UNESCO. Through its ongoing and fruitful dialogue with the Deputy Director-General (DDG), ISAU intends to continue to work to ensure that the major human resources management changes currently under way will be a success, firmly believing in and hoping to contribute to the improvement of employment and working conditions at Headquarters.
4. With this in mind and following the order in which the documents have been introduced for consideration, we should like to make some specific observations and recommendations, firstly, on the implementation of the human resources policy framework (I) and, secondly, on the medium- and long-term staffing strategy (II).

I. Update on the human resources policy framework

Performance assessment policy

5. We do hope that in the next biennium the new performance assessment system will be improved further. For the time being, we remain vigilant in monitoring closely the steps taken to correct the failures detected at the end of the first round of electronic performance assessment conducted in PERFOWEB on the Intranet.
6. What we read in document 34 C/28 Part I does not exactly dispel our concerns; paragraph 5, for instance, states that "the main lesson learnt from the first exercise is the importance for supervisors to consider the assessment process as a key managerial responsibility, to be carried out in a positive and skilled manner".
7. Is it to be understood here that the assessment procedure is followed with varying degrees of interest and consistency and that its interpretation and application from one end of the Organization to the other often lack rigour? As no precise and full information has ever been received about the lessons learnt from this exercise, we obviously do not know to what extent performance assessment has rested on subjective and sporadic appraisals, involving no established criteria, no individual objectives and no continuous follow up.
8. Potentially contentious cases of disputed assessments that are submitted to us confirm, however, that:

- objectives are not always set or agreed and that those that are set may be incompatible with programme objectives or the goals of the work units and often outdated job descriptions;
- formal evaluation meetings between supervisors and those supervised are not always held;
- poor performance evaluation reports, even when they are unjustified, generally result in lengthy proceedings of uncertain outcome.

9. There are serious shortcomings here that are due, in our opinion, more to behavioural faults than to flaws in the system itself. They will unfailingly make each appraisal exercise a source of conflict between any staff member and his or her chief, unless there is a significant and positive change for the next round of assessments. We therefore recommend that the following remedial measures be taken.

10. Specifically, the Organization should:

- train supervisors to be genuinely able to set objectives, evaluate performance, manage problems relating to inadequate performance, recognize very good performance, identify training needs and create opportunities for professional improvement;
- align the staff's individual objectives and performance on the Organization's strategic objectives, programmes and priorities;
- encourage and require dialogue between supervisors and their staff in order to remedy or confirm performance; and
- identify skills-based learning and career development opportunities for the staff.

11. It is indeed vital, in the spirit of the budgetary reform undertaken in the last few years, for the new assessment system to provide each staff member with useful information on his or her strengths and areas that he or she can and must improve. More open and interactive dialogue between staff members and their supervisors will undoubtedly be a factor in building staff motivation at all levels, which would raise the Organization's efficiency further.

Learning and development policy

12. ISAU believes that the training activities and the methodology adopted to monitor their impact on planning and programme implementation are going in the right direction. Progress has undoubtedly been achieved in this area, but much still needs to be done, in particular for the colleagues in the field offices, units and institutes.

13. In this regard, we wish to repeat that every staff member, at Headquarters and, even more, in the field, is entitled to training that reflects both the requirements of their service and their own individual aspirations. It is through appropriate training that staff can remain efficient and continuously adapt to the Organization's priorities.

14. Greater emphasis should be put on the execution of practical activities relating to further professional development, rather than on the limited basic training activities that are now frequent. The risk of carrying out training for its own sake is all the more worrying as there seems to be a chronic gap between the skills and qualifications available and those that are really appropriate to the changing needs of the Organization and its staff.

15. Thus, for example, a number of colleagues, in the General Services (GS), but, more so, among programme directors and other senior professional staff, lack basic computer skills. In the

same way, there are no specific measures obliging supervisors to undergo training in human resources management, and they should be adopted as a matter of the greatest urgency.

16. Moreover, HRM has no specialist in the strategic management of human resources, although such skills are absolutely indispensable, if only to ensure a much more effective implementation of the medium- and long-term staffing strategy.

Promotion policy

17. ISAU welcomes the promotions given to staff members. However, it must be said that requests for the updating of post descriptions and the reclassification of posts with a view to promotion are often rejected, even when they are perfectly justified. Likewise, staff members of different grades do the same work as a result of identical post descriptions, and it is difficult to accept the fact that these colleagues with the same post description receive different salaries, contrary to the principle of "equal pay for work of equal value". ILOAT, No 2314: P.W c/UNESCO. Consideration 22.

18. All of this has a very negative impact on the motivation of the staff members who are the victims of this kind of situation which, especially at the GS level, is strongly felt to amount to flagrant discrimination. This state of affairs continues to be a continual source of dissatisfaction and social tension that should be smoothed without delay.

Proposed programme of promotion based on merit

19. The recognition of merit is one of the driving forces behind performance, and we naturally support the adoption of the programme proposed for this purpose. Indeed, we took an active part in its preparation within the Advisory Council on Personnel Policies (ACPP). It is nonetheless obvious that the programme will remain ineffective until the Organization creates a more robust culture of fair and objective management in regard to staff performance.

20. We wish to commend the financial efforts made in this connection by the Director-General, although we still think that the number of merit-based promotions per biennium (i.e. about 2% of staff) and the amount of allocations (\$1 million) are relatively small. We hope that the implementation of the programme, in principle at the start of the next biennium, will not give rise to too many individual expectations that could be disappointed, and that this will not add to the frustration and loss of motivation of staff. In any case, it is desirable that additional funds be allocated to the programme.

Ethics programme

21. The initiatives taken to prepare an ethics programme for UNESCO staff and its envisaged components are interesting and deserve to be further developed and refined. We also believe that, with the appointment of a P-5 staff member to supervise the programme, reporting direct to the Director-General, UNESCO will have taken a great step towards guaranteeing professional integrity and ethics in the Secretariat. It is to be hoped that the different aspects of the ethics programme will make an effective contribution to optimizing management and day-to-day work, and thus enable the Organization to fulfil its mission effectively.

II. Implementation of the staffing strategy

Staffing in the programme sectors

22. To avoid any misunderstanding, ISAU wishes to state clearly from the outset that it is not against the restructuring of the sectors or the staff redeployments that are regularly necessary. It is, however, absolutely opposed to any unclear, arbitrary and unjust structural reform, staff reduction and redeployment, especially because such measures do not apply to the functions and competencies of senior staff. We also wish to highlight here several aspects relating to personnel

action that give cause for concern following the restructuring of programme sectors that Member States have rightly demanded to improve the way in which the Organization functions.

23. Job insecurity is spreading and the number of problem cases is rising. Fewer fixed-term and permanent contracts are being granted and many colleagues working at UNESCO do not receive any family allowances, within-grade increments or compensation for the non-renewal of contracts, nor do they have guaranteed access to justice, as do members of staff. These colleagues' immediate and long-term future remains uncertain. This situation has for some time created a climate of helplessness and incomprehension.

24. Our Organization must defend its reputation as a model employer. Current financial difficulties and constraints notwithstanding, it must make the necessary efforts to provide greater job security, motivate its work teams while ensuring that good workers are recognized without exception and without discrimination, improve the social security coverage of all its staff and open up career prospects in the short term, affording all staff opportunities to defend their interests. Discussions are under way on all of these issues in the context of consultations with the Administration and we hope that measures will be taken to meet the staff's expectations.

Allocation of staff resources to field offices

25. We welcome the increase in staff appointed to the field offices in order to strengthen their efficiency. The inequalities and disparities in the conditions of employment in those offices continue, however, to cause concern, as do staff security and safety issues to which we attach the utmost importance.

26. We stress in particular that the security measures implemented at Headquarters should also be enforced in those offices and in the same way for all staff members, regardless of the type of contract held and recruitment arrangements. All United Nations staff, including those of UNESCO, whether internationally or locally recruited, should also be treated equally in the event of emergency or danger.

27. Lastly, the question of medical services and means of evacuation on health grounds is crucial to these staff members. We demand that, in cases of emergency, a simple and appropriate mechanism for the approval of evacuation on health grounds be automatically set in motion. Furthermore, consideration should also be given to the question of the world health insurance card which, on presentation, would ensure easy and rapid access to hospital treatment.

Reinforcement of managerial capacity and accountability

28. ISAU recognizes that the development of a *Performance Agreement*, mandatory training in the Leadership and Change Management Programme and the establishment of *tables of delegated authority and accountability* increase the empowerment and accountability of managers at the highest level. It is nevertheless concerned to see that these reform initiatives are not accompanied by a **clear and practicable system of accountability**, which would make it possible to prevent the abuse of delegated powers in the day-to-day management of human resources both at Headquarters and in the field.

29. That is why we intend to continue the dialogue with the Administration to encourage the adoption of **precise standards of individual accountability and transparency**, and of **procedures through which ethical failings could be detected and remedied, complaints lodged and inquiries conducted**. Moreover, we shall very shortly be asking the Director-General to take measures to deal with **cases of abuse of managerial authority** and **flaws in the system of accountability**. We consider that it is vital to ensure that the rules and procedures in force and the rights of the staff are strictly observed by managers. This is not just a simple question of authority but of the application of sound and ethical practices.

Enhancement of the General Service category

30. In the absence of career management tools or any other tools that would make the most of the individual abilities of GS staff, much remains to be done in order to meet their legitimate expectations. The initiatives intended to establish and apply a competency framework to promote career development opportunities, training activities and recruitment programmes for these colleagues cannot replace a career policy.

31. At the risk of repeating itself, our Association calls for fairer and more even-handed treatment of GS staff in all grades, for they are the driving force behind the action and deserve a better lot. We consider that the time has come to look dispassionately at the discrimination which they suffer in comparison with Professionals, to remove the criteria of geographical distribution which are unfavourable to them and to abolish those criteria in their interest, at least up to grades P1/P2.

32. We also propose the introduction, in field offices, of a category similar to that of the administrators recruited nationally, in order to improve the functional capacity of those offices and to offer GS staff the career prospects that they so badly need.

Improvement of the geographical distribution and the gender balance

33. ISAU welcomes the clear improvement in the number of women in the Professional category and the recent decision of the Director-General to increase their number in Director posts. It hopes that the measures to make the geographical distribution fairer and to achieve the objectives set for gender balance will be applied with determination and will result in real improvements.

Recruitment and retention of highly qualified staff

34. We deplore the persistent gap between the number of staff members from over-represented Member States and those from unrepresented or under-represented Member States. More must be done to recruit, in particular, qualified and competent young professionals to posts where the Secretariat has placed retirees.

35. It is clear that not enough has been done to encourage, or compel, Sector officials to take timely action to start the process of assigning vacant posts so as to reduce the long period during which such posts remain vacant; this is documented in a recent confidential report of the Delegation and Accountability Committee (DAC) which has come to our notice.

36. In ISAU's view, the selection procedure must be transparent and applied on the basis of the criteria of technical competence, excellence in all grades, and geographical distribution for Secretariat posts. Yet we have observed cases of recruitment under temporary contract without a competitive selection process, of which we disapprove.

37. Our concerns remain concerning the extent of responsibility for recruitment of Directors and chiefs of service. Admittedly, we agree that they play a central part in the selection process. However, the fact that they are required to deliver results restricted to the programme of their own Sector or unit means that they do not have an overall view of the objectives and needs of the Organization as a whole in relation to human resources.

38. Accordingly, we recommend that the responsibilities of HRM be substantially reinforced throughout the process in order to guarantee, as far as possible, the requirements and overall objectives of staff policy. For it would be unhealthy to continue to manage the human resources of the Secretariat in the light of the limited objectives of each Sector and work unit.

Enhanced rotation and mobility

39. ISAU notes with interest the initiatives designed to improve the rotation policy which, we hope, will enable new measures to be adopted, aimed at resolving the problems that could be

created by greater staff mobility. We reaffirm, nonetheless, that it is essential to ensure that rotation is not used to inflict punishment or to exile colleagues who are considered undesirable; and that the redeployed staff members have the right to return to a post in their professional group after the normal period of assignment.

Career policy

40. The establishment of an inter-agency Career Development Network and the development of tools to upgrade individual skills are admittedly praiseworthy advances, but they are not enough. Much remains to be done to provide the Organization with a genuine targeted career policy meeting the legitimate expectations of the staff who, we are repeatedly told, are the principal resource of UNESCO.

41. To define, without further delay, and implement a complete and effective system of career development is to ensure the loyalty of the staff and its independence of judgement, enabling it, by the same token, to maintain a high level of output by means of constant remotivation. Making a career is not just a matter of obtaining a higher step or grade: everyone has to expand his or her experience and field of competence to serve the Organization more effectively.

Harmonization of the dependency status within the United Nations Common System

42. Lastly, ISAU welcomes recognition of the status of couples of the same gender and of the allowances due to them. We salute the recent decision taken on this matter by the Director-General, which aligns UNESCO practice with that of the United Nations and the best practices in force in the other agencies applying the Common System, reinforcing respect for the social, religious and cultural diversity of the Member States and their nationals within the Secretariat.

For the Executive,

Sidiki Coulibaly
President of ISAU



United Nations
Educational, Scientific and
Cultural Organization

Executive Board

Hundred and seventy-seventh session

177 EX/6

Part I Add.2

PARIS, 8 October 2007
Original: French

Item 6 of the agenda

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

PART I

STAFF POLICY

ADDENDUM 2

SUMMARY

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

The UNESCO Staff Union (STU) notes with regret that certain decisions concerning staff policy are made without consultation of the staff associations. While in some cases a general opinion is requested, STU sometimes receives the information only when the Director-General's decisions have been published. This procedure is not only contrary to the ideals championed by the Organization since its founding and to the principles of basic democracy, but is also proof of ineffective management of human resources.

If the Executive Board intends to request the Director-General to continue implementation of the new human resources policies, while ensuring harmonization with the United Nations Common System, it might perhaps be useful to insist that such harmonization be carried out with due regard for the special features of the UNESCO Secretariat and, above all, with due regard for the rights of staff members and human dignity. With respect to the implementation of the medium- and long-term staffing strategy, it would be useful to clearly define actual staffing needs before continuing external recruitment.

The observations by STU on document 34 C/28 submitted to the Executive Board are contained herewith in the annex.



United Nations
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Организация
Объединенных Наций по
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منظمة الأمم المتحدة
للتربية والعلم والثقافة

联合国教育、
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General Conference
34th session, Paris 2007

Conférence générale
34^e session, Paris 2007

Conferencia General
34^a reunión, París 2007

ANNEX
Генеральная конференция
34-я сессия, Париж 2007 г.

المؤتمر العام
الدورة الرابعة والثلاثون، باريس ٢٠٠٧

大会
第三十四届会议，巴黎，2007

34 C

34 C/28 Add.
8 October 2007
Original: French

Item 11.1 of the provisional agenda

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

ADDENDUM

**OBSERVATIONS BY THE UNESCO STAFF UNION (STU) ON THE REPORT BY THE
DIRECTOR-GENERAL ON THE IMPLEMENTATION OF THE REFORM PROCESS**

PART I – STAFF POLICY

PART II – DECENTRALIZATION

OUTLINE

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

Introduction

Section I Update on the human resources policy framework

1. During the Director-General's meeting with the staff in May 2007, Mr Matsuura, in reply to a question from the audience, said that the set of 10 new policies covering key human resources management areas was excellent, but that their implementation was inadequate. He added that that shortcoming was not the fault of the Bureau of Human Resources Management (HRM), but of the Secretariat as a whole. The Director-General's assertion echoes many of STU's statements before the Executive Board and the General Conference, except that, unlike Mr Matsuura, STU includes HRM in "the staff as a whole".

2. Indeed, "decentralization of human resources management" means delegating the duties and responsibilities of HRM to the sectors/offices and providing them with the means and expertise to fulfil them. At the moment, the sectors/offices have neither the financial and human resources nor the requisite expertise to manage human resources properly. It is for that reason – and in the light of the many breaches and abuses noted in this field – that STU has for many years condemned, albeit in vain, the absence of management of human resources at UNESCO. As stated in the introduction to a 2004 administrative circular,¹ "The staff are the main asset of UNESCO": we ask then, that it be actually managed.

Performance assessment policy: implementation update

3. The United Nations' standard notwithstanding, it is shocking to note that almost at the end of 2007 the quality of the work of 23% of the staff members has not yet been assessed for the 2004-2005 biennium. Moreover, some staff have not even had their tasks defined in PEROWEB for that period. Yet, paragraph 7 of Administrative Circular No. 2205 on the performance assessment policy clearly stipulates that the policy "applies to all staff members at Headquarters and in the field". How then can nearly one quarter of the staff be excluded from it? And how can one speak under such circumstances of a "satisfactory" figure? Finally, a last but not least important question, how are supervisors who fail to apply the performance assessment policy approved by the Director-General being made accountable?

4. To the 23% of individuals not assessed should be added the growing number of those who have been working for years under various types of precarious contracts without having their performance assessed in any way.

5. PEROWEB has given rise to many disputes over performance assessments, which demonstrates a very poor understanding of the new system on the part of both those being supervised and their supervisors.

Learning and development policy: implementation update

6. The report on the training policy emphasizes the importance of the allocated and spent budget, but provides no figures on the breakdown of these funds by sector/office, grade, gender or type of training given. Such statistics would nevertheless be useful. Moreover, at present, individuals who wish to acquire further training have to fight very hard to obtain the support (free time and funding) of their sector or office.

7. Apart from the language courses (partly paid for by staff members and, therefore, not compulsory or leading to a certificate), there is no assessment of the level of participants before or after training. This is a serious flaw. Lastly, the issue of the quality of the various training programmes for staff members has, unfortunately, not been addressed.

¹ Administrative Circular No. 2205 of 23 March 2004, p. 3.

Learning and development: evaluation of training programmes

8. It would be of particular interest to be informed of the methodology, results and measures planned following the evaluation of these different programmes carried out by the Internal Oversight Office (IOS).

Methodology for monitoring the impact of training activities on programme planning and implementation

9. It should be pointed out that HRM failed to involve staff representatives in the preparation of a systematic strategy and methodology for monitoring the impact of training activities on programme planning and implementation. We do not therefore have any information other than that contained in the document. Such information gives rise to the following comment: it seems that training requests are expected to be exclusively connected with the work done to that point. But what about individuals who wish to acquire training in order to prepare for a type of post that is different from the one they currently occupy? Such cases are not taken into consideration, even though it is a perfectly legitimate form of career advancement which could prove very useful to the Organization.

Policy on HIV and AIDS in the workplace

10. The courses proposed by HRM are remarkable simply because they exist; however STU is amazed that there is not one member of the UNESCO Medical Service among the trainers. Furthermore, these courses should be compulsory, better adapted to the cultural specificities of the participants, offered separately to men and women since the approach is not exactly the same for the two, and followed by practical ongoing information activities concerning this terrible virus and its spread.

11. Moreover, the support offered to HIV-positive individuals should be improved. In particular, a better guarantee of confidentiality should be given to the persons concerned. The Medical Service should outsource the treatment of infected cases. In fact, the Medical Service is part of HRM and also participates in the management of the Medical Benefits Fund (a twofold role that is unacceptable in itself) and therefore it should not have access to further information on the cases of colleagues who are HIV-positive.

Promotion policy: implementation update

12. The 33 cases of “advancement” within the framework of split-grade posts can be considered as promotion only from the financial point of view, as they do not involve any career advancement.

13. Moreover, even though the 11% of promotions for staff as a whole is in line with the practice in other United Nations agencies, it should be kept in mind that – owing to various excuses, especially the future implementation of a new merit-based promotion system, many members of staff have had no possibility of career advancement for nearly 10 years. Nothing proves that HRM is in a position to resolve the problem.

Promotion policy: proposal for a merit-based promotion programme

14. On 15 November 2005, on the occasion of a meeting with members of staff, the Director-General announced the re-introduction of the system of merit-based promotion in the following year (2006). The principal goal of this future policy was to give an exceptional and limited character to merit-based promotion.

15. Paragraph 16 of document 177 EX/6 clearly states that this system of merit-based promotion will be integrated into the performance assessment process. It is therefore vital to address the dysfunctions of that process; otherwise the merit-based promotion system will be biased from the beginning and be anything but equitable.

Ethics Programme

16. The new Standards of Conduct for international civil servants were adopted by the United Nations General Assembly in 2001. How is it that they were distributed at UNESCO only in 2007, six years later? It is to be hoped that they will be better applied and respected than the previous ones. We are also surprised that at a compulsory training session conducted by the Administration in reaction to the Education Sector scandal concerning the awarding of contracts, members of staff were instructed not to accept “gifts” beyond a certain value in exchange for a particular contract ... Lastly, a prerequisite for the establishment of the Ethics Programme is the strict and rigorous definition of the term “abuse”. Otherwise, the unfortunately inevitable result will be false accusations.

Section II Implementation of the medium- and long-term staffing strategy

17. Before establishing a staffing strategy, the professional profile of the staff that the Organization needs should be defined. At present, while encouraging continuous staff rotation, the Organization advertises vacant posts with very specific profiles and then expects the persons recruited to assume generalist responsibilities. Within the context of “Delivering as One”, the need for “generalists” might increase, but HRM does not yet seem to have taken this factor into account in its staffing strategy. The use of specialists to accomplish generalist tasks produces a great deal of frustration.

Review of staff resources of programme sectors

18. STU has previously stated its views on the actual reorganization of the Education and Culture Sectors, as well as the means by which this was carried out. It is all the more shocking to observe the wastage in the Education Sector, where enormous sums of money have been squandered, while the Culture Sector has been able to use its internal capabilities to streamline an ageing structure. The External Auditor emphasized the fact that it was not his mandate to assess the relevance of the Education Sector reorganization, but Member States should be looking with concern at the misleading way in which that sector is structured. We can only hope that the new ADG/ED will find ways to rectify the present state of affairs.

Allocation of staff resources to field offices

19. The reinforcement of staff resources in the field offices, in terms both of quality and quantity, is not simply a question of statistics. Too often, in practice, the alleged need to strengthen the resources of these offices is used to justify transferring staff members into the field, in order to disguise the real reason, which is to remove certain individuals from Paris who for a variety of reasons are considered to be undesirable. Moreover, the field offices are so dependent in both budgetary and conceptual terms that programme implementation is still decided at Headquarters level. It is also a matter of public knowledge that staff working in the field are more exposed to harassment, since nothing is being done to curb the despotic inclinations of the heads of certain offices. It should also be pointed out that the lack of job security – a state of affairs the Administration recognizes as serious – is not something that exists only at Headquarters; it is reaching critical levels in the field, where there is no system in place to ensure that the rights of local staff are respected. This dysfunction is giving rise to abuses, and there are a number of cases still unresolved involving the various factors mentioned here.

20. The most flagrant of these instances of abuse concerns the UNESCO Office in San José, Costa Rica, where for almost a year a group of colleagues has had to put up with repeated harassment by the Director including authoritarian behaviour, threats, ill-treatment, contempt, reprisals, arbitrary dismissal, denigration of people’s professional capabilities, the stirring up of ill feeling among colleagues, and a non-participatory and ruthless style of management. That manager even went so far as to threaten the President of STU, who, as she was elected to do,

attempted to assist her colleagues in restoring a minimum level of respect and fairness to the Office.

21. Another example of abuse of power, this time by a recently appointed Director who appears to be unaware of the rules of this Organization, is the UNESCO Office in Lima, Peru. Since this newcomer arrived, our colleagues, who have more than 10 years of experience in that Office behind them, have been treated with contempt, harassed and driven to resign. Impunity on the part of those in power, and trampling on the rights of those who are serving the ideals of UNESCO, seem to be part and parcel of the new staffing policy. The central UNESCO services concerned must take measures commensurate with the standing of our Organization to safeguard the integrity and dignity of our colleagues and ensure that they are treated with respect, wherever their place of work.

Review of support and administrative functions

22. To be truly effective, the Task Force should include one representative from each of the staff associations, which should be involved in planning programmes and policies from the start. That would allow them to draw attention to any flaws in or suggest improvements to programmes and policies before they are adopted and not after the fact, when it is too late.

Reinforcement of managerial capacity and accountability

23. STU notes with surprise that while 260 senior officials have been trained since 2002 with a view to improving management results, in June 2007 there were only 89 staff members at Director level and above. This means that no medium- or long-term projections were made and a significant number of people were trained for no reason; in other words, the money spent on them was literally thrown out the window.

Enhancement of the General Service category

24. While the competency framework for this staff category is due to be completed at the end of 2007, the staff associations have not been consulted on the matter. Once again, they can only voice their opinion after the fact.

Improvement of the geographical distribution and the gender balance

25. The balance among the various nationalities and between genders cannot be reduced to statistics, as the distribution of represented nationalities is noticeably unequal depending on whether the posts are managerial or operational. Similarly, the position of women in the Secretariat is not just a matter of numbers or even of post level. Too many women are still victims of harassment and too often mothers of young children are overtly excluded at the interview stage. At the same time, the options open to staff members for childcare are not only limited and very expensive, but owing to insufficient funding the children are cared for in conditions that fall far short of host country legal standards.

Recruitment and retention of highly qualified staff

26. For several years the rules for recruitment of staff have been so widely abused that the qualitative level of the Secretariat is falling dramatically. The arbitrary application of these rules has contributed greatly to demoralizing the staff. Respect for the rules at all levels, sanctions for proven abuses and real career development plans are the prerequisites for a motivating work environment. Unfortunately, none of these conditions is being met at the present time.

Recruitment trends

27. There is a total absence of rigour in UNESCO's approach to recruitment. It is considered to be a "private" issue. Most often the criteria applied have more to do with personal likes or dislikes,

or even less acceptable reasons, than with how effectively a particular programme could be implemented. HRM has not taken a single step to monitor or redress the situation, even when the staff associations have pointed out flagrant injustices and abuses.

Enhanced rotation and mobility

28. STU awaits with interest the conclusions of the External Auditor's examination of the implementation of the rotation policy. It reiterates its observations concerning the fact that compared to other United Nations specialized agencies, the UNESCO Secretariat is unique in having specialists in widely varied fields that are different from one another. Rotation cannot be conducted, as it is now, as if it were a question of systematically rotating generalists and specialists within a single field.

Diverse initiatives

29. While the updating of the Administrative Manual and the revision of many articles that are now outdated is a welcome initiative, it would be useful to know why the staff associations were not consulted as they should have been, when Volume II of the Manual was being prepared.

30. The introduction of the computerized management of staff leave (TULIP) is undoubtedly a step forward. Unfortunately, the system has been poorly designed because HRM and the sectors/offices no longer have control over leave requests, which only have to be approved by the staff member's supervisor, giving rise to much abuse (leave of more than six weeks, for example, or unrecorded absenteeism).

Decentralization

31. The staff associations were never invited to participate in the work of the Decentralization Review Task Force. They could have helped to design a more effective decentralization strategy, but once again they will have to be satisfied with commenting on the results.

32. One of the reasons that the two staff associations exist is to participate in the examination of any question involving the rights and obligations of staff members. It is regrettable that the present Administration does not always take this into account.



United Nations
Educational, Scientific and
Cultural Organization

Executive Board

Hundred and seventy-seventh session

177 EX/6 Part II

PARIS, 17 August 2007
Original: French

Item 6 of the provisional agenda

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

PART II

DECENTRALIZATION

SUMMARY

This report is submitted by the Director-General pursuant to 171 EX/Decision 5 (III) of the Executive Board. It sets out the main results of the first phase of the work of the Decentralization Review Task Force (November 2006-June 2007) focusing essentially on strengthening the accountability of field offices and their capacity to take an effective part in joint United Nations initiatives at country level in 2007.

Decision proposed: paragraph 29.

Introduction

1. By means of 171 EX/Decision 5 (III), the Executive Board invited the Director-General to review the implementation and to evaluate the impact of the decentralization strategy in 2008-2009, and to report to it thereon at its 179th session.

2. In October 2006, the Director-General informed the Executive Board, at its 175th session, of his decision to bring forward the review of the decentralization strategy and immediately reactivated the Task Force on decentralization which had been established in 2004. He entrusted the Deputy Director-General with chairing it.

3. The Director-General stated that his decision to advance the review had been prompted by the considerable momentum gained in United Nations reform since the 2005 World Summit and, more specifically, by the prospects for significant short- and long-term change in the environment and framework in which United Nations agencies would have to operate at country level. This was because the 2005 World Summit Outcome Document adopted by the United Nations General Assembly advocated strengthening the coherence of the United Nations system and called for "implementing current reforms aimed at a more effective, efficient, coherent, coordinated and better-performing United Nations country presence with a strengthened role for the senior resident official, whether special representative, resident coordinator or humanitarian coordinator, including appropriate authority, resources and accountability, and a common management, programming and monitoring framework" (see General Assembly Res. 60/1, para. 169). The needs for greater harmonization among agencies and their alignment on country-led development priorities and plans are among the objectives of the reforms. They are in keeping with the spirit of the reform of UNESCO undertaken by the Director-General, which has led the Organization to extend its field work and strengthen its structural framework for more effective and more transparent action.

4. In this context, the Director-General asked the Task Force to organize its work in two phases:

- In the first phase, he entrusted it with focusing on immediate adjustments that could be made to the field system so as, in particular, to consolidate the accountability of field offices (a necessary measure becoming even more urgent as United Nations reform moves forward) and to enable the Organization to engage effectively in joint United Nations initiatives in the field arising from the ongoing reform.
- In the second phase, after the 34th session of the General Conference, the Director-General has asked the Task Force to consider longer-term measures to strengthen the Organization's field presence within the new context of a reformed United Nations at country level and to review the Organization's decentralization strategy accordingly.

5. This two-phase approach will enable the Task Force to take fully into account the new shape of United Nations reform in the field as it reviews UNESCO's decentralization strategy. At this stage, the discussion on the form and functional architecture of the system in the field is only beginning and, other than country-level presence, seems to emphasize regional resource and support centres of the various agencies, located in the same place and with joint responsibility for monitoring and evaluating actions carried out by United Nations Country Teams. All of these issues must still be the subject of an intergovernmental debate at the United Nations level. Only in the light of the conclusions of that debate could a process to adapt the mechanisms of action of the agencies in the field be undertaken systematically. That is when a corresponding review of UNESCO's existing decentralized system would be carried out so as to respond appropriately to the specific needs and particular circumstances of Member States and to adapt in the best way possible to inter-agency mechanisms. It will be conducted on the basis of functional analyses and quantified data so as to identify realistic options compatible with the level of resources of the Organization and in no way affecting its global and standard-setting functions.

6. As a result, the Task Force is working in a context very different from that of the review of the decentralization strategy in 2004-2005, because this time the changes and adaptations of our mechanisms are part of a broader context concerning United Nations reform and the place of UNESCO in the United Nations system. It is precisely because of the challenges thus facing the Organization and its programme that a new awareness has emerged. It has taken the shape of far greater participation by sectors and the central services, at high levels of responsibility, in the work of the Task Force. The directors of field offices, 12 of whom are members of the Task Force, have also contributed to the work through their knowledge of recent developments in field activities coordinated by the United Nations. Their practical experience of the mechanisms that are gradually being introduced in United Nations country teams has been particularly illuminating and useful for the deliberations.

7. In the first phase of its work, which took place from December 2006 to June 2007, the Task Force examined the principles of the elaboration of the programme, monitoring and accountability set up in the Education Sector, and then the monitoring mechanisms that might be envisaged for each of the other four sectors, and lastly the possibility of identifying common mechanisms. The Task Force also looked at the function and criteria for programme monitoring, and identified specific support arrangements for the field offices which have been involved in 2007 in the preparation of the Common Country Assessments (CCA) and United Nations Development Assistance Framework (UNDAF), and for those covering the eight countries concerned by the One United Nations approach.¹ They are a laboratory for testing some of the recommendations adopted by the United Nations General Assembly in recent years as part of its triennial policy review of operational activities for development of the United Nations system (TCPR – *Comprehensive Triennial Policy Review of Operational Activities*).

Immediate adjustments: consolidation of accountability

8. The Task Force reaffirmed the basic principle that directors and heads of field offices are answerable to the programme Assistant Directors-General for the implementation of decentralized programmes and defined the framework for programmatic accountability. It is based on three pillars: objectives, respective responsibilities, and mechanisms.

9. The Task Force briefly described the objectives of the accountability structure as follows: (a) ensuring that all programme management and implementation aspects are in line with General Conference resolutions; (b) ensuring that UNESCO's strategies and actions are relevant to Member States and programme objectives are reached, with as a result lasting impact; (c) ensuring that resources are used optimally to attain the expected outcomes as set out in the C/5 document and approved work plans. The respective responsibilities of directors and heads of field offices and programme Assistant Directors-General concerning the implementation and the monitoring of programmes were discussed at length.

10. As to mechanisms, the third pillar of the accountability structure, they include clear lines of authority, programme monitoring, evaluations of results and individual performances, and risk management. The Task Force agreed to consider that, with regard to sectoral activities, the programme Assistant Directors-General are responsible for establishing appropriate internal mechanisms. For intersectoral activities, they are responsible for establishing the corresponding mechanisms, developed jointly by all the programme sectors. The field offices, for their part, are responsible for effective use of the mechanisms established in this way.

11. Concerning sectoral accountability structures, the Task Force examined the structure developed by the Education Sector as part of the reform in the Sector, and made some clarifications to it so as to translate into forms of action the new role of coordination in education delegated to the regional bureaux and the related roles of the directors and heads of the bureaux. The sectors that have yet to develop such internal mechanisms presented proposals that were

¹ Albania, Cape Verde, Mozambique, Pakistan, Rwanda, United Republic of Tanzania, Uruguay, Viet Nam.

discussed extensively by the Task Force. An overall plan is starting to emerge with specific features particular to each sector resulting from the nature of its programmes and the volume of decentralized human and financial resources. Work remains to be done, however, to rationalize sectoral approaches.

12. Lastly, a joint mechanism for all the sectors and central services concerned by decentralization has been approved to evaluate the performance of field offices and directors, including the principle of “implementation contracts” adopted as part of the Education Sector reform.

13. Most of the work has been done to reach a credible accountability structure for decentralized action but it must of course be completed.

14. It is worth emphasizing that the Task Force engaged in a participatory reflection process on programmatic monitoring that was the subject of fruitful debate. It first reaffirmed the importance of the permanent function of monitoring that cannot be considered to be a bureaucratic exercise or confined to the use of a computerized tool but must be acknowledged as an integral part of programming and essential to improving the quality and relevance of programmes and their implementation. The monitoring function must encourage the exchange of experiences and good practices between professionals in a team spirit. To be fully effective, monitoring must also permit dialogue with the beneficiaries of activities so as to gauge their relevance and impact. In order to do so, new monitoring indicators must be developed as it was clear that quantitative criteria alone do not fully cover the range and depth of activities. Although the execution rate is an important indicator, and also acts to sound the alarm when implementation is slow, it cannot adequately reflect its quality (100% execution rate is not the same as 100% execution quality).

15. The Task Force considered that UNESCO should in future pay greater attention to monitoring the impact on beneficiaries (population groups, institutions) given that such a qualitative approach is all the more important in the context of the United Nations reform, which lays emphasis on monitoring results and on the coherence of the country-level results chain. The priorities of beneficiary Member States constitute the *raison d'être* of joint country-level programming. Special attention should therefore go to the needs of States and to the impact of planned activities as early as the programming phase in order to create conditions making for sustainability of the action. In that regard, monitoring by UNESCO could incorporate criteria such as generally greater harmonization of the programmes, or even their alignment on national planning cycles. The frequency of monitoring, evaluation and reporting could also be coordinated with that established by the government. Furthermore, to ensure greater coherence of United Nations action in the field, monitoring must be given a new dimension by broadening its scope to include exercises held under the United Nations Resident Coordinator System, such as the United Nations Development Assistance Framework (UNDAF) monitoring mechanisms established by United Nations Country Teams, fresh appraisals of the Framework by the recently organized inter-agency regional teams, and the examination by Headquarters of the Annual Reports of the Resident Coordinator. That new, and increasingly joint, monitoring dimension is all the more relevant when measuring contributions to the goals set under national development plans, to the Millennium Development Goals or to major resolutions adopted by the General Assembly or World Conferences at which UNESCO clearly does not stand alone and the role of United Nations Country Team takes on full significance.

16. In regard to the organization of monitoring, the Task Force stressed that the mechanism for monitoring decentralized activities should reflect the Organization's existing monitoring practices such as those established for EFA, the United Nations Decade of Education for Sustainable Development, the intergovernmental/international science programmes or the implementation of major conventions or resolutions. In regard to the unity of UNESCO's overall approach, however, it was recognized that it was necessary to achieve sector-wide agreement on monitoring criteria and, in particular, to ensure that:

- the frequency of monitoring is harmonized among sectors as part of periodical sectoral reviews scheduled under SISTER and which must be systematized and coordinated in order to facilitate the field offices' work;
- monitoring is recognized and provided for as from the programming phase and that time for monitoring is scheduled in the programming cycle;
- competent and trained staff are assigned to monitoring;
- periodical programme reviews cover all aspects of monitoring (quantitative and qualitative, regular and extrabudgetary programmes) by deductively establishing quantitative and qualitative indicators that are essential to ascertaining progress achieved in relation to expected results.

17. The Task Force recognized that the monitoring function was of concern to everyone but that the monitoring architecture to be established and the related accountability should take into consideration various programme levels (activity, action, main line of action, major programme) and the fields of competence of the various Secretariat units involved in monitoring (national or cluster offices, regional office, Headquarters). For example, monitoring does not demand the same level of specificity when conducted nationally, regionally or internationally. Accordingly, monitoring conducted by Headquarters should concentrate not on the details of the various activities but rather on aggregates, synthesis (lessons learnt, future challenges, and so on) and major priorities and goals.

18. The Task Force's discussions on the monitoring function have already given rise to features that could be included in existing tools (SISTER and FABs) and others relating to qualitative monitoring. Furthermore, the qualitative monitoring of activities and of the sustainability of their impact must be studied in greater depth because Member States are increasingly demanding that it be included in the reform of the United Nations system.

19. During its debates on the above matters, it was clear to the Task Force that programme and accountability monitoring principles and mechanisms required good understanding of the respective responsibilities of Headquarters, of the regional, cluster and national offices and of the Institutes, and that there be regular consultation of and fluid communication among these Secretariat entities. The Task Force restated the general principle, at the very root of the decentralization system established at UNESCO, that cluster and national offices constituted the main platform for implementation of the country-level programme. These offices discharge the representation function at the country level, they know the context in which the programme is implemented and they interact daily with the national authorities, the United Nations Country Team and UNESCO's other partners. Consequently, Headquarters, the regional offices and the Institutes are responsible for giving them the necessary support and are under an obligation to plan activities and missions in those countries in close cooperation with the cluster and national offices, and to exchange all information relating thereto with them.

Immediate steps for effective involvement in joint United Nations field initiatives

20. In regard to this particular objective, one important result to the credit of the Task Force is the drafting of a succinct document on key messages and on priorities in each UNESCO sector, highlighting the Organization's comparative advantages, its multidisciplinary potential and the link between its global and standard-setting action, on the one hand, and its operational action on the other. Drawn up by a team composed of Headquarters division directors from all programme sectors and of field office directors, the document was compiled by the Bureau of Strategic Planning (BSP). As a working tool, it has enabled field staff to promote more effectively the inclusion of the Organization's expertise, priorities and standard-setting instruments in country-level planning and programming frameworks, such as Common Country Assessments (CCA), United Nations Development Assistance Framework (UNDAF), and joint programming exercises

that are being formulated under United Nations coherent approaches in the field. The document will also enable national authorities, especially ministries in charge of planning, United Nations Resident Coordinators and other members of United Nations Country Teams, to measure the significance and relevance of UNESCO's contribution as a specialized agency. It will soon be supplemented by a section on the comparative advantages to be derived, at the country level, from UNESCO's involvement in post-conflict and post-natural disaster situations, on the one hand, and from the Organization's regional and subregional endeavours on the other.

21. With regard to the regional dimension, the Task Force began to reflect upon the comparative advantage provided, at country level, by the Organization's existing regional function, particularly in the education and science sectors and, in lesser measure, those of the social sciences, culture and communication (for example, mobilization of regional networks, cross-border approach to climate change and migrations, flow of cultural goods, etc.). However, the Task Force also identified the adjustments that the regional bureaux should make in order to provide all the necessary support for country-level planning exercises. As noted previously, these adjustments in regional operations should result in the systematic collection and dissemination of national good practices and in closer cooperation with the regional bureaux of other United Nations agencies and participation in regular regional coordination meetings. These changes could be made easier through regular staff rotation between regional, cluster and country offices, so that Regional Offices can benefit from the knowledge and experience of the increasingly complex and sophisticated country-level programming and thus provide credible support to United Nations country teams throughout the region. In the second phase, the Task Force will continue to reflect on the regional functions, its advantages and its necessary adaptation when it examines matters to do with the structure of UNESCO's field networks.

22. The Task Force also identified how to provide immediate support for the field offices currently involved in preparing United Nations Development Assistance Framework (UNDAF) documents and in the United Nations coherent country-level approaches. The fact is that, when added to the implementation of the regular programme and extrabudgetary projects, these processes considerably increase the workload of the Director and professional and supporting staff of the offices concerned. This gives rise notably to increased participation in coordination meetings organized by planning ministries and the United Nations Resident Coordinator. This above all requires UNESCO to chair several United Nations Theme Groups, or even wider sectoral coordination mechanisms. This involvement of field offices further requires the preparation of substantial contributions to strategic planning documents and the regular production of sectoral studies and analyses. This new orientation poses a real challenge to cluster offices, which must find the means to participate in these processes both in the country of the office and in countries where UNESCO is the non-resident agency. The Task Force thus decided on areas for which ad hoc support would be given to the offices concerned: staff training in joint programming mechanisms and human resources back-up in offices by means of occasional local assistance or the temporary deployment of programme specialists from Headquarters or other offices. A list of the needs specific to each of the offices concerned has been drawn up and the allocation of human and financial resources has begun. Thus, as of May 2007, programme specialists from Headquarters began leaving on special assignments lasting several months to assist heads of office in the countries concerned. These measures are funded by the allocation of 2% of programme resources decided on by the Director-General in 2006 to enable the Organization to respond immediately to the needs resulting from participation in joint United Nations initiatives at country level.

23. With specific regard to the countries in which UNESCO is the non-resident agency, the Task Force endorsed the idea of an additional budget for cluster office staff missions and, as needed, the temporary presence of consultants within the office of the Resident Coordinator. These measures match the commitments assumed by UNESCO in the working group on non-resident agencies (NRAs) established by the United Nations Development Group (UNDG). UNESCO actively participates in this team, which persuaded the UNDP to recruit local analysts to provide liaison between the resident coordinator and the non-resident agencies in the eight countries

concerned by the United Nations coherent field approach and in some countries in which United Nations Development Assistance Framework (UNDAF) documents are being prepared in 2007. As of 15 July 2007, four such analysts were placed in Cape Verde, Mozambique, Pakistan and Uruguay, while recruitment is under way in Albania, Rwanda, the United Republic of Tanzania and Viet Nam, to cite just the countries concerned by the “One United Nations” approach.

24. The Task Force recommended that the Secretariat reinforce the exchange of information and experiences on the United Nations reform at field level. To this end, the Director-General entrusted a special mission to a Director-level staff member assigned to the Bureau of Field Coordination (BFC) and working in close cooperation with the Bureau of Strategic Planning (BSP) and in consultation with the relevant Sectors and central services. His main role will be to improve the internal exchange of information and experience on the United Nations reform at field level and its impacts on UNESCO and to carry out direct assistance missions to specific offices at the request of BFC and BSP, whose respective teams involved in the various aspects of the reform will provide him with the necessary support.

25. Finally, the Task Force considered staffing matters. The new methods of inter-agency work obviously require changes in the profiles of field posts, not only in cluster and national offices but also in the regional bureaux. Likewise, the profiles of posts at Headquarters must be adapted to the new operating methods of the Organization to enable Headquarters to provide all the necessary support for UNESCO’s activity at country level. While not reaching any conclusions in this regard, given the fact that the future United Nations architecture at country level remains largely unknown, the Task Force has already identified the additional skills necessary and the training most urgently required. For example, knowledge of and experience in joint programming at country level, involving as it does highly complex and ever-changing mechanisms, will be fully taken into account for the profile of posts both at Headquarters and in the field. In the short term, training will be enhanced for Headquarters and field staff in joint programming, communication, advocacy and negotiation, as essential abilities for inter-agency work. The Task Force will continue to examine staffing matters in the second phase of its work.

Next phase

26. Concerning precisely the second phase of the re-examination of decentralization, which will begin immediately after the 34th session of the General Conference, the Task Force will concentrate this time on long-term measures to strengthen UNESCO’s field presence in connection with the United Nations reform, and will consequently review the decentralization strategy. It is at this stage that consultations with the National Commissions will be undertaken in order to enhance their necessary interaction with UNESCO’s offices, promote complementarity between their respective roles and define the modes of reciprocal consultations which will need to be established in the context of the United Nations reform, particularly in the countries where there is no office. These consultations will also focus on mobilization of the “broader UNESCO constituency” (e.g. category 2 centres and institutes, UNESCO Chairs, Clubs and Associations, Associated Schools) and on the support that the Secretariat could provide in that connection to the National Commissions in order to heighten the Organization’s visibility at country level.

27. Among the longer-term questions that the Task Force will need to examine are the programme-related ones, which will be discussed as a matter of priority. For example, the compatibility between the diversity of the agencies’ programming cycles and the development of joint programmes will need to be studied, as will the reconciliation between, on the one hand, the global framework provided by the international standard-setting instruments and international programmes of UNESCO and, on the other, national programmes based on the priorities laid down in national development plans. These questions, among others, will require that more flexible programming mechanisms be devised so that field offices can be in a position to take up the challenges of joint programming, in the same way as other agencies. Another important question, already addressed in the first phase, is that of safeguarding our assets at the regional and subregional levels.

28. It is in this second phase that the structure of the field network will be re-examined in order to ascertain whether it still offers the Organization the most effective means to take up all the challenges of the United Nations reform. The Task Force has already noted the perceptible tension between UNESCO's multi-country approach and the approach by country in the United Nations reform. It has also already raised the question of the compatibility of the thematic design of UNESCO's regional bureaux, located in various countries, with the harmonization of the regional function that seems to be emerging in the ongoing United Nations reform. In this context, in order to ensure a greater presence at country level, a number of adjustments will probably be proposed for the architecture of the field office network, for its functions and for the distribution as well as the profile of human resources, while taking care to increase the Organization's comparative advantages and remain within its financial means. Such adjustments, should they be decided, would certainly need to be carried out also at Headquarters so as to optimize the capacities of the Sectors and the central services to provide effective backstopping to the decentralized units. Likewise, with regard to the implementation of national programmes, the lines of authority and accountability of field office Directors will need to be adapted, in the light of the work pertaining to the strengthened role of the United Nations Resident Coordinator. This concerns in particular the accountability of field office Directors in relation to the Resident Coordinators and the United Nations Country Teams and the 180^o evaluation to which the members of these teams are subject. With regard to human resources, the Task Force will continue its re-examination of the skills and training necessary for staff both at Headquarters and in the field, started at the time of the first phase.

Proposed draft decision

29. The Executive Board may wish to consider the following draft decision:

The Executive Board,

1. Having examined document 177 EX/6 Part II,
2. Takes note of the preliminary findings of the review of the decentralization strategy;
3. Invites the Director-General to submit to it a final report thereon at its 181st session.