UNIDO EVALUATION GROUP

Process Evaluation

UNIDO's Field Mobility Policy

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Abbreviations and acronyms

CCA	Common Country Assessment
CEB	United Nations Chief Executive Board for Coordination
CO	Country Office
DGB	Director-General's Bulletin
EVA	Evaluation Group
EUR	euro
FAO	Food and Agriculture Organization of the United Nations
FMP	Field Mobility Policy
FSSP	Field Service Selection Panel
GC	General Conference
HQ	headquarters
HR	human Resource
HRM	human resource management
HUO	Head of UNIDO Operations
IDO	Industrial Development Officer
ILO	International Labor Organization
JIU	Joint Inspection Unit
JPO	Junior Professional Officer
LDC	least developed country
MTPF	medium-term programme framework
NPO	National Programme Officer
OSL	Bureau for Organizational Strategy and Learning
P	professional (staff category)
PAD	project allotment document
PCF	Programme Coordination and Field Operations Division
PTC	Programme Development and Technical Cooperation Division
RBM	results-based management
SDC	Swiss Agency for Development and Cooperation
SIDFA	Senior Industrial Development Field Adviser
TA	technical assistance
ToR	terms of reference
UCD	UNIDO Country Director
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UR	UNIDO Representative
USD	United States dollar
WFP	World Food Programme
WHO	World Health Organization

Executive summary

Introduction and background

The UNIDO Field Mobility Policy (FMP) was introduced in April 2006. It established the direction and rules that UNIDO should follow in order "to strengthen the Organization's field network so as to bring its services closer to its clients and strategic partners in developing countries and countries with economies in transition" (UNIDO/DGB/(M).97, para. 1).

The independent evaluation of the Field Mobility Policy was mandated by the UNIDO Executive Board. The main objective of the evaluation was to assess the relevance, implementation and effectiveness of the FMP.

The evaluation covered:

- The actual implementation of the FMP.
- The experiences acquired and the results achieved since the introduction of the FMP.
- The progress in terms of achieving the various objectives of the FMP.

The purpose was thus to assess past performance as well as to identify room for improvement and make recommendations for future steps. The evaluation was carried out between September and December 2009 by a team of internal and external evaluators: Ms. Margareta de Goys, UNIDO Director of Evaluation, and evaluation consultants Mr. Urs Zollinger and Ms. Sophie Zimm.

Relevance

The FMP was undoubtedly a necessary instrument and provided essential and necessary guidance and incentives to strengthen UNIDO's field presence. The policy filled an existing gap at the time of its conception. It established the principle of rotation, opened up career development prospects and gave due weight to country experience in UNIDO.

The FMP was, furthermore, relevant to the One UN agenda and its focus on country-based cooperation mechanisms. The relevance of the FMP was found to have increased with the various country-level cooperation mechanisms initiated by the United Nations in recent years.

Design

The FMP was designed based on a wide-reaching consultation process. The result was a sound policy providing good guidance for implementation. However, some aspects were not totally clear. First, the FMP was introduced "to balance the requirement of maintaining a critical mass of staff at headquarters while ensuring that the most competent staff take up field assignments" (UNIDO/DGB/(M).97, para.5). These two institutional objectives are potentially conflicting, especially in what turned out to be a zero growth environment. The maximum duration of the field assignment is another key element which lacks clarity. Moreover, the FMP provides insufficient guidance on staff returning to Headquarters.

UNIDO chose a prudent approach to field mobility, avoiding overly-ambitious targets and emphasizing incentives as opposed to mandatory mobility. Nonetheless, for an international organization the absence of a general statement on the principle of readiness to accept a field posting is noteworthy.

Implementation

The FMP has to a large extent been implemented as planned. Most of the processes that were foreseen were put in place and in a timely manner. The selection process was and continues to be professional. The Field Service Selection Panel (FSSP), which makes recommendations to the Director-General regarding the assignment of staff, has functioned well.

Two key elements of the FMP were found to provide strong incentives for field mobility: the retention of acquired higher post levels upon return to headquarters and the right to return to headquarters. The importance of the career development perspective is underlined by the fact that none of the staff members who went through the selection process applied for a lateral move.

While the field mobility policy got off to a good start with numerous staff members applying for field posts and several taking up field assignments, after two years the rotation process slowed down notably. In all, 26 staff members moved to field offices between 2006 and 2009. Of these, 21 took on their assignment during the first two years. An important institutional obstacle was the small human resource (HR) base, which limits the room for manoeuvring both in terms of quantity and of matching competencies with institutional needs.

Some elements of the FMP have not or only partially been adhered to. Of the 26 professionals who moved to field offices, 11 were assigned without going through the selection process. Another issue has been the absence of overlap between incoming and outgoing staff members.

Effectiveness

The FMP has been a success in terms of increasing staff mobility, enhancing career prospects and improving the image of field work. Other positive results are the considerable increase of international staff in the field, from 24 in 2005 to 38 in November 2009, and the significantly diminished field vacancy ratio (from 48% in 2005 to 7% in 2009).

There are also indications of a strengthened UNIDO field network and presence. A number of field offices have been allotted additional staff and UNIDO's visibility and collaboration with other United Nations agencies has improved.

However, the capacities of field offices are still very limited and the implementation of projects and programmes does not appear to have become more efficient, effective or field-based. The expectations in these regards seem to have been too high and there is a need for other supporting elements such as clearer roles for field offices in project/programme implementation.

In some instances the transfer of technical expertise to field offices was not fully compensated at headquarters and as a consequence capacities at HQ were somewhat weakened. It was difficult to make any pronunciation as to whether or not the critical mass at HQ was maintained, as "critical mass" has not been defined.

Cost-effectiveness

The FMP bears financial implications for the Organization as staff costs at the field level are on average 24% higher as compared to those for HQ staff. Promotions, which often accompanied moves to the field, also added to the cost. However, from a purely budgetary perspective, it can be argued that the promotions did not have implications on the overall budget, as the promoted staff mainly filled vacant field posts.

However, some international staff members at field offices have not always been fully utilized and many have spent a substantial amount of their time on administrative work.

Given a zero-growth regular budget, there is a trade-off between sending relatively expensive international professional staff to field offices and strengthening field offices with cheaper national professional staff. A sensible way of increasing UNIDO's field presence was the introduction of Heads of UNIDO Operations (HUOs) and this has proved to be a cost-effective and complementary modality.

There was also found to be a trade-off between having technical specialists at field offices or at HQ. The findings indicate that, given the current project implementation modalities, it can be more cost-effective to have a higher presence of technical staff at HQ than in the field.

Conclusions and recommendations

Balancing the gains of the FMP (increased staff mobility, enhanced career development, improved image of field service and strengthened field offices, including improved visibility and collaboration within the system) on the one hand with the negative effects (a somewhat weakened headquarters and additional cost) on the other, the conclusion is that overall the FMP was a positive and necessary step for the Organization.

The evaluation identified some room for improvement both when it comes to overall policies guiding UNIDO´s field presence and in relation to the policy itself. The main recommendations of the evaluation are as follows:

1. **Establish a more enabling environment before proceeding to a revision of the FMP**
   - In order for a FMP to be fully effective there is a need for an overall policy on field presence.
   - UNIDO should define its project/programme implementation strategy and the role and functions of UNIDO field offices.
   - The functions and roles of all staff in the field should be clearly defined and the critical mass of regional offices established.
   - Administrative capacities at field offices should be strengthened.
   - The critical mass at headquarters should be defined.
2. **Revise the FMP in order to gain in clarity and remove ambiguities**
   - The objectives of the FMP should be specific, measurable and prioritized.
   - There should be clear guidance on re-integration and rotation and the "right" to return should be clarified.
   - Job descriptions for field posts should be more specific and drafted in close collaboration with the respective UNIDO Representative.
   - The expectation of all staff to move to the field should be more pronounced;
3. **The FMP should be put in a larger perspective of rotation and career planning**
   - Develop a rotation policy for UNIDO.
   - Work with a "compendium of posts".
   - Establish an annual rotation date and match-making exercise.
   - A five-year master plan should be introduced.

4. Additional recommendations

- The status of staff retiring in the field should be clarified.
- A second phase evaluation should be carried out.
- Assessment procedures in line with the RBM Work Plans for Field Offices (FOs) and staff Compacts should be developed for field offices.

1.

Introduction

The issue of an optimal field presence has been on the UNIDO agenda for a long time. A major step towards increased coverage was the Cooperation Agreement with UNDP in 2004 which provided for UNIDO desks at UNDP Offices. Moreover, the need for decentralization was emphasized by the Director-General in his strategic long-term vision statement of May 2005 (IDB.30/23). Conformably, a task force on field operations was established to analyze and assess UNIDO's field presence. The strengthening of UNIDO's field offices was also given priority in the medium-term programme framework (MTPF) 2006-2009. Furthermore, Member States had, in various fora, requested a substantial empowerment of field offices.

UNIDO's Field Mobility Policy was introduced in April 2006 (Director-General's Bulletin UNIDO/DGB/(M).97). It established the direction and rules that UNIDO should follow "to strengthen the Organization's field network so as to bring its services closer to its clients and strategic partners in developing countries and countries with economies in transition".

In short, the FMP aimed at:

- Developing a more integrated approach to UNIDO's work;
- Increasing staff mobility;
- Promoting better knowledge of the field at HQ and of HQ in the field;
- Ensuring that the field is perceived as an attractive, rewarding and professionally enriching career move;
- Establishing a clear career development path for staff assigned to the field.

This independent evaluation of the FMP was mandated by the UNIDO Executive Board and included in the OSL/EVA work programme for 2009. The main objective was to assess the relevance, implementation and effectiveness of the policy. As such, it covered both process and effectiveness aspects. Key issues addressed were the relevance of the FMP, the processes put in place, the effectiveness in terms of achieving the intended objectives, the efficiency of the implementation as well as gender aspects.

More specifically the evaluation assessed:

- The actual implementation of the FMP;
- The experience acquired and the results achieved since the introduction of the FMP;

- Progress in terms of strengthening UNIDO's field presence and becoming more responsive to the needs of partner Governments.

The purpose of the evaluation was to assess past performance and actual implementation of the FMP, identify good practices and room for improvement and make recommendations for future steps. The actual performance or functions of various categories of field staff or field presence modalities was outside the scope of the evaluation and thus not covered. The evaluation focused on the period between 2006 (when the FMP was introduced) and 2009.

The evaluation was carried out from September to November 2009 in accordance with the terms of reference (ToR) developed for the evaluation, attached as Annex A. The team consisted of external and internal evaluators: Ms. Margareta de Goys, Director of OSL/EVA, and external evaluation consultants Mr. Urs Zollinger and Ms. Sophie Zimm. The members of the evaluation team had not been involved in any aspect of the design or implementation of the FMP.

A presentation of preliminary findings took place on 19 November 2009. The draft report was circulated for factual validation and comments and the final report incorporates the feedback received. The evaluators would like to take this opportunity to thank all those who provided valuable support to the evaluation process.

1.1. Methodology

The evaluation of the FMP was conducted as an independent process evaluation which attempted to determine as systematically as possible the relevance, efficiency and effectiveness of the FMP and the process governing its implementation. The evaluation also looked into design issues and at factors that could have facilitated or impeded the achievement of intended objectives.

While maintaining independence, the evaluation was carried out based on a participatory approach, which sought the views and assessments of various parties. Based on the evaluation ToR, which were drafted in close consultation with the Human Resources Management Branch, an evaluation plan was designed in order to indicate how each evaluation question could be answered. Additional lines of inquiry were established as required to be able to answer the main evaluation questions. Subsequently, the means of verification and the data collection instruments were defined. In order to validate findings, several means of verification (triangulation) were used for all evaluation questions. In a nutshell, the evaluation plan can be depicted in tabular format:

Table 1: Evaluation Plan (condensed) – Field Mobility Policy

Key evaluation questions	Key means of verification					
	Analysis of FMP and other documents	Analysis of human resources and financial data	Interviews with staff members at headquarters	Interviews with UNIDO Represen-tatives	Field staff survey	Interviews with other agencies
Relevance	☑		☑	☑	☑	☑
Design	☑		☑	☑	☑	☑
Implementation	☑	☑	☑	☑	☑	☑
Effectiveness		☑	☑	☑	☑	
Cost-effectiveness	☑	☑	☑			
Source: Evaluation team, based on comprehensive evaluation plan.						

The evaluation analyzed a number of UNIDO internal documents, i.e. the Field Mobility Policy, policy papers, bulletins and circulars. Annex C provides a list of documents consulted.

A key source of information was the data provided by the financial and human resources management branches and data available from AGRESSO[1].

In selecting HQ staff for interviews the evaluation team took into account their involvement in the design or implementation of the FMP but also selected people neutral to the process. In addition, staff members representing different divisions were selected. A gender-balanced selection was given due consideration. Annex B provides a full list of interviewees. The interviews were semi-structured and followed interview guidelines developed for this evaluation.

In order to grasp the field perspective the evaluation had two means of verification. First, five UNIDO Representatives from those offices that were upgraded through the FMP (i.e. with more staff) were interviewed over the phone. The interviews were semi-structured and followed separate interview guidelines. Second, a field staff survey was conducted targeting all staff who had moved to field offices since the introduction of the FMP. For the field staff survey, the evaluation team designed an on-line questionnaire. Of 31 staff members invited to participate in the survey, 26 responded. This is a high response rate of 80 per cent. The five UNIDO Representatives mentioned above also participated in the field staff survey. Annex D shows the survey results.

The evaluation, moreover, conducted interviews with representatives from other agencies in order to compare different approaches and experiences in relation to staff mobility policies. For comparison with other specialized agencies, FAO and UNESCO were selected, and with United Nations funds and programmes with quite different mobility cultures and field presence, UNDP and UNICEF were selected. In order to also look outside the United Nations system, a

[1] AGRESSO is an enterprise resource planning software used by UNIDO as a central information technology tool for process management.

representative from a bilateral aid agency, the Swiss Agency for Development and Cooperation (SDC) was interviewed, as shown in Annex B. The interviews took place either one-to-one (UNDP, UNICEF, UNESCO) or over the phone (FAO, SDC). The interviews were semi-structured and followed separate interview guidelines developed for the purpose.

Once the data collection was completed the data were aggregated and compared (triangulation). The findings from the data analysis were validated with the interview and survey results.

Limitations

This evaluation lacked the means to travel to field offices or partner countries. Some findings are therefore based only on the self-assessments made by UNIDO staff (e.g. increased visibility of UNIDO at the field level). For practical reasons, the evaluation team also decided not to interview government counterparts or other development partners. In addition, the subject of this evaluation was seen primarily as a UNIDO internal affair (albeit with external effects) and it was, in addition, not envisaged that consultations with partners external to UNIDO would have generated any substantially different findings.

Moreover, to assess whether the implementation of projects had become more efficient and effective since the introduction of the FMP, one could have looked at the achievement of development results. However, this was beyond the scope and means of this evaluation. Instead, the evaluation took into account, as proxy indicators[2], staff perceptions, delivery figures and the volume of PAD management.

Also, the evaluation did not conduct a HQ staff survey. Therefore, the results of the field staff survey may be biased in favour of field service. This is counterbalanced to some extent by the fact that many more interviews were conducted with HQ staff than with those in the field.

Another limitation on the scope of the evaluation was the relatively short time period that had passed since the FMP was introduced, which meant that it was not yet possible to assess processes in relation to rotation of staff deployed to the field in 2006 and 2007.

Finally, it should be mentioned that the reference dates of the data provided varies in some cases owing to different data sources and deadlines. If not stated otherwise, HRM data, especially with regard to field mobility, was recorded as of end of August. This could result in minor discrepancies, since the staff pool slightly changed during the evaluation.

Reliability and validity of findings

The preliminary findings were presented to UNIDO headquarters staff and to a meeting of UNIDO Representatives (URs). Comments received were taken into account and subsequently a draft version was circulated to all stakeholders in order to verify factual statements.

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[2] A proxy indicator is a variable used to stand in for one that is difficult to measure directly. See *Handbook on Monitoring and Evaluating for Results*, UNDP, 2002.

The evaluation team is confident that the findings, conclusions and recommendations presented in this report are based on a solid analysis of relevant data available.

2.
Background

Field representation has been a long-standing issue in UNIDO. As early as 1989, an internal management review team declared staff mobility and rotation as important for UNIDO, enabling the Organization "to derive maximum benefit from individual staff members".

Since field mobility is not an end in itself but a tool for more effective operations, it is closely related to UNIDO's history of field presence, with highlights presented below:

- Initially, UNIDO was present in the field through its Senior Industrial Development Field Advisor (SIDFA) programme, initiated in 1967[3] in cooperation with UNDP. Although functionally the SIDFAs were UNIDO officials, they were administratively UNDP staff.
- A 1986 review of the SIDFA programme noted that the nature of the role of SIDFAs differed and depended to a large extent on the particular country requirements. It also found that SIDFAs "do not always get the benefit of their career" and that staff volunteering to take up a field assignment should not suffer in their career prospects.
- In 1989 a new memorandum of understanding was concluded with UNDP. SIDFAs were renamed UNIDO Country Directors (UCDs). The UNDP Resident Representative remained the official UNIDO Representative and the UCD was to be responsible for the industrial sector of the UNDP country programme and act as a senior adviser on industrial matters to the Government.
- A major restructuring in the system was initiated by United Nations General Assembly resolution 44/211 (1989) (and later resolution 47/199 in 1992), which requested the agencies to "re-examine their organizational structures and staff deployment in support of the requirements of decentralization to the country offices".
- In 1992, the introduction of national execution by UNDP marked a sudden change for UNIDO, as UNDP drastically withdrew funding for projects delivered by specialized agencies. This was the start of a new era for UNIDO and encompassed a struggle to build and maintain an effective field network with limited financial resources.

[3] Strengthening of the UNDP/UNIDO sectoral support in the industrial field (UNIDO/PC/R.14, paragraph 4. 22 January 1986)

- Between 1993 and 1997 UNIDO faced its greatest crisis, as major donors including the United States left the Organization. At that time only 2% of UNIDO regular staff resources were allocated to the field.
- In 1994, the Joint Inspection Unit (JIU) recommended to the specialized agencies to "continue efforts to decentralize their technical services at the country or subregional levels".
- An important aspect of UNIDO's field presence was that the UCDs (and before them SIDFAs) had been supported by a significant number of Junior Professional Officers (JPOs) since 1972. In 1995, 44 JPOs were assigned to the field and in some countries they were the only international UNIDO staff present.
- In 1997, the Business Plan on the Future Role and Functions of UNIDO marked a turning point for the Organization. One of its key elements was the quest for effective decentralization that should embody the move of resources, key activities and authority to the field.
- In 1998, after the General Conference of UNIDO endorsed a programme and budget for field representation, decentralization of activities started. Field offices were identified for 30 countries and the budget was established for 35 professional field posts (1998-1999) and later even 73.5 (2000-2001). The UNIDO Representative (UR) position was introduced.
- In 2000, an internal report to the Director-General on decentralization questioned the benefits of substantial decentralization for a resource-stricken UNIDO. The report also highlighted that "the career path in connection with field assignment is unclear" and that UNIDO lacked consistent rotation planning.
- At about the same time the need for maintaining a critical mass at HQ was highlighted. A report of the Special Task Force on Decentralization to the Field (2000) stated that headquarters had to maintain the capacity to function as an intellectual and conceptual forum for industrial development.
- Member States had increasingly been pressing for decentralization and in 2001 adopted a resolution "… to optimize and strengthen, as appropriate, the field presence to ensure that it is well targeted, efficient and effective, and to promote regional integration through, inter alia, interaction and coordination with all relevant actors and stakeholders involved" (GC.9/INF.4/Res.3.D(b)). Consequently, UNIDO was requested to adopt a more gradual approach within the available resources.
- Outside of UNIDO, a 2003 JIU review of management and administration of UNIDO advocated a transfer of a large majority of technical posts to the field in order to facilitate the decentralization of operative functions.
- In 2003, Member States further requested the D-G to make recommendations on decentralization, including the possible introduction of a rotation scheme of core professional staff, between HQ and the field (GC.10/Res10).

- In 2004, an assessment/evaluation of UNIDO field representation concluded that there was no consistent UNIDO-wide approach. It suggested numerous options for field representation, ranging from UNIDO regional technical centres to UNIDO Desks located in UNDP offices.
- In response to the assessment/evaluation, an Informal Advisory Group on Decentralization was established (IDB.28/6). In an effort to avoid budgetary increases and taking into consideration requests by the Member States, it subsequently introduced the approach of UNIDO Desks.
- This approach materialized in 2004 when a Cooperation Agreement with UNDP was signed and UNIDO Desks, headed by national officers, were established within UNDP offices.
- In 2005, the need for decentralization was further emphasized by the Director-General in his strategic long-term vision statement (IDB.30/23).
- Conformably, the Task Force on Field Operations was established to analyse and assess UNIDO's field presence. In the light of a more favourable financial situation at that time, it presented several scenarios for a properly structured field system (2006).

In line with the recommendations of the Task Force and after wide-reaching consultations, the UNIDO Field Mobility Policy (DGB/(M).97) (included in the ToR as Annex A) was introduced in April 2006, giving priority to the reduction of the high vacancy rates in the field (around 50 per cent at that time).

2.1. Current field network

As of November 2009, the UNIDO field network consisted of 49 field units: 10 Regional Offices, 18 Country Offices, 17 UNIDO Desks, 3 Focal Points and a Regional Centre in Turkey. Table 2 provides an overview of the regional distribution of UNIDO office, clearly reflecting the priority given to industrial development in Africa. Additionally, a world map is included as Annex F, illustrating the worldwide UNIDO presence.

Table 2: UNIDO field offices (November 2009)

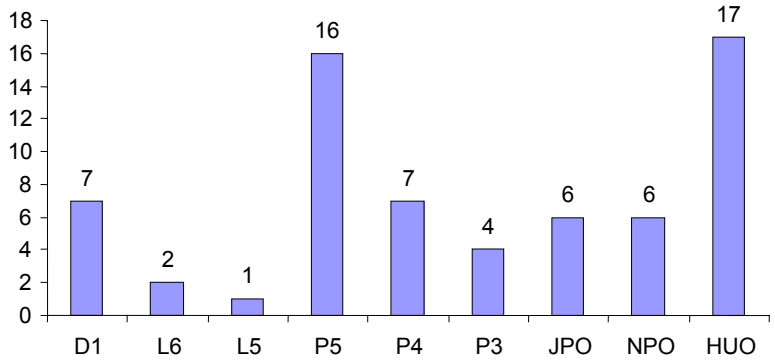
	AFR	ARB	ASP	EUR	LAC
Regional Offices	3	1	3	—	3
Country Offices	8	5	5	—	—
UNIDO Desks	8	1	3	2	3
Focal Points	1	—	1	—	—
Other	—	1	—	1	1
TOTAL	**20**	**8**	**12**	**3**	**7**

Staffing of field offices varies between five or six at Regional Offices, two or three at Country Offices and mostly "one-person shows" at UNIDO Desks. Whereas UNIDO Representatives in Regional Offices are supported by additional professional staff, most Country Offices are staffed with only one international Professional, a secretary and a driver.

The JPO Programme had a more prominent role in the past, which is illustrated by the relatively low number of six JPOs at the time of the evaluation as compared to more than 44 in 1995.

At the time of the evaluation, in November 2009, professional field staff totaled 60, consisting of 37 international and 23 national staff, of which 17 were HUOs. Staff levels are shown in figure 1.

Figure 1: Professional staff in field (November 2009)

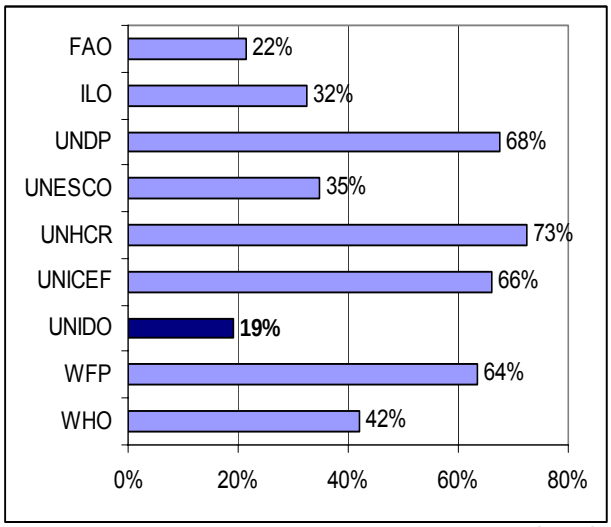


2.2. Field mobility in other development organizations

Organizations in the United Nations system differ considerably with regard to field structure and presence. Organizations such as UNDP, UNICEF and WFP have always had an extensive network of field offices while FAO, ILO, UNESCO and WHO were more HQ-based due to the specialized nature of their services. However, since the 1990s the whole United Nations system has been called on to establish a more efficient field presence and to decentralize.

Figure 2 and table 3 show that UNIDO is not only smaller than most other United Nations organizations in terms of international P-level staff, but also that it has the lowest percentage of staff away from HQ.

Figure 2: International P-staff outside HQ as a percentage of total international P-staff (2008)



Source: CEB personnel statistics 2008.

Table 3: Number of international P- staff (2008)

	P-staff HQ	P-staff other
FAO	1001	275
ILO	457	219
UNDP	615	1283
UNESCO	633	336
UNHCR	445	1178
UNICEF	703	1378
UNIDO	208	49
WFP	477	831
WHO	1062	767

Generally, field rotation is an issue to which significant attention is given by all United Nations organizations. Some brief information in relation to mobility/rotation policies of other agencies is given below.

FAO

Although FAO has traditionally been a HQ-based organization, it has recently undergone a big push for decentralization and can now even be seen as a "hybrid". There is currently no field mobility policy in place but FAO is developing two complementary mobility policies for both short- and long-term assignments. FAO has a field network of five regional and 13 subregional offices that are the base for a well-established technical network. In addition, FAO has 74 small country offices. FAO increasingly sends professional technical staff on short-term assignments to the field (two-three months), and this category accounts for about half of the field staff.

UNDP

For UNDP, the epitome of a field-based organization, field work is perceived as an excellent opportunity and as necessary for making a career. This is emphasized by the UNDP recruitment policy which states that UNDP staff are expected to spend most of their career in the field. As opposed to UNIDO, but similar to UNICEF, the duration of field postings varies and there are no particular financial incentives for staff going to the field. UNDP is currently redefining mobility, which clearly goes beyond a pure geographical move, and a new policy is to be introduced.

UNESCO

Like UNIDO, UNESCO is a HQ-based organization. It introduced a decentralization policy as well as a rotation policy in 2001. The latter does not apply to all posts but only to those P-level posts that are classified as rotational, where there is an equivalent post in the field. Since the introduction of the policy, the international professional staff at field level increased from 25 to 35%.

There are only a few incentives for staff going to the field, but those with field experience are given priority when applying for P-4 or above posts. An important difference with UNIDO is that there is no guarantee of returning to HQ and staff do not retain their grade upon return. During the last three years, about half of the staff leaving for the field moved laterally while the other half moved with a promotion. The job rotation policy is presently being revised.

UNICEF

UNICEF's culture embodies field work and rotation and therefore the organization has never experienced particular problems filling field posts. There is a rotation policy in place which is applied for senior-level posts and UNICEF Country Representatives. Since experience has shown that "forcing" staff to the field can be counter-productive, there is a move towards less enforcement. There are no specific incentives for taking on a field assignment, but promotion within UNICEF is not likely without prior field experience.

The duration of field postings varies between two and five years and depends on the degree of hardship of the respective duty station.

UNICEF's rotation policy is currently under review and a new one might include field posting as a prerequisite for higher level posts.

Swiss Agency for Development and Cooperation

The Swiss bilateral aid agency SDC has a total of 500 international staff members, mainly Swiss, 350 at headquarters and 150 in the field. Although SDC is currently HQ-driven, it is in the process of a major reform that will delegate all operational activities to the field. SDC has had a voluntary rotation policy in place for 15 years. There are no specific incentives for field work but HQ is generally seen as a punishment, while the field is very positively perceived. The selection process for field postings is very transparent, since there is a master plan with all rotation posts available on the intranet and providing information on when the posts become vacant. There are about 60 to 70 field vacancies per year and staff can apply for up to three posts.

A major challenge for SDC is that demand for technical experts has increased recently and the rotation policy is better suited to development generalists, which comprise the majority of SDC staff. There are plans for introducing a two-path approach that differentiates between generalists and specialists.

3.
Findings

3.1. Relevance

Was the Field Mobility Policy relevant to UNIDO's overall field reform agenda and in line with strategies and frameworks?

The FMP was and continues to be relevant to UNIDO's field reform agenda.

The Field Mobility Policy was clearly in line with UNIDO's field reform agenda and the commitment to strengthen its field presence. Both decentralization and field presence have been recurring issues over a long period. The Business Plan on the Future Role and Functions of UNIDO, adopted in 1997, called, inter alia, for effective decentralization through redeployment of staff/resources and delegation of authority, key functions and responsibilities to field offices.

Furthermore, the need for decentralization was emphasized in the Director-General's Strategic Long-term Vision Statement (IDB.30/23) of May 2005. The Organization has over the years grappled with the issue of optimum field presence. An assessment of the field structure and operations was carried out in 2004 and in 2005 a Task Force on field Operations was established. Many of the aspects of the FMP are in line with the recommendations of the assessment and of the Task Force.

The FMP is considered relevant as it contributes to an increased field presence, especially in terms of technical capacities. It is seen as a means for UNIDO to be more attuned to the needs and priorities of Member States and to enable UNIDO to be aligned to the system-wide reform process and play a more efficient role in United Nations field coordination, implementation mechanisms and platforms, such as the United Nations Development Group (UNDG), United Nations Country Teams, CCA/UNDAFs and "Delivering as One". The FMP can be interpreted as proof of the UNIDO commitment towards a renewed United Nations at the country level and as an instrument to bring about increased involvement of the field offices in technical cooperation development and implementation. The FMP also aligned UNIDO to the United Nations rotation policy.

Moreover, the FMP enabled UNIDO to be more attuned to the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action and their call for more coherence, effectiveness and alignment with national priorities and policies. In order to understand national needs, field presence is seen as increasingly important.

The quest for a more efficient and integrated field network was certainly a valid objective for UNIDO. It is also argued that an increased field presence is important from a donor perspective, since donor funding is often decentralized to

country-based offices. Thus a UNIDO presence is important for dialogue aimed at accessing decentralized financial resources.

There was a need for guidance and instruments.

The Field Mobility Policy filled a gap, since there was little guidance and information on issues of field mobility. There were few instruments to promote field mobility and considerable staff uncertainty concerning field postings: "What will happen if I go the field? What will happen when I want to come back?"

Given the need to achieve optimum relevance, technical staff have to be fielded to those countries where a UNIDO presence and UNIDO-related technical competence are most needed. However, account must also be taken of the relatively small size of the Organization and its human resource pool. However, the evaluation team noted the absence of criteria for various levels of field presence or no presence at all.

Particularly important for UNIDO as a development cooperation agency was the relevance of the FMP to address a need to change the negative view of many staff of field work and to broaden staff work experience and competence. More broadly speaking, UNIDO's "soul" and power was at headquarters and it was a headquarters-driven organization with an underdeveloped mobility culture.

In summing up, the following key relevance factors were identified;

- There was a need to increase the presence and visibility of UNIDO in the field.
- UNIDO needed to be attuned to needs and priorities of Member States.
- An instrument to fill vacant posts in the field was missing.
- UNIDO needed to become more attuned to the United Nations rotation policy.
- UNIDO needed to participate in country-level cooperation mechanisms.
- There was a need for incentives for field postings.
- Staff assigned to the field needed clearer career development paths.
- Many UNIDO staff members had limited long-term field experience.
- There was a need to change the negative view of field work.

Another motive was the importance of being close to clients and to maintain regular contacts with partners from the public and the private sectors. However, one could argue that this is less important in today's world of virtual communication.

Looking ahead, the evaluation team finds a continuous relevance of the FMP in view of the strategies and priorities outlined in the MTPF, 2010-2011.

Is the FMP relevant to UNIDO staff?

The FMP is relevant to UNIDO staff in terms of promoting rotation and thereby opening up career development opportunities and in increasing experience, knowledge and versatility.

UNIDO staff recognize the FMP as a tool to increase their experience, knowledge and versatility. The internal consultation process leading up to the adoption of the FMP ensured that aspects of high relevance to UNIDO staff were being addressed, such as career development, staff planning and predictability, effective orientation and induction and performance management. Furthermore, the FMP is found to have been relevant to UNIDO staff as it increased rotation and promotion possibilities, expanded their mobility and paved the way for alternative career paths. Moreover, it is seen as a way to promote better knowledge of the field among staff both at HQ and in the field. The introduced elements of predictability and promotion made field postings more attractive.

While most of the UNIDO interviewees find the FMP relevant, many staff members are still hesitant to "take the leap" and ascribe rather a general relevance than "relevance for me". The field staff survey, however, clearly indicates that staff members deployed to the field find the experience beneficial for their career development at UNIDO.

Is the objective of strengthening the field offices relevant to UNIDO Member States?

An increased field presence is in the interest of partner countries as this enables more in-depth consultation with Governments.

The FMP was seen as relevant by Member States, of which many had, over an extended period, requested a substantial empowerment of field offices and a more effective and integrated field network and presence. In resolution GC.10/Res.2, the General Conference in 2003 requested the Director-General to carry forward the process of decentralization to the field and to further strengthen and rationalize the field operations of the Organization. Moreover, in resolution GC.10/Res.10, the General Conference requested the Director-General to present additional recommendations on decentralization, following the review of the field operations scheduled for the first quarter 2004, including the possibility of a rotation scheme of core professional staff between HQ and the field.

An increased field presence was in the interest of partner countries as this would enable more in-depth consultation with Governments, render staff more knowledgeable about national and regional development issues, strengthen the capacity of field offices to provide technical or policy advice at the national level and make UNIDO interventions more attuned to needs and priorities of recipient countries.

In recent years the Secretariat has engaged in extensive consultation with Member States regarding the opportunity to expand and improve the field structure, and Member States have reaffirmed the need to consolidate the existing field structure and improve organizational efficiency. An informal advisory group on decentralization, open to all Member States was established in 2004 and provided useful inputs to the drafting of the FMP.

3.2. Design of the FMP

Did the FMP, as designed, provide sufficient guidance?

In general the design of the FMP is satisfactory, but some aspects are not totally clear.

The FMP was designed based on a wide-reaching consultation process, an aspect that probably contributed to its relevance and to addressing existing constraints to staff mobility. It is structured along relevant dimensions. After an introduction providing the background and objectives, the FMP addresses the posts that are subject to mobility, the eligibility, duration of field assignments, the announcement and selection process, the new FSSP, which is to make recommendations to the Director-General regarding the assignments of staff, the conditions of service, induction, performance monitoring and the return process to HQ.

The FMP did not establish mandatory mobility. Rather, the FMP encourages mobility and establishes an environment that facilitates mobility. It only covers international professional staff but there is reference also to short-term assignments of General Service staff and National Programme Officers (NPOs).

In general, the design is straightforward and provides good guidance for the implementation of the FMP, in particular with regard to:

- Posts subject to mobility;
- Mobility process;
- Field Service Selection Panel;
- Relevant conditions of service.

Conflicting objectives

Some other aspects are less clear. The FMP refers to two institutional objectives: strengthening the field network and maintaining a critical mass of staff at HQ. These two objectives are potentially conflicting, especially in what turned out to be a zero-growth environment. Although not necessarily mutually exclusive, it has been hard for UNIDO to pursue both objectives simultaneously. The FMP does not specify *how* this potential conflict should be resolved or how different priorities should be balanced. This has affected the implementation of the FMP and will be further discussed in chapter 3.4 on effectiveness.

While the FMP spells out a number of objectives, it does not specify any targets, for example the number of staff to be deployed or assigned to field offices or the targeted field vacancy ratio. This makes it difficult for the Organization, and for this evaluation, to assess the achievement of the objectives.

Duration of field assignment and right to return to headquarters

The maximum duration of a field assignment (box 1 refers) is another key element of the FMP. In particular, the fact that field assignments are to be limited in duration is essential and has removed a former element of uncertainty. While

this is an improvement compared to the pre-FMP era, the paragraph contains some ambiguity as it is not quite clear whether staff members are eligible to return to HQ after four or eight years. It implies that although a "normal" duration of a field posting should be four years, the maximum duration of any period of field duty shall be eight years.

Box 1: FMP – duration of field assignment

"The normal duration of each field assignment will be four years. Upon completion of three years of service in the field, a staff member may apply for a reassignment to another field position or request to be assigned back to headquarters. The maximum duration of any period of field service shall be two consecutive field assignments at two different duty stations, that is, a maximum of eight years."

Source: FMP, paragraph 11.

In addition, the FMP provides insufficient guidance on staff returning to HQ. Of the 45 paragraphs of the FMP, only three address the return of staff. Furthermore, the related formulations are rather generic and do not provide clear guidance. It states for example that "The Organization will make arrangements to ensure that the staff member is reassigned to a position at headquarters that best matches his/her competencies and experience." Thus, it neither specifies how this should be done nor who will be responsible to make the arrangements or if the staff member has the right to return to his/her former branch or division.

Despite the above weaknesses, the FMP gets overall positive marks from staff interviewed for this evaluation. Of the five UNIDO Representatives interviewed, all were of the view that the FMP is satisfactory. Almost half of the staff who participated in the field staff survey were of the view that there is no need to adjust the FMP. The overall positive perception reflects well on the adequate design of the FMP.

3.3. Implementing the FMP

Was the FMP implemented as planned?

The FMP was largely implemented as envisaged. Still, some elements have not or have only partially been adhered to.

The FMP was largely implemented as envisaged and the FMP itself provided sufficient guidance on implementation. Most of the processes that were foreseen were put in place and on time.

The implementation of the FMP had a timely first phase. Of the 26 staff members who moved from HQ to field offices between 2006 and 2009, 21 took up their assignment during the first two years (2006-2007). The general view is that the FMP had a good start and that words were backed up with action.

The selection process as established in the FMP seems to have functioned well. The field staff survey shows that, of the staff who went through the selection process, *all* were of the view that it was professional and adequate.

A central element in the selection process is the Field Service Selection Panel. It consists of senior UNIDO managers and other relevant members of staff. It has been functioning in a satisfactory manner, with the limitation of occasional absences of its members and difficulties in assembling the members in person.

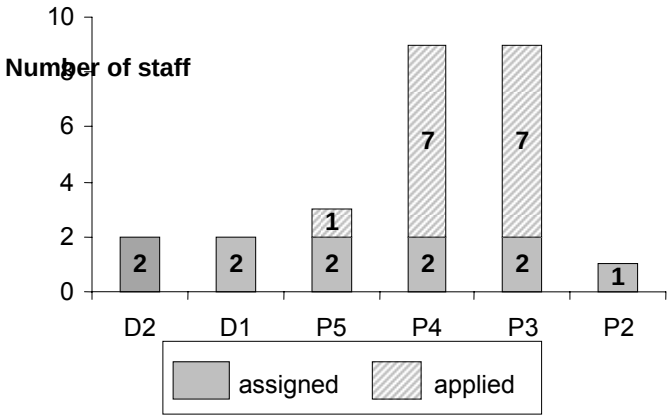
Staff members' move to the field is another dimension of efficient implementation of the FMP. The field staff survey shows that almost 60% consider their move to the field to have been smooth. A further 30% are of the view that the move was acceptable and only three respondents (12%) experienced a cumbersome move. On average it took six months between the application of the candidate and the start of the field posting (average of 14 responses).

After the first two years (2006-2007), the process of mobility slowed down noticeably for inherent reasons. As the vacancy ratio in field offices dropped from 48% in 2005 to 10% in 2008, there were fewer and fewer vacancies in the field and therefore more limited opportunities to move to the field. While at the beginning of the FMP several vacancies were announced simultaneously, as envisaged in the FMP by working with "compendiums of posts", later vacancies were announced ad hoc and individually, as and when a vacancy occurred. Moreover, it was noticed that for the more recent vacancies (since 2006), only a few qualified candidates applied. It is argued that most of the staff interested in a field assignment applied during the first two years and due to the small size of the Organization, the pool of eligible candidates was somewhat exhausted. One hampering factor was inherent in the FMP, which introduced the prerequisite of three years of HQ service to be eligible for a field posting. The Field Service Selection Panel also had to turn down some applicants for lack of relevant qualifications. As a consequence, the vacancies and selection process were opened for new categories of staff, such as Heads of UNIDO Operations and staff of Investment and Technology Promotion Offices. Also, since 2007 eight external international professionals have been recruited for field posts.

Assignment without selection procedure

While the implementation of the FMP was largely implemented as planned, some elements have not or have only partially been adhered to. As outlined above, the FMP established a professional selection process. However, of the 26 staff members who moved to the field only 15 went through the selection procedure while 11—or nearly half—were assigned to field duty (figure 3). While the option of assignment without going through a selection process is in accordance with staff regulation 4.1 and is foreseen in the FMP. it is not fully in line with the spirit of the FMP. Many interviewees mentioned the relatively high number of staff assigned without going through the selection process, which in their view limited the effectiveness of the FMP (see chapter 3.4 on effectiveness).

Figure 3: Grades of professional staff at HQ before field posting



Source: Evaluation team, based on HR data.

Induction

The FMP established the requirement for staff selected for field assignments to receive training before going to the field. According to the FMP, staff are required "to complete a comprehensive induction, which will include all elements relevant to field service on behalf of UNIDO". The need for training before moving to field offices was reaffirmed by the UNIDO Representatives interviewed. This view was also supported by a headquarters voice: "not everybody was a project manager before – these people are stranded in the field." The evaluation team found, however, that over 60% of field staff who answered this survey question indicated that they had not received training before going to the field. However, most returned to HQ at a later stage to participate in an induction programme for field staff. All those who received training were of the opinion that the training was useful.

Performance measurement system

The FMP envisaged the introduction of a system to measure the performance of UNIDO offices and its staff (box 2). The intention was to develop performance indicators for the assessment of the results achieved by each UNIDO field office and its staff. The evaluation team could not establish a clear picture of the extent to which such a system to measure the performance was actually introduced. While RBM work plans have been introduced, it is not obvious to what extent these are or will be used to measure performance or that related performance indicators have been developed.

Box 2: FMP – performance monitoring

"Performance indicators are being developed for the assessment of the results achieved by each UNIDO office and its staff. When the performance indicators are approved, it is expected that they will be utilized by all parties concerned as promulgated. Monitoring of the results achieved, which will include individual appraisal of the performance and conduct of staff members, will be an essential element in the review of the field mobility policy and in decisions with respect to staff assignments, contractual status and career progression."

Source: FMP, paragraph 43.

Overlap

The FMP highlighted the need for overlap between incoming and outgoing staff members and briefing of new incumbents. The evaluation team found that such overlaps had not always materialized or been facilitated. For example, of the five UNIDO Representatives interviewed for this evaluation, two had no overlap with their predecessors and there were even gaps of three to five months. The lack of overlap affects the replacement of staff both at HQ and in field offices. The main reason was a time-consuming recruitment process but there are also cost implications. In one case the replacement of a P-3 staff member at headquarters took 1.5 years. Part of the problem is that vacancies are often announced only when posts are already vacant, which indicates inadequate succession planning.

Staff returning to headquarters

Finally, as noted in the design chapter, the FMP provides little guidance with regard to staff returning to HQ or sent to a new field posting. In 2010 many of the deployed staff will end a four-year assignment and will need to be rotated. This is expected to be an implementation challenge for the Organization and there is a need to develop a rotation mechanism. The Human Resources Management Branch (HRM) is aware of this problem and has already taken several measures. Some HQ posts have been frozen to be kept vacant for returning staff and contracts of some retiring staff have been extended until their posts can be occupied by returning staff.

However, the publication of a compendium of posts, which was due in the last quarter of 2009 (FMP paragraph 12), has been deferred "until management will have taken into account change management or restructuring initiatives, which may affect field assignments and staff rotation"[4]. This deferral should not affect the procedures for staff rotation foreseen under the FMP for 2010.

Some difficulties are foreseen in matching the expectations of returning staff with the needs of the Organization, especially since half of the returning staff will return at a higher grade compared to when they left, due to having been promoted when leaving for the field or while in the field.

[4] Information circular UNIDO/PSM/HRM/INF.112.

Which factors facilitated the implementation of the FMP?

The main incentives have been promotion, retention of new levels and the right to return to headquarters.

Several factors facilitated the implementation of the FMP. The introduction of the FMP itself certainly created a certain momentum, in particular during the initial phase and this accelerated its implementation. The Director-General's personal backing and support of the FMP was mentioned as a positive factor in this regard.

Retention of new grades

The FMP established two key incentives for staff that facilitated the implementation. First, staff who attained a new level through a field assignment retain this level upon return to HQ (box 3). This is not the case in some other organizations, such as FAO or UNESCO.

Box 3: FMP – on the retention of new grades

".. if a staff member attains a new grade through a field assignment (e.g. has been promoted from P-4 to P-5), he/she will retain that grade upon return to headquarters or change of duty station."
Source: FMP, paragraph 9.

Although preference should be given to qualified candidates who have applied for a lateral move, the Field Service Selection Panel "may recommend that a post be filled by promotion" (box 4).

Interestingly, of those staff members who went through the selection process, none applied for a lateral move in spite of a financial incentive to do so (a lump sum of around €3,000). In fact, all candidates were aiming at promotions. Of 27 staff member who moved to the field between 2006 and October 2009, 15 applied for higher-level posts and were promoted.

Box 4: FMP – on posts to be filled by promotions if necessary

"In making its recommendations, FSSP shall give first consideration to qualified candidates who have applied for a lateral move, that is to say, a move from headquarters to a field post corresponding to their current grade. Should it not be possible to identify a qualified candidate for a lateral move, FSSP may recommend that a post be filled by promotion."
Source: FMP, paragraph 23.

Interviews with HQ staff and the field staff survey confirmed that the opportunity to be promoted (and to keep the new grade) was indeed a main incentive to opt for a field posting.

Some interviewees were of the view that the rule to retain the new level upon return to HQ should be changed because: (a) the promotion is not seen as performance-based but rather based on willingness to work in the field; (b) it may encourage staff to work in the field only because of the promotion (wrong incentive); and (c) it inflates the number of higher level staff in UNIDO.

With regard to (a), the evaluation team found that all 15 staff members who were promoted went through a professional and competitive selection process. As

mentioned above, the Field Service Selection Panel did not favourably consider all applications.

With regard to (b), the evaluation team found that indeed the element of promotion is one of the key enabling factors for the implementation of the FMP. The FMP provides an opportunity to advance the careers or eligible and there is nothing wrong with this. Moreover, the field staff survey shows that other factors equally motivate staff to apply for and accept field postings, in particular to gain field experience, to broaden professional competence and to better serve programme countries.

With regard to (c), the increased number of higher level staff in UNIDO is indeed creating a challenge to the Organization. However, in the coming years, a significant number of UNIDO staff members (some 30-50) will retire and many at higher levels, which will allow for "returnees" and for recruiting new staff at lower levels.

The right to return to headquarters

The second key incentive is the right to return to HQ, although as mentioned earlier the mandatory duration of the field service is somewhat ambiguous. The right to return established a sense of security and predictability among staff leaving for the field and alleviated concerns prevailing before the FMP was introduced. At that time there was often a sense that staff were "forgotten" in the field. Many staff members stressed the importance of the limited duration of field assignments. Views differ regarding the ideal duration of field assignments. While a strong majority of staff who participated in the field staff survey were of the view that the ideal duration of a field posting should be three to four years, as is the current practice, some interviewees (mainly at HQ) considered a four-year assignment too long, in particular for technical experts, and argued for more flexibility. Others expressed the view that the length of assignments should be linked to the hardship of the duty station, as is the case for other agencies such as UNDP and UNICEF.

Individual dispositions

Finally, it is worth mentioning that to some staff members the incentives as established by the FMP do not really matter. Rather, the willingness to work at the field level depends to a large degree on individual dispositions: some like working at the field level, others don't. The evaluation found that the FMP was able to mobilize those individuals having a disposition "prepared to work in the field". In other words, even the best FMP may not be able mobilize those staff members with an opposite disposition.

Which factors have hampered the implementation of the FMP?

The implementation of the FMP has been hampered by a number of institutional and individual factors.

Institutional factors

There are a number of institutional factors that hamper the implementation of the FMP. The small size of the Organization limits the room for manoeuvring. UNIDO

is a comparatively small international organization with the consequence that the total number of professional staff is limited. In November 2009, the total number of regular budget-funded professional staff in UNIDO was 278. In addition, being a comparatively small organization limits the total number of field posts. For 2009, 71 posts were established for professional staff in the field, of which 60 were encumbered. As of November 2009, UNIDO field offices were duty stations to 38 international professional staff (including three L-staff), six NPOs and 16 HUOs working at UNIDO Desks in UNDP Offices. There were five JPOs and one Associate Expert working in field duty stations, which is considerably lower than the 40 JPOs at the height of the JPO programme.

In comparison, FAO has approximately 1,000 international professional staff members funded from regular budget resources, of which about 78% are at headquarters and around 22% in the field. In UNESCO 65% are found at headquarters and 35% in the field. The comparatively small UNIDO staff size and the limited number of field posts constrain the room for manoeuvring as it limits the number of possible combinations of posts and staff ("matchmaking"). In addition, many headquarters staff members do not have the right profile to be assigned to a field office and there is the argument of the need for critical mass at headquarters. As mentioned above, there have been some difficulties encountered in filling vacant field posts during the last two years and as a result UNIDO opened up posts to new categories of staff.

The normal duration of each field posting of four years is considered to be a reasonable duration. However, it limits the process of rotation. Furthermore, budgetary constraints limit an expansion of the total number of field posts. The zero growth of the regular budget does not allow the Organization to strengthen field representation with international staff without reducing the number of headquarters staff.

Another limiting factor is that the current implementation modalities are primarily headquarters-based. Some interviewees were of the view that the current business model does not allow for project management at the field level. The evaluation team, however, found examples of efficient project management at the country level (e.g. China, Ethiopia and Madagascar). Nevertheless, limited implementation responsibility at the field level and a loss of project allotment documents (PADs) are mentioned as reasons by technical staff for not considering a field assignment. One staff member made a point by stressing that young people need to develop a personal network at headquarters before moving to the field, otherwise the necessary backing needed in the field is missing. The issue of project implementation is further addressed under the effectiveness chapter.

Individual factors

There are also a number of individual factors. First, while the FMP established the right to return to headquarters, it does not provide guidance on how the return will be organized. For many staff members, the uncertainty of "what post will I get when I return" is a reason for reluctance in applying for a field post.

Second, PTC staff in particular fear losing their professional edge with regard to their specific areas of specialization when being away from headquarters. Being "out of touch", as it was put by one interviewee, appears to be a disabling factor.

The frequent exchange with technical peers is considered to be very important. Not all individuals, however, have the same concern. At least one UR conveyed that it is feasible to maintain a technical dialogue with headquarters colleagues and to contribute to UNIDO's technical expertise by writing technical papers with a particular country focus.

Third, some headquarters staff simply like what they are doing and where they are living and do not see any reason to go to the field.

Fourth, unclear job descriptions and expectations in relation to field posts have created uncertainties and do not encourage applications (see also the effectiveness chapter).

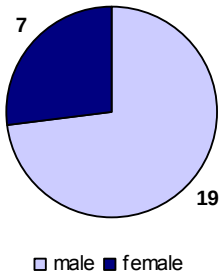
Fifth, some staff are genuinely stressed when sent to the field.

Sixth, some would like to retire in Vienna (including having the farewell party at headquarters) and remain in Vienna after retirement. The unclear legal and fiscal situation with regard to United Nations staff retiring in the field but wishing to settle in Austria is a hampering factor.

Seventh, financial incentives seem to be neither a strong enabling nor a disabling factor. According to the field staff survey, financial incentives were not an important factor in deciding whether or not to accept a field posting. A few interviewees mentioned that field service is financially not very interesting. Given the weak US dollar, the fact that salaries switch from euros to dollars when moving to the field was cited as a significant disadvantage, in particular when having commitments in euros (e.g. child education).

Finally, there are family issues that prevent some from moving to the field. At the same time, the evaluation team did not come across any specific gender issues and noted that seven of the persons deployed (27) were women, i.e. about one-fourth (figure 4).

Figure 4: Share of male and female international staff deployed to field offices (2006-2009)



Source: Evaluation team, based on HRM data.

3.4. Effectiveness

The present chapter assesses progress in achieving the following objectives associated with the FMP:

(1) Increase staff mobility;
(2) Strengthen UNIDO's field presence (quantitatively and qualitatively);
(3) Make the implementation of projects more effective and efficient;
(4) Increase UNIDO's visibility at the country level;
(5) Improve collaboration with the United Nations system;
(6) Strengthen UNIDO's capacity to respond to the priority needs of LDCs;
(7) Maintain the critical mass at headquarters;
(8) Enhance career development and change the image of field service.

(1) Has the FMP increased staff mobility?

The FMP has increased staff mobility.

The FMP aimed at increasing the mobility of staff with the particular objective of moving professional staff from headquarters to field offices. Table 4 shows that 49 staff members have moved to another duty station since 2006 and of these more than half (26) left headquarters in order to work in the field. Given a total of around 270 international professional staff members in UNIDO (2009), almost 20% of international professional staff have moved since 2006.

Table 4: Movement of international professional staff since January 2006

HQ to field	26	55%
Field to HQ	14	29%
Field office to field office	8	16%
Total	**49**	**100%**

Source: UNIDO HRM.

(2a) Has the FMP strengthened UNIDO's field presence in terms of numbers?

The FMP has strengthened UNIDO's field presence in quantitative terms but the presence, in terms of numbers, is still relatively modest.

At the end of 2005, before UNIDO introduced its FMP, 24 international professional staff members were posted in field offices. In 2009, 38 international professional staff worked in field offices. This is an increase of 14 compared to 2005, thus an increase of over 50% (table 5).

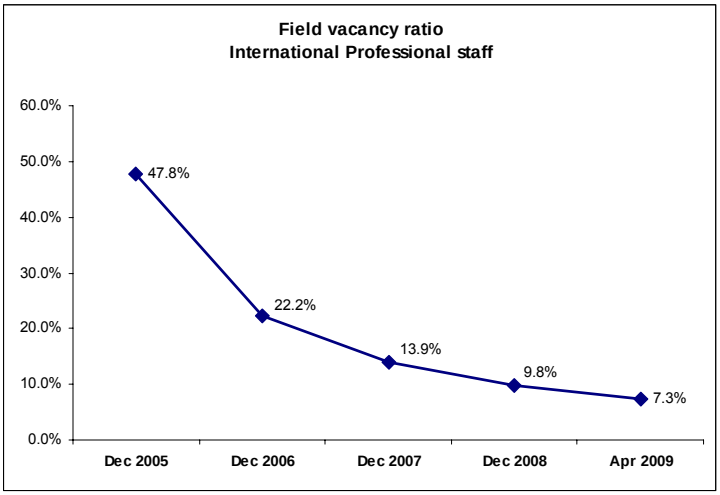
Table 5: Number of staff posted in field offices

	Dec 2005	Dec 2006	Dec 2007	Dec 2008	Apr 2009
Budgeted/established posts	46	36	36	41	41
Staff actually on board	24	28	31	37	38

Source: UNIDO budget.

In 2005, the vacancy ratio for budgeted field posts of international professional staff accounted for more than 47%. Since 2006 this figure has substantially decreased and had reached a level of 7.3% in April 2009 (figure 5).

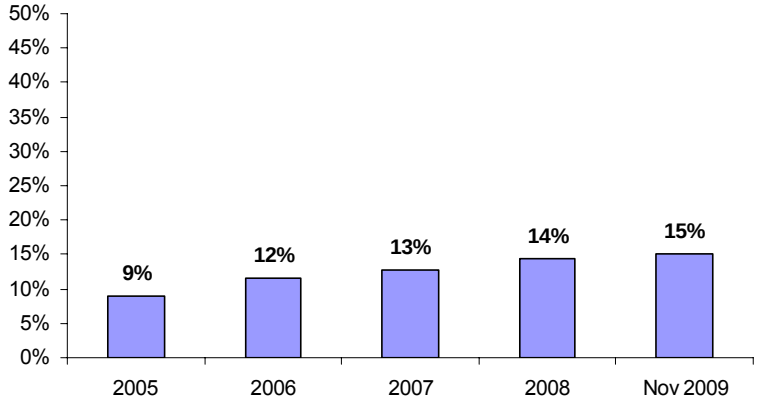
Figure 5: Field vacancy ratio of international professional staff



Source: UNIDO budget.

As of November 2009, 15% (38) of the total number of international professional staff were posted in the field, an increase from 9% in 2005 (figure 6). However, 38 international professional staff members or 15 % at the field level is still relatively low for a United Nations agency. In comparison, UNESCO has about 35% and FAO 25% of the international staff in the field.

Figure 6: International P-staff in field offices as a percentage of total international P-staff (2005-2009)



Source: Evaluation team, based on UNIDO annual reports and Infobase.

(2b) Has the FMP strengthened UNIDO's field presence in terms of quality?

The FMP has strengthened UNIDO's field presence in terms of quality but below its potential.

It is uncontested that UNIDO's field presence has been strengthened in quantitative terms through the FMP and the assumption is that this will contribute to a more efficient UNIDO field presence. Indications are that this has been achieved and that UNIDO is today doing "more" in the field. However, strengthening the capacity of field offices is not only a matter of the quantity of staff but also of quality and the alignment of staff competencies with field office needs and priorities. The views regarding the quality and motivation of staff who took up field assignments since 2006 vary among headquarters staff as well as among UNIDO Representatives. While some are of the opinion that excellent staff were selected for field offices, others express the view that "not only the best went". The relatively high number of staff assigned to field offices, without having applied, suggests that not all staff were strongly motivated to go to the field. A general finding is, however, that many very qualified and motivated staff have moved to the field since the FMP was introduced and that field offices have generally been strengthened in qualitative terms.

Matching of office needs with staff profile

With regard to the matching of office needs with staff profiles, the evaluation found that in many cases there was a clear matching of the profile of the technical staff member going to the field and the priority areas of UNIDO assistance. Adequate matching took place for example when sending a leather specialist to Ethiopia and a Montreal Protocol specialist to China. In other cases, to provide technical expertise was not the priority but rather to have a UNIDO Representative post filled with a competent UNIDO staff member, in general.

The views among UNIDO staff on what constitutes the “right” profile for a field staff member vary widely. In general, there are three broad views which are not mutually exclusive. One view shared by a majority of field staff is that strengthening field offices with technical staff is the right approach. The value added of technical expertise is primarily seen in:

- Providing technical expertise and advice to Governments;
- Enabling faster response times;
- Strengthened UNIDO credibility when interacting with partners;
- Strengthened capacity for project identification, design and implementation;
- Less dependence on headquarters support.

A second view considers technical skills, although certainly useful, not so important for the work in a field office. Rather this view favours an “all-rounder” profile of a more general nature with for example negotiating skills and a broader perspective of the development agenda. In order to be efficient and effective, technical staff should not be too specialized in one area of UNIDO’s services but rather be familiar with the whole range of UNIDO services falling under the three thematic priorities of the Organization.

The third view stresses that there cannot be one “right” profile as this depends on the country requirements, the availability of national technical staff or the presence of chief technical advisers. In countries where high quality national technical staff is available (e.g. Egypt, Mexico), an international generalist is seen as more useful. However, the acceptance of advice from national technical staff by partners in neighbouring countries can be an issue.

The analysis of the field staff survey reveals that the expectations vis-à-vis the responsibilities of URs on the one hand and the second international staff member on the other hand vary. It is expected that URs take the lead in representing UNIDO and the prime responsibility of the second international staff member is seen more in relation to project design and implementation. Both are expected to be equally engaged in advisory services to the Government, which is considered to be a prime responsibility of both.

Efficient use of staff

The extent to which field offices have been strengthened also depends on the efficient use of staff time and competencies. Of particular importance is the extent to which the technical competencies of staff are being used. The survey among field staff reveals that a large majority of the technical staff are of the view that their technical competencies are benefiting the host country and the region. Also the UNIDO Representatives interviewed are of the opinion that the technical competencies provided are useful for the host country/region.

Some headquarters interviewees were, however, of the view that professional staff in field offices spend too much time on administrative work and on representing UNIDO and that their technical competences are not fully utilized. Also, two-thirds of the field staff indicated that administrative work is indeed a major part of their regular activities. It was highlighted that the administrative support by general service staff in field offices is weak and therefore professional

staff have to engage heavily in administrative tasks. In fact, over 40% of the respondents to the field staff survey consider the administrative support system in field offices to be weak.

Job descriptions

The not always efficient use of staff is also related to the finding that, in general, the job descriptions are too generic and not tailored to the specific person nor to the needs of the field office and that they have been drafted with little involvement of the field offices. Of the five URs interviewed only one fully participated in the drafting of the job description of a future staff member. As a consequence of these rather generic job descriptions, it is not always clear to staff what to expect when posted to the field and to others what to expect from them.

(3) Has the implementation of projects become more effective and efficient?

The findings are mixed. While the staff perceptions are positive, neither delivery figures nor PAD management indicate a more efficient and effective implementation of projects.

A majority of the field staff who participated in the survey were of the view that the implementation of projects in field offices had become much more efficient, while one-third were of the view that it had become slightly more efficient. Fewer than 10% could not see any improvement at all. All the URs interviewed expressed the view that the implementation capacity had been strengthened.

At the same time, the evaluation team was told that UNIDO's project/programme implementation strategy was not clear and in particular that the role of the field offices was not well defined. Four of the five URs interviewed expressed the view that the challenge was not the FMP but UNIDO's implementation strategy and that by and large the implementation strategy of UNIDO had not changed since the introduction of the FMP. Project implementation is still mainly managed from headquarters.

Delivery figures

The evaluation team reviewed delivery figures in order to answer the question of whether delivery for countries with field offices that had benefited from the FMP, i.e. staff assigned since 2006, had increased compared to the UNIDO average. The underlying assumption was that strengthened field offices would allow an increase in project volume. However, there does not seem to be any correlation between delivery figures and increase of professional staff in field offices (table 6). The changes in total delivery of the 23 field offices that have benefited from the FMP follow largely the trends of total delivery of all UNIDO field offices. The evaluation team is aware that delivery depends on many aspects and it would be wrong to simply conclude that the field offices had not been strengthened. In addition, it may be too early to see any effects. Nevertheless, it would have been a strong signal if strengthened field offices had shown correspondingly higher delivery.

Table 6: Delivery of field offices having benefited from the FMP (in thousands of dollars)

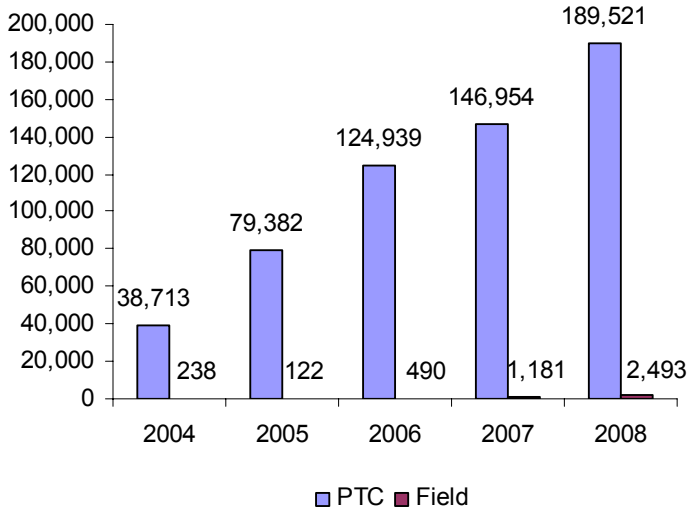
	2005	2006	2007	2008
Total delivery of the 23 UNIDO field offices that benefited from FMP	36.5	37.3	32.4	34.2
	100,0%	+2,1%	-13,1%	+5,37%
Total delivery of all UNIDO field offices	77.0	81.5	75.0	78.9
	100,0%	+5,9%	-7,9%	+5,2%
Total delivery of UNIDO, including interregional programmes	93.8	97.6	96.4	100.4
	100,0%	+4,1%	-1.2%	+4,1%

Source: Evaluation team, based on UNIDO Infobase.

PAD management

An attempt was made to find out to what extent PADs were transferred to field offices. The assumption was that field offices' contributions to project implementation increase with more responsibility to manage projects. However, the evaluation found that there is no consistent approach with regard to PAD management. Most of the technical staff assigned to the field had to hand over all projects to headquarters colleagues. A few could take "their" projects and project allotments with them. However, total PADs managed from field offices are minimal and constituted in 2008 1.3% ($2.5 million) of total PAD value ($192 million) of all ongoing UNIDO projects (figure 7).

Figure 7: PAD management, headquarters and field (thousands of dollars)



Source: Evaluation team, based on UNIDO Agresso

Division of responsibilities and reporting lines

Related to the inconsistent approach with regard to PAD management is the finding that there has been some confusion regarding the division of responsibilities between field offices and headquarters and this has partly been

related to the reporting lines. Only about half the respondents of the field staff survey considered that the division of responsibilities and reporting between the field offices and headquarters or regional offices are clear. Two-thirds were of the view that the division of responsibilities and reporting lines between field offices and UNIDO Desks and other country offices were not clear (table 7). This finding confirms the finding of the earlier evaluation of the UNIDO Desks which stated that "the reporting and supervision lines between UNIDO Desks and UNDP Regional Representatives are still unclear."[5]

Table 7: Have clear division of responsibilities and reporting lines been established?

	Yes	*No*
With HQ	50%	50%
With Regional Office	54%	46%
With Country Offices	35%	65%
With UNIDO Desks	35%	65%
Source: Field staff survey, 2009.		

The unclear reporting lines were recognized by UNIDO management. As a response, Director-General's Bulletin DGB/(M).108 was issued (20 March 2009) to clarify the reporting lines of the Industrial Development Officers (IDOs). This covers staff assigned to field offices up to and including level P-5, JPOS and Associate Experts. The Bulletin established a dual reporting line between IDOs and URs as well as to the Managing Director of PTC (box 5).

Box 5: FMP – Management of Industrial Development Officers

"The UR, at the duty station of the IDO, shall monitor and evaluate as first appraising officer the performance of these staff members. The Managing Director of PTC will act as second appraising officer."
Source: UNIDO/DGB/(M).108, 20 March 2009, para. 3).

Integrated implementation

Based on the field staff survey the evaluation finds that there is progress with regard to the integration of UNIDO's work in terms of information flow between field offices and headquarters and with regard to operational integration. However, according to the URs the extent to which UNIDO's work has become more integrated depends to a large extent on the headquarters backstopping officer. Some project managers "still do everything on their own without involving the field offices". According to some URs, the "PAD-syndrome" (the priority given to controlling project allotments) works as a disincentive to sharing projects and tasks. In the words of another UR: "Old habits die hard". Moreover, the role of field offices in project/programme implementation is, as mentioned above, not always clear.

[5] Joint terminal evaluation of the Implementation of the Cooperation Agreement between the United Nations Industrial Development Organization and the United Nations Development Programme, page 17 (2009).

(4) Has the FMP increased UNIDO's visibility at the country level?

UNIDO's visibility at the country level has increased since the FMP was introduced.

In order to assess the extent to which UNIDO's visibility at the country level has increased as a result of the FMP, the evaluation had to rely on assessments by UNIDO staff. It was beyond the means of this evaluation to ask partners at the country level.

All five UNIDO Representatives interviewed are of the view that UNIDO's visibility and strategic importance in their countries have increased since the FMP was introduced. For three URs this is one of the main results of the FMP. This view is supported by the broader field staff survey. Two-thirds of the respondents believe that UNIDO's visibility and strategic importance have "to a large extent" increased since 2006 when the FMP was introduced. Only 3 respondents (out of 26) are of the view that the increase is limited.

To the evaluation team, this rather positive result can be explained by the fact that more staff allows for increased participation in meetings and conferences which automatically increases UNIDO's visibility.

(5) Has collaboration with the system improves?

Collaboration with the United Nations system has benefited from a larger number of staff in field offices, but capacities are still limited.

A considerable majority of field staff are of the view that collaboration with system-wide mechanisms (UNDAF, One UN, United Nations Country Team) has been made significantly easier with a larger number of field staff. Also, two of the five URs stressed that more staff in field offices allows for much more collaboration with the other agencies.

Views expressed at headquarters deviate to some extent from the rather positive perception of field staff. It was highlighted that there are still not enough people in field offices to effectively participate in all relevant United Nations processes, such as the UNDAF mechanism, and that some staff are underutilized and not used efficiently.

(6) Has the FMP strengthened capacity to respond to the priority needs of LDCs?

It does not seem that UNIDO's capacity to respond to the priority needs of LDCs has significantly strengthened.

In terms of staff being posted to LDCs, there was very little change between 2005 and 2009. While in 2005 there were five international professional staff posted to LDCs[6], in 2009 there were seven[7]. Of the seven, three are based in Ethiopia.

[6] Ethiopia (1), Guinea (1), Senegal (1), Sudan (1), UR Tanzania (1).
[7] Ethiopia (3), Madagascar (1), Senegal (1), Sudan (1), UR Tanzania (1).

It is difficult to assess the extent to which LDCs benefit from strengthened regional offices. Based on the interviews with UNIDO Representatives, it seems that LDCs gained only modestly. Two UNIDO Representatives were of the view that LDCs had to some extent benefited and that the FMP had strengthened the capacity of the Organization to respond to priority needs of LDCs. The examples mentioned were Cambodia, Lao PDR, Uganda, Sudan and Somalia. Two UNIDO Representatives were of the view that LDCs had not benefited.

(7) Has it been possible to maintain the critical mass of staff at headquarters?

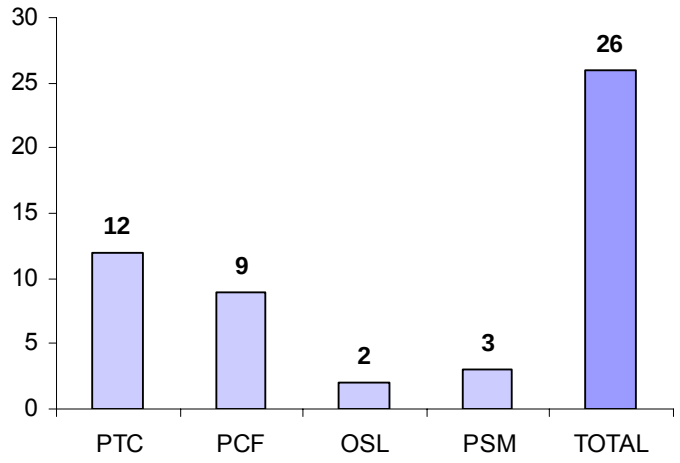
The *quantitative* technical capacity at headquarters has not been reduced since the FMP was introduced in 2006. However, it appears that the *qualitative* capacity has been weakened and that the Organization has reached a critically low level of capacity at headquarters, given the growing technical assistance portfolio.

When the FMP was introduced, it was clear that the needs of field offices must be balanced with the needs of headquarters. In particular, it was recognized that a critical mass of staff at headquarters must remain. Given a zero-growth regular budget there is a trade-off between strengthening field offices with technical staff on the one hand and maintaining a global centre of technical excellence at headquarters on the other, for the benefit of all partner countries.

In order to assess whether the critical mass was maintained, one needs to know what the critical mass actually is or should be. In general, UNIDO has one to three experts for any given specialized technical area but there are exceptions. For example in the area of subcontracting there is only one expert in the Organization. However, the evaluation found that the Organization as a whole had not defined the headquarters critical mass, and thus it is difficult to answer this key evaluation question.

In the absence of a benchmark (i.e. critical mass not defined), the evaluation compared staff data before and after the introduction of the FMP. Of the 26 staff members who have moved to field offices since 2006, 12 came from PTC and 9 from PCF (figure 8). However, staff members have also been replaced. In the case of PTC, the number of professional staff was only modestly reduced in 2007 and 2008, and in 2009 the number of staff was back to the 2005 level (93 staff members, table 8). Moreover, as only 3 of the 15 staff members who have returned to headquarters since 2006 took up assignments in PTC, it can be argued that the total number of technical staff (headquarters and field offices) has actually increased since 2006 by 10.

Figure 8: Divisions from which staff were deployed to the field



Source: Evaluation team, based on UNIDO budget data.

Table 8: Number of professional staff on posts (June for each year)

	2004	2005	2006	2007	2008	2009
PTC	102	93	93	88	86	93
PCF	43	45	41	35	42	42
FIELD (incl. NPOs)	29	26	36	43	50	58
Total	237	232	237	230	191	199

Source: UNIDO budget.

In spite of the numbers, which indicate that headquarters was not weakened, the overwhelming view expressed at headquarters is that the Organization has reached its limit with regard to the minimum number of technical experts at headquarters and that UNIDO cannot afford to further decentralize its technical staff, considering its growing implementation portfolio. This view can be illustrated by a statement of a former member of the Task Force on Field Operations: "UNIDO is not far from the pain line."

It was noticed that some highly specialized experts were transferred to field offices, not all of whom were replaced or only after a long period. Examples are the leather expert (constituting 50% of UNIDO's leather expertise) who was posted to Ethiopia and the expert on public private partnership who left for Mexico, both of whom were only replaced after 1.5 years.

Second, some experts have not been replaced with equally qualified staff. At times, senior experts were replaced with junior experts. In recruiting junior instead of senior experts, the overall number of experts could be expanded (given an unchanged overall budget). In other cases it was simply difficult to find someone with the same level of knowledge and experience.

Finally, as the overall UNIDO portfolio of projects is growing (see figure 7) – with a zero-growth regular budget, the pressure on project managers would have

been increasing irrespectively of the FMP, but the FMP did not ease this pressure.

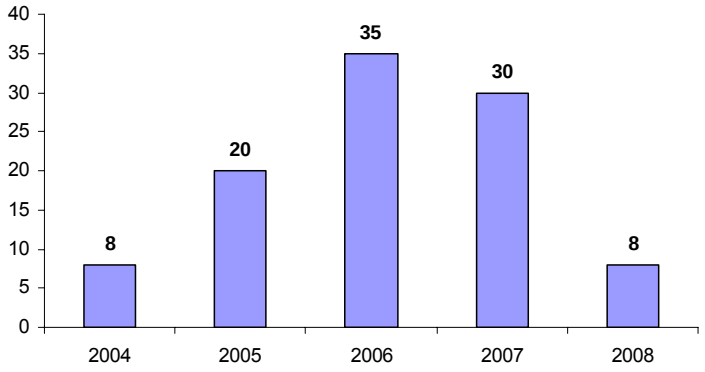
(8) Has the FMP enhanced career development and changed the field service image?

The FMP has opened up career perspectives and increased staff experience, knowledge and versatility. The image of field service has been improving.

The FMP was not introduced only in order to pursue institutional objectives. It also intended to achieve objectives at the individual staff member level. The policy stipulates that mobility increases staff experience, knowledge, versatility and managerial competences. Moreover, the FMP intended to support career development by rewarding field experience. In addition, the evaluation team was told that an unwritten objective was to change the somewhat negative perception among UNIDO staff of field service.

The FMP certainly helped to advance the career of many staff members. Of the 26 who transferred to the field between 2006 and 2009, 16 were promoted. This had implications for the overall number of promotions of professional staff in the Organization. During 2006 and 2007 there was a noticeable increase in promotions (figure 9). The field staff survey confirmed this finding. Sixteen respondents strongly agreed that field service was beneficial for their career development at UNIDO.

Figure 9: Number of promotions of professional staff per year (2004-2008)



Source: Evaluation team, based on UNIDO annual report.

The perspectives after the field assignment are less clear and of course it is beyond the scope of this evaluation to assess long-term career prospects.

Image of field service

Field postings have long been perceived by UNIDO staff as associated with a negative stigma (some kind of “punishment”), a view stressed by many

interviewees at headquarters. The term “dumping place” was used for field offices.

Although there have been a relatively high number of assigned postings during the past few years, overall the image of field service is changing for the better. First, it was highlighted that some very good people applied for field posts. Second, it appears that the field post experience is enriching and positive. One UR put it this way:

“To work in the field is a tremendous opportunity after 25 years at headquarters.”

The FMP certainly contributes to the broadening of the work experience and competence of UNIDO staff. The fielding of an investment promotion specialist to UR Tanzania and a private sector development specialist to Thailand are examples.

When asked if respondents were in favour of a new field posting given the experience in the field, 11 staff members provided a “definitely yes” answer, which indicates a positive perception of field service. Additionally answered “probably yes” and almost two-thirds were in favour of a new field posting. Only four staff members would “probably not” favour another field posting.

This positive finding is further supported by the fact that almost 90% of field staff who participated in the survey would encourage colleagues to consider a field post. Some would do so while at the same time stressing risks and challenges.

Views expressed at headquarters varied. More senior staff see a field posting as a great opportunity and experience: “It helps tremendously to open the horizon.” For the mid-career or younger staff a field assignment appears to be less obvious.

While overall the finding is positive, the view was expressed at headquarters that the FMP does give more weight to the interests of individual staff than to institutional interests. Accordingly, the question is not only “What can the organization do for its staff?” but also “What can staff do for the organization?”

3.5. Cost effectiveness

Has the FMP been cost-effective?

The FMP has had financial implications for the Organization. International staff at field offices have not always been fully utilized. A meaningful comparison of different modalities of field representation and their cost is difficult.

Cost effectiveness refers to the cost of achieving stated objectives. An implementation is, in principal, cost-effective, if the lowest cost alternatives have been used to achieve specified objectives. It is a pertinent issue for this evaluation, especially since the FMP has been implemented in a zero- growth

environment and under budgetary constraints. The issue of strengthened field offices needs to be seen in a wider perspective.

To assess the cost effectiveness of the FMP is complex, as there are many factors and objectives which need to be looked into. As an example, the cost effectiveness aspect of a strengthened field presence is different from the cost effectiveness of improving UNIDO's capacity for technical assistance delivery. Here we are mainly concerned with the costs of achieving the objective of a strengthened field presence, which we interpret as the main objective or purpose of the FMP.

Cost of field staff

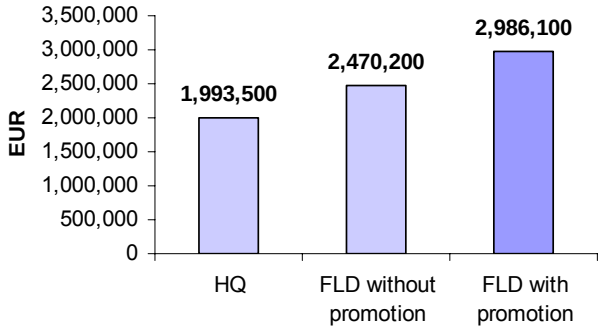
In general, the costs of staff based in field offices are higher than if the same staff are based at headquarters. For example, in the Swiss Agency for Development and Cooperation the costs of field staff are between 1.5 to 1.8 times higher, depending on allowances. For UNIDO the total staff cost, based on standard rates (2009), of 15 staff members who moved to the field increased by 24%, from €1.99 million to €2.47 million (figure 10).

Cost of promotions

The fact that the large majority of staff moving to the field since the FMP was introduced have been promoted and that there have been very few lateral moves has also implied a cost increase. Looking at the same 15 staff members and taking into account their promotions, total staff cost increases by 50% from €1.994 million to €2.986 million (figure 10, based on 2009 standard rates). From a purely budgetary perspective, however, it can be argued that the promotions did not have implications on the overall budget, as the promoted staff filled vacant and budgeted field posts.

However, there may be a long-term financial implication as promoted staff retain the new level upon return to headquarters. In addition, it may be difficult to arrange for suitable posts upon return to headquarters for staff with high post levels because of the level pyramid: the higher the level the fewer the posts. At the same time, it is not cost-effective to fill a post when a lower-level staff member would have sufficed. It is expected that there will be some challenge in receiving returning P-5s and D-1s. At the same time, it is foreseen that the retirement of a significant number of senior staff in the coming years will open up vacancies and provide some room for manoeuvring.

Figure 10: Staff costs for promoted headquarters and field staff (euros) [8]



Source: Evaluation team, based on HRM and FIN data.

Efficient use of field staff

From a cost effectiveness point of view, not only do actual costs matter but also how efficiently resources are used. There are indications of technical staff being posted to field offices who are not working at full capacity or of their capacities being less utilized compared to when they were based at headquarters. Moreover, resources of the UNIDO technical branches are presently strained due to a substantial increase in technical assistance delivery but without a corresponding increase in staff resources.

It was conveyed to the evaluation team that technical staff at field offices spend a substantial amount of their time on administrative work, often because of inadequate administrative capacities in field offices, and that this brings a sub-optimization of resources.

Another argument is that technical specialists at field offices mainly serve the countries in the region directly covered by the field offices, whereas technical specialists at headquarters can, in principal, be called upon by all partner countries. Thus, the benefits of assigning a staff member to a field office have in some cases been found to be lower than the benefits of the staff member operating from headquarters. Consequently, the overall benefit to the Organization is negative, although the benefit for a country or region can be high. A general observation is that limited technical resources are more useful at headquarters than in the field although the usefulness of PTC staff in the field is uncontested. Thus indications are that, at the present level of staff, it can be more cost-effective to have a higher staff presence at headquarters.

Alternative modalities

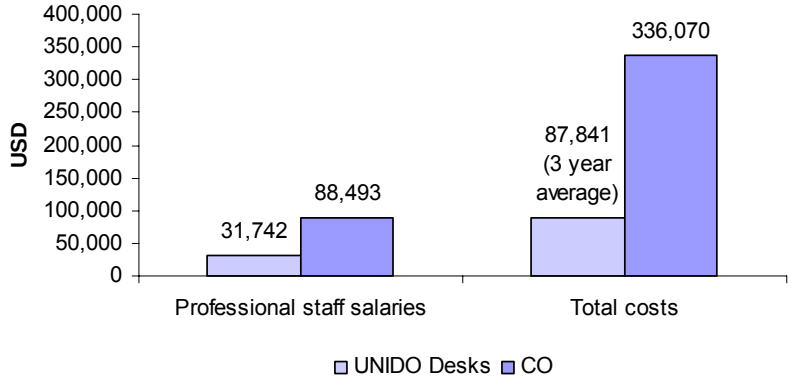
[8] Calculations for the 15 people deployed to the field AND promoted:

1. Standard rates of the 15 at HQ according to their grades: €1.99 million
2. Standard rates of the 15 in the FIELD according to their HQ grades: €2.47 million.
3. Standard rates of the 15 in the FIELD according to their new grades (with promotion) - €2.986 million.

UNIDO's management is aware of these issues and has made efforts to come up with alternative and more cost-effective modalities. The UNIDO Desks or Heads of UNIDO Operations (HUOs) were introduced (similarly to the FMP) to strengthen UNIDO's field presence but through less costly national staff. The 2009 evaluation of the Joint UNIDO/UNDP Cooperation Agreement finds that the HUOs can be a cost-effective modality of field representation. The average cost of a UNIDO Desk is significantly lower than the average cost of a Country Office (figure 11). This comparison has its limitations however, as the scope of work varies widely. Additionally, the above-mentioned evaluation concluded that UNIDO had not defined clear criteria for the establishment of UNIDO Desks and recommends that "UNIDO should establish a transparent selection and review mechanism".

Furthermore, National Programme Officers have been recruited and posted at various field offices, in order to strengthen the capacities of these offices. Although national staff can not fully substitute the role of international staff, this has been a worthwhile development and UNIDO has been in a position to recruit highly qualified nationals, as United Nations salaries are competitive. On the other hand, the JPO programme with very small costs to the Organization is at a very low level.

Figure 11: Cost of UNIDO Desks and Country Offices in 2008 (dollars)



Source: Evaluation team, based on UNIDO Agresso.

Comparing modalities

There is, however, the other side of the argument: that international staff in the field bring experience from other countries, in-depth knowledge of UNIDO programmes, innovative ideas and an international network of technical consultants. The 2009 evaluation of the Joint UNIDO/UNDP Cooperation Agreement found that HUOs need to be complemented with international staff for high-level interaction.

It has been pointed out in various meetings and documents that the costs of decentralization are substantial and that this is one reason why full implementation has not been possible. Several attempts were made by UNIDO in the period leading up the FMP to cost various scenarios for decentralization but

the challenge of comparing various modalities with different purposes have made a meaningful comparison difficult.

4. Conclusions

4.1. Relevance

The FMP was undoubtedly a necessary instrument providing the needed guidance and incentives to strengthen UNIDO's field presence and filled an existing gap at the time of its conception. It established the principle of rotation, opened up career development prospects and gave due weight to country experience.

The FMP was, furthermore, relevant to the One UN agenda and its focus on country-based cooperation mechanisms. The FMP has, in addition, been found to be relevant in view of the decentralization processes initiated by the United Nations and the donor community.

Parallel to the FMP, other instruments to strengthen UNIDO's field presence have been introduced, such as the Heads of UNIDO Operations (HUOs). This modality has equally proven to be a relevant modality. It has strengthened UNIDO's field presence and has proven to be a cost-effective instrument.

The FMP has to a large extent been implemented as planned despite a number of hampering factors. The main constraining institutional factor has been the small human resource base which limits the room for manoeuver both in terms of quantity and in terms of matching competencies with institutional needs. Visually speaking: it is difficult to play dominos with only a few tiles.

The policy was designed in a manner that, to the extent possible, offset these factors and introduced clear incentives. The two key elements that facilitated implementation (the retention of new grades and the right to return to headquarters) constituted clear and strong incentives for staff to apply for a field posting. The importance of the career development perspective is underlined by the fact that none of the staff who went through the selection process applied for a lateral move.

Implementation of the FMP had a very good start but after two years the rotation process slowed down notably. The main reasons were that the vacant posts in field offices were filled and the pool of interested and qualified candidates dried out. Given the zero-growth budget, this was to be expected.

The lack of overlap between incoming and outgoing staff, related to a slow recruitment process and inadequate succession planning, reduced efficiency in implementing the FMP.

4.2. Effectiveness

Overall, the introduction of the FMP was a right step for the Organization and the FMP was successful in achieving many of its objectives. It was certainly a success in terms of increasing staff mobility, enhancing career perspectives and improving the image of field work. Other positive results are the facts that the number of posts in the field has increased and the vacancy ratio was significantly reduced.

There are also indications of a strengthened UNIDO field network and presence. A number of field offices were strengthened in terms of staff, UNIDO's visibility increased and collaboration with other United Nations agencies improved. However, the capacities of field offices are still very limited and the implementation of projects and programmes has not evidently become more efficient or field-based. The expectations in these regards seem to have been too high and there was a need for other supporting elements such as clearer and expanding roles for field offices in project/programme implementation.

In some instances the transfer of technical expertise to field offices was not fully compensated at headquarters and as a consequence headquarters capacities were somewhat weakened.

However, staff posted to field offices are not lost to the Organization. Not only are they expected to return to headquarters, they remain a part of UNIDO's global knowledge network, which is being enriched through field office exposure.

4.3. Cost effectiveness

Given a zero-growth regular budget there is a trade-off between sending relatively expensive international professional staff to field offices and strengthening field offices with cheaper national professional staff. Along the same line, HUOs can be a cost-effective alternative, depending on the mandate and scope of the field office.

There is also a cost effectiveness trade-off between having technical staff at field offices or at headquarters. The findings indicate that, given the current project implementation modalities, it can be more cost-effective to have a higher presence of technical staff at headquarters than at field offices.

UNIDO has no policy on field presence and no criteria for when the field office should be a Regional or a Country Office, or a UNIDO Desk. Neither have the roles of technical staff at field offices been clearly defined. There is also a need for more administrative capacities at field offices in order to ensure that international staff are used in an optimum manner.

4.4. Overall conclusions

Balancing the gains of the FMP (increased staff mobility, enhanced career development, improved image of field service and strengthened field offices, including improved visibility and collaboration within the United Nations system)

on the one hand with the negative effects (weakened headquarters, additional costs) on the other, the conclusion is that overall the FMP has been a positive and necessary step for the Organization.

However, given a zero-growth regular budget the challenge of strengthening field offices and at the same time maintaining a global centre of technical excellence at headquarters remains. In light of the strong growth in technical delivery, mainly managed from headquarters, and the existing field capacity there is a case for augmenting the role of field offices in project/programme implementation.

A second trade-off exists between sending relatively expensive international professional staff to field offices and strengthening field offices with less expensive national professional staff, and here there is a need for policy and strategic guidance.

UNIDO chose a prudent approach to field mobility, not establishing very ambitious targets and placing the emphasis on incentives as opposed to mandatory mobility. A major challenge for the Organization has been the zero-growth environment and the need for a balance between a critical mass at headquarters and strengthened field offices. The conversion of HQ posts to lower-level positions was one way of responding to this challenge. Another was the introduction of HuOs.

Finally, the FMP is only a tool to contribute to the achievement of institutional objectives and, above all, to development objectives. In the following chapter specific recommendations are put forward in order to increase its efficiency and effectiveness.

5.
Recommendations

1. Establish a more enabling environment before proceeding to a revision of the FMP.

- **In order for the FMP to be fully effective there is a need for a policy on field presence.** Such a policy should define criteria for the establishment/presence of Regional Offices, Country Offices and UNIDO Desks. The policy should allow for flexibility in order to take specific national contexts into account.
- **UNIDO should define its project/programme implementation strategy.** The development of a field presence policy must go hand in hand with the establishment of an overall implementation strategy. This should define the division of labour between headquarters and the field and the role of the field office, including technical staff, in project/programme implementation.
- **The functions and roles of all staff in the field should be clearly defined and also the critical mass of regional offices needs to be established.** International staff should be assigned where most needed and complemented by national staff, administrative as well as managerial. Criteria for assigning international professional staff and national professional staff should be developed.
- **The field offices should be endowed with more administrative capacities.** Although this has budgetary implications, it would contribute to a more efficient use of international and national managerial staff.
- **The critical mass at headquarters should be defined.** The Organization needs to define the critical mass required at headquarters to perform its core functions and achieve its strategic objectives. The critical mass is not only a matter of numbers there is also a critical *quality* of mass and both should be defined.

2. Revise the FMP in order to gain in clarity and remove ambiguities.

- **Objectives should be specific, measurable and prioritized (strategic, outcome and outputs).** Indicators should be developed for the various objectives. An attempt should be made to show *how* the potential conflict between strengthened field offices and maintaining a critical mass at headquarters should be resolved.
- **There should be clear guidance on re-integration and rotation and the "right" to return should be clarified**. The FMP should provide more guidance on rotation and re-integration after 4/8 years. In particular it should be explicit which divisions are responsible for the re-integration of staff.

- **Job descriptions should be more specific.** The FMP should ensure that job descriptions for field posts are specific and drafted in close collaboration with the respective UNIDO Representative. The generic job descriptions, which also need to be refined (see above), must be adjusted to the respective field office needs.
- **The expectation of staff to move to the field should be more pronounced.** The FMP should make it explicit that all staff should be prepared to work at the field level as is currently specified in UNIDO vacancy announcements. At the same not time all posts should be rotation posts. Field postings should be one criterion for advancement to higher managerial positions.

3. Put the FMP into a larger perspective of rotation planning.

- **Develop a rotation policy for UNIDO.** The Organization must have a clear overview of all rotation posts. These can be both at field offices and at headquarters. In general, rotation posts are posts with a limited duration (e.g. four-year field office assignments). The related roster must be updated annually.
- **Work with a "compendium of posts".** The Organization should move away from ad hoc appointments and go back to the initial idea to work with a compendium of vacant posts.
- **Establish an annual rotation date and match-making exercise.** The Organization should establish a yearly rotation date or period and conduct an annual match-making exercise.
- **A five-year master plan should be introduced**. In order to enable efficient succession planning, a five-year master plan with all rotation posts should be introduced (see example in Annex E). The master-plan should contain:
  (a) All established rotation posts at headquarters and in the field;
  (b) The names of all current post holders;
  (c) The year the assignments of current post holders end.

  Such a master plan should be accessible to all staff and be posted on the intranet.

4. Additional recommendations

- **The eligibility criterion of "three or more years of continuous service under the 100 Series" (para. 10) should be removed** The Organization should consider shortening the period in order to increase the pool of eligible candidates.
- **Revitalize the JPO programme**. In former times, UNIDO staff in the field were significantly supported by JPOs, all funded by donor Governments. This could still be a cost-effective way of strengthening field offices.
- **The status of staff retiring in the field should be clarified.** The Organization should clarify the procedures for staff retiring in the field and in particular whether they are entitled to permanent residency in Austria.

This issue may need to be pursued with the Austrian authorities and in cooperation with other United Nations agencies in Vienna.

- **A second-phase evaluation should be carried out.** As the full rotation cycle of four years comes to an end only in 2010, the Organization should consider a second-phase evaluation of the FMP in 2011 in order to assess the results in terms of reintegrating staff at headquarters and filling vacant field posts.
- **Assessment procedures in line with the RBM work plans and staff compacts should be developed for field offices.**

Annex A: Terms of reference

UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION

Terms of Reference

Process Evaluation of UNIDO's

Field Mobility Policy

August 2009

1. Background

One of the first major steps towards an increased coverage of UNIDO's field offices was the Cooperation Agreement with UNDP in 2004, which was the subject of an independent evaluation (2006).
The need for a decentralization of the Organization was further emphasized by the Director-General in UNIDO's strategic long-term vision statement (IDB.30/23) in May 2005. Conformably, a task force on field operations was established to analyze and assess UNIDO's field presence.
The strengthening of UNIDO's field offices has also been given high priority within the two most recent medium-term programme frameworks (2006-2009 and 2010-2013).

On 21 April 2006, UNIDO's Field Mobility Policy was introduced through the Director-General's Bulletin DGB/(M).97, attached as an annex. It established the direction and rules that UNIDO should follow in order "to strengthen the Organization's field network so as to bring its services closer to its clients and strategic partners in developing countries and countries with economies in transition".

The Policy is a manifestation of UNIDO's field reform which was initiated as a response to calls for a more effective and integrated field network and presence. In the light of the favorable financial situation at that time, UNIDO's Member States had requested a substantial empowerment of Field Offices.

The Field Mobility Policy was designed based on a wide-reaching consultation process and contains "managed succession planning with a mobility schedule". Areas for improvement that were addressed were: career development of staff; staff planning and predictability in assignments; effective orientation and induction prior to field service and performance management.

The Policy aimed at:

- Developing a more integrated approach to UNIDO's work,
- Increasing staff mobility,
- Promoting better knowledge of the field at headquarters and vice versa and

- Ensuring that the field system is perceived to be an attractive, rewarding and professionally enriching career move.
- Establishing a clear career development path for staff assigned to the field.

The Policy has been implemented and according to UNIDO's Annual Report 2008 the percentage of P-level staff had increased by 56 percent since the field mobility policy was launched. However, one of the main challenges has been to maintain a critical mass of staff and consequently institutional memory at headquarters while moving technical specialists to the field.

The evaluation of the Field Mobility Policy was included in EVA's work programme for 2008/09 and approved by the Executive Board and will be done in close cooperation with the Human Resource Management Branch (PSM/HRM) and the Regional and Field Operations Branch (PCF/RFO).
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This independent evaluation will assess the dynamics of the implementation of the Policy in the context of the overall field reform. It will also assess its effectiveness with regards to strengthening UNIDO's field presence and the Capacity of the Organization to be more attuned to needs and priorities of member countries.

2. Objectives of the evaluation

The main purpose of this evaluation is to assess the implementation and effectiveness of the Policy.

With this overall objective in mind, the assessment will cover both programmatic and process aspects, including:

- The actual implementation of the Policy.
- The experiences acquired and the results achieved since the introduction of the Policy.
- The progress in terms of strengthening UNIDO's field presence and becoming more responsive to the needs of partner governments.

It is designed to present evidence and findings on the past performance as well as recommendations for future steps, including a possible revision of the Policy.

3. Methodology

The evaluation of the Policy will be covered through desk reviews, quantitative and qualitative analyses, surveys and stakeholder interviews. A (random) selection of relevant Field Offices will be covered through in depth interviews. Moreover, the evaluation will also look at the practices and experiences of other agencies (UNICEF, UNDP, FAO, UNESCO, etc).

A participatory and interactive approach will be applied involving UNIDO staff both in the field and at headquarters with the objective of collecting relevant and accurate information and reaching valid consensus.

The evaluation will consist of the following main components:

- Desk review of background documents and other relevant documents
- Collection and quantitative analysis of HRM data
- Quantitative and qualitative analysis of field activities and disbursements

- Internet survey among:
  - UNIDO staff who participated in the field mobility scheme,
  - UNIDO Representatives (URs) of affected field offices

- In-depth interviews with:
  - URs of a sample of relevant field offices and respective national counterparts
  - HRM staff involved in the field mobility programme
  - Members of the Field Service Selection Panel
  - Key UNIDO informants (OSL/PCF/PTC/PSM)
  - Persons familiar with field mobility issues at other UN agencies

4. Key issues to be addressed

A. Relevance

- Is the Policy relevant to UNIDO's overall field reform agenda and in line with present strategies and frameworks?
- Is the objective of strengthening the Field Offices relevant to UNIDO's Members and strategic partners in developing countries?
- Is the field reform relevant to the One UN agenda?

B. Process

- The broader context of the Field Mobility Policy and how it was designed and implemented
- Was the implementation of the Policy also supported by other measures? Were other measures called for?
- Did the Policy provide adequate guidance on implementation?
- To what extent did UNIDO promote the Policy among staff and other stakeholders? Was the adoption of the Policy communicated well?
- To what extent did PTC and PCF support the implementation?
- By what route have staff entered the field mobility programme?
- How have affected staff experienced the selection process and the move to the field?
- How did the transfer of technical staff affect the respective PTC branches at headquarters?
- Which factors have supported or hindered the implementation of the Policy?

To what extent have the measures that were planned or that the Task Force suggested been implemented? Where they effective?

- UNIDO field Web-Based Platform
- Tool to increase analytical capacity of staff, Country Needs Assessment Tool
- System to measure performance of field offices and their staff
- Regular updated communications strategy for field offices
- Establishment of field coordinator post

(among others).

C. Coverage

- How many posts were established as a result of the introduction of the Policy?
- What number and proportion of (new) staff members has applied?
- What number and proportion of (new) staff members was actually assigned/re-assigned to Field Offices since the Policy was established?

- What were the characteristics (gender, age, grade, etc) of the staff members transferred under the Field Mobility Policy?

D. Effectiveness

Has the introduction of the Policy achieved its objectives?

- To what extent have field posts increased?
- Has the number of vacancies against budgeted posts decreased?
- To what extent has staff mobility increased?
- Have additional staff members been assigned to the Field Offices?
- To what extent has UNIDO's field network been strengthened?
- To what extent has UNIDO's work become more integrated? Have there been clear relationships and reporting lines established between ROs, COs and UDs?

What are the main results of the implementation of the Field Mobility Policy?

- Has the perception of working in the field changed among UNIDO staff?
- Has the implementation of projects become more effective and efficient?
- What has been the value added of a "strong" field office with technical expertise?
- Has the Policy contributed to a more varied HR base with a multi-skilled staff?
- Has the field mobility programme enhanced career development?
- Has UNIDO's visibility and strategic importance in the respective countries increased?
- Has the Policy strengthened the capacity of the Organization to respond to priority needs of LDCs?
- To what extent has the quality of technical cooperation improved?
- Has a larger number of field staff made the collaboration with UN-wide mechanisms (UNDAF, MDG-based poverty-reduction strategy papers (PRSPs)) easier?

What are the needs and prospects of further strengthening UNIDO's field representation?

E. Efficiency of process

- To what extent has the implementation of the Field Mobility Policy (assessment programme, field mobility application forms, FSSP, etc) been efficient?
- To what extent is the new selection process (assessment centre, FSSP, etc) efficient?
- What are the costs/benefits of the newly introduced incentives?
- To what extent is increased staff mobility and field presence cost-effective?
- Does UNIDO have a cost-effective field structure?

F. Sustainability

- Is the Field Mobility Policy sustainable?
- Have there been developments that suggest an alternative approach/policy for an efficient field presence?

G. Gender

- Were there any gender issues?
- The evaluation will analyze gender-disaggregated data in order to come up with gender specific findings and recommendations.

5. Reporting

The main output of the independent evaluation is a final report of around 40 pages with a 3-page executive summary in English. The report should cover the key evaluation issues

outlined in the previous chapter. It should describe the methodology used and highlight any methodological limitations, identify key concerns and present evidence-based findings, conclusions, recommendations and lessons learned.

The draft report will be shared with UNIDO staff for initial review and consultation. They may provide feedback, point out facts and state their objections to the report. The evaluator will also seek agreement on the findings and recommendations. The evaluators will take comments into consideration when preparing the final version of the report.

Quality assessment of the evaluation report

All UNIDO evaluation reports are subject to quality assessments by the UNIDO Evaluation Group. The final evaluation report will be submitted to UNIDO's Executive Board.

The Evaluation Management Response will outline the evaluation recommendations. The Branch and Unit Management and the concerned project managers will be responsible for providing comments and suggesting actions for follow-up. A respective document, which will be posted on the UNIDO intranet, will allow for tracking of the follow-up of each recommendation and ensure learning across UNIDO.

The evaluation report will be posted on the UNIDO internet website: http://www.unido.org/evaluation.

6. Evaluation team

The evaluation requires in-depth and inter-disciplinary knowledge and experience in international development and evaluation. It will be carried out by a UNIDO OSL/EVA staff member and two international consultants with the required qualifications and experience. According to UNIDO rules, the members of the evaluation team must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the Policy under evaluation.

7. Timing

The evaluation is scheduled to take place as soon as practically possible within 14 September and 30 November 2009.

8. Work plan

Task	Deadline
Draft ToR	31 Aug
Final ToR	14 Sep
Recruitment of consultants	11 Sep
Collection of reports and written materials for desk review – sharing of background information	14 Sep
Preparation of evaluation plan	15 Sep
Preparation of interview guidelines	18 Sep
Collection and analysis of HR data	18 Sep
Review of background information	22 Sep
Interviews of staff members at HQ	25 Sep

Design of internet survey	1 Oct
Programming of internet survey	8 Oct
Circulation of questionnaires for survey	13 Oct
Analysis of HQ interviews	27 Oct
Telephone interviews of URs and counterparts in selected countries	23 Oct
Internet surveys gathered and received	30 Oct
Analysis of survey results	10 Nov
Analysis of telephone interviews	10 Nov
Report writing	26 Nov
Circulation of draft report	26 Nov
Presentation of preliminary results at UNIDO HQs	26 Nov
Finalization of report	30 Nov

9. Reference documents (not exhaustive)

Director-General's administrative instructions
Decentralization and delegation of authority to UNIDO's field offices (DGAI.7, 14 May 1998)
Framework of the staff career development system (DGAI.10, 6 November 1998)
Decentralization and delegation of authority to UNIDO's field offices – Location of Regional Offices (DGAI.12, 8 October 1999)
Director-General's Bulletins
Field Mobility Policy (UNIDO/DGB/(M).97, 21 April 2006) (E/F)
Special Task Force on Decentralization to the Field (UNIDO/DGB(O).91, 11 September 2000)
Management of staff members assigned to the field as Industrial Development Officers (UNIDO/DGB/(M).108, 20 March 2009)
Administrative circulars
Incentives for field service (UNIDO/FOA/HRM/AC.3, 24 May 2000)
Incentives for field service (UNIDO/FOA/HRM/AC.3/Amend.1, 10 August 2000)
Mobility and hardship scheme (UNIDO/PSM/HRM/AC.2, 10 January 2008)
Mobility and hardship scheme (UNIDO/PSM/HRM/AC.2/Amed.1, 28 January 2008)
Administrative instructions
Terms of reference of UNIDO's Field Offices (FOA/AI.1, 14 May 1998)
Delegation of financial authority – Field office budgets (FOA/AI.2, 14 May 1998)
Other documents
Conference room paper on "UNIDO Field Reform" (IDB.31/CRP.6)
Final report of Task Force on Field Operations (April 2006)
Field mobility application form
Joint terminal evaluation of the Cooperation Agreement between UNIDO and UNDP (2009)

Annex to terms of reference

UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION

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UNIDO SECRETARIAT

UNIDO/DGB/(M).97
21 April 2006

Distribution: All staff members at headquarters, established offices and permanent missions

Director-General's bulletin
Field mobility policy
Introduction

1. To maintain the momentum of the United Nations Industrial Development Organization's (UNIDO) reform with enhanced country-level partnerships, it is necessary to strengthen the Organization's field network so as to bring its services closer to its clients and strategic partners in developing countries and countries with economies in transition.
2. To that end, the UNIDO field structure will be adapted so as to reinforce the Organization's ability to respond to emerging needs in a timely and effective manner. In that context, it is imperative to develop a more integrated approach to the Organization's work, to increase mobility of staff in order to promote better understanding and teamwork throughout the Organization and to provide adequate financial resources for programming activities at the field level.
3. The benefits of staff mobility, both to the Organization as well as to the professional growth and careers of individual staff members, are widely recognized. Apart from serving as an effective mechanism for developing and sharing information, mobility increases staff experience, knowledge and versatility. Mobility also serves as an effective mechanism for developing managerial competence by exposing staff members to multiple and varied situations.
4. For staff mobility to be effective, the policy should strive to ensure that the Organization's needs and the individual staff member's aspirations converge, resulting in a mutually beneficial relationship. Predictability and sufficient incentives to make field service attractive in addition to increased potential for growth are crucial elements in a mobility policy.
5. A field mobility policy is being introduced pursuant to staff regulation 4.1, staff rule 104.06 and 103.12, which balances the requirement of maintaining a critical mass of staff at headquarters while ensuring that the most competent staff take up field assignments. The policy foresees a combination of managed succession planning with a field mobility schedule, as explained below.
6. To the extent possible, the present policy reflects the views expressed in the course of an extensive consultation process. It is designed to address key areas identified during that process, such as the career development of staff who undertake field assignments; staff planning and predictability in assignments; effective orientation and induction prior to field service and performance management considerations. While the present bulletin establishes the direction and rules that the Organization will follow with respect to field mobility, it is not exhaustive and is subject to adjustment in the light of experience.
7. The field mobility policy will enter into effect as from the date of the present Director-General's bulletin.

Posts subject to mobility

8. All established field posts in the Professional category and above, excluding project-funded and national programme officer posts, will be subject to the mobility policy set out in this bulletin.

9. There will be no distinction between field and headquarters posts as regards career development. Assignment to established field posts will normally be made under the 100 Series of the Staff Rules. Accordingly, if a staff member attains a new grade through a field assignment (e.g. has been promoted from P-4 to P-5), he/she will retain that grade upon return to headquarters or change of duty station.

Eligibility

10. Internationally recruited staff members who fulfil the following criteria at the time of reassignment are eligible to apply for reassignment to a field office under the field mobility policy:

(a) All staff in the Professional category and above occupying established budget posts;

(b) Three or more years of continuous service under the 100 Series of the Staff Rules at UNIDO headquarters;

(c) Expected length of service with the Organization of normally not less than four years before mandatory retirement age.

Mobility process

Duration of field assignments

11. The normal duration of each field assignment will be four years. Upon completion of three years of service in the field, a staff member may apply for a reassignment to another field position or request to be assigned back to headquarters. The maximum duration of any period of field service shall be two consecutive field assignments at two different duty stations, that is, a maximum of eight years.

Compendium of posts

12. All established posts in the field structure that will become available in the next calendar year will normally be announced in the last quarter of the previous year, unless circumstances dictate otherwise, together with the dates when they are expected to become available. The announcement will provide for a period of three weeks during which staff may submit their application(s). These posts will be announced together with the applicable job profiles.

Indication of post preferences

13. Staff members meeting the eligibility requirements specified in paragraph 10 above will be invited to apply for positions when they are announced, expressing their preferences in order of priority. The application form for this purpose is contained in the annex to the present bulletin. It should be submitted to the Director, Human Resource Management Branch (HRM), together with an up-to-date personal history form (PS.5) which is found on http://intranet.unido.org/ under “Forms”.

14. The application form should include a brief statement explaining the reasons why the staff member believes that he/she is particularly qualified for and professionally interested in each post and any other relevant considerations he/she wishes to be taken into account during the review process.

Screening

15. All application forms received by HRM will be screened to ascertain whether the staff member concerned meets the eligibility conditions and the minimum post requirements in terms of experience and qualifications. Application forms from staff members who do not meet the eligibility conditions or minimum post requirements will not be submitted for further review.

16. An assessment programme will be developed to ascertain the technical and, in particular, the managerial competencies of staff for senior-level positions in the Organization. Once such an assessment programme has been established, candidates who apply for a post of director of a regional office or UNIDO representative will be required to undergo the assessment. Alternatively, an interview will take place for applicants being considered for such positions. All applicants being considered for higher-level posts will be required to undergo the assessment or the interview. In cases where an interview is required, the Managing Director, Programme Coordination and Field Operations Division (PCF), will set up interview panels consisting of three members, including a staff member from HRM, to conduct such interviews. In cases where a staff member applies for more than one position and the functions and requirements are of a similar nature there will be only one assessment or interview.
17. HRM will compile a summary of all eligible applications, including the names of the staff members and the posts for which they have applied in order of priority. HRM will also include performance records, fact sheets and the results of the assessment programme or interview reports, when applicable. HRM will submit the summary to the Field Service Selection Panel (FSSP) of the Appointment and Promotion Board (APB) together with copies of the applications and personal history forms for its consideration.

Field Service Selection Panel

18. FSSP is established under staff rule 103.12 as a panel of APB to make recommendations to the Director-General regarding the assignment of staff to UNIDO field offices. The Panel consists of:
(a) One Chairperson and one alternate Chairperson appointed by the Director-General;
(b) Managing Director, Programme Coordination and Field Operations Division (PCF);
(c) Managing Director, Programme Development and Technical Cooperation Division (PTC);
(d) Director, Regional and Field Coordination Branch, PCF;
(e) One member and one alternate member appointed by the Director-General from a list proposed by the Staff Council comprising at least two designated staff members for each seat of member and alternate member, that is, at least four nominees;
(f) Director, HRM, or an authorized representative, who serves as a non-voting member.
19. Depending on the positions being considered, FSSP may invite chiefs of regional programmes or any other persons it deems necessary to assist it in its deliberations. If necessary, FSSP may adopt rules of procedure to supplement those in the Staff Rules and this bulletin. A Secretary, who is not a member of FSSP, will be designated by the Director, HRM, to call the meetings and to prepare working papers and the recommendations of the Panel to the Director-General.
20. FSSP shall:
(a) Review the documentation referred to in paragraph 17 above;
(b) Make an appropriate recommendation for selection where a match exists between a staff member and a position that he/she has applied for;
(c) Make an appropriate recommendation where a match exists between a staff member and a position that he/she has not applied for; in this connection, reference is made to the provisions of paragraph 22 below.

Recommendations of the Field Service Selection Panel

21. FSSP will assess the competencies of staff against the requirements of the post(s) for which they have applied. To the extent possible, FSSP will take into consideration the wishes expressed by the staff member under “Other relevant considerations” in the application form.

22. When a staff member has applied for a post(s) but is found suitable for assignment to another post that he/she has not applied for, he/she will be consulted and his/her agreement obtained before a recommendation concerning his/her assignment is made.
23. In making its recommendations, FSSP shall give first consideration to qualified candidates who have applied for a lateral move, that is to say, a move from headquarters to a field post corresponding to their current grade. Should it not be possible to identify a qualified candidate for a lateral move, FSSP may recommend that a post be filled by promotion.

Decision

24. The recommendations of FSSP will be submitted by the Chairperson to the Director-General for decision.
25. Prior clearance from the Government of the receiving State is required for staff members selected for the positions of directors of regional offices and UNIDO representatives. If such clearance is not obtained, the staff member will remain in his/her current position and grade and/or be included for consideration for other available field posts.
26. Selected staff members will normally be informed of the reassignment decisions in the first quarter of the year. In exceptional circumstances, staff members may request a personal waiver to delay reassignment for medical or other compelling reasons. Such requests should be exhaustively justified and should be submitted in writing to the Director-General through the Director, HRM. In all such cases the necessary steps will be taken not to disrupt the mobility schedule for that year.
27. The above provisions notwithstanding, the Director-General may in accordance with staff regulation 4.1 reassign any staff member to a field duty station, reassign a staff member to a field duty station for a shorter duration than that foreseen under the present policy or fill available field positions by any other means he considers appropriate.

Relevant conditions of service

28. Selected staff members who move laterally from headquarters to the field under the procedures described above will be entitled to a single non-pensionable lump-sum payment equivalent to the annual net value of a three-step increment at the single rate, calculated on the basis of the annual difference between steps 1 and 4 of their current grade.
29. Prior to assumption of duty, the staff member (and spouse, if applicable) may avail themselves of a short round trip at the cost of UNIDO (including payment of daily subsistence allowance) to the new duty station in order to ease the transfer and facilitate settlement. The travel shall be by the least costly airfare structure regularly available or its equivalent. Alternatively, the staff member may request a 75 per cent lump sum payment of an amount equivalent to the cost of the full economy class fare, by the least costly regularly scheduled air carrier on the most direct and economical route between the airport closest to the place of departure and the destination. By selecting the lump sum option staff members agree to make their own travel arrangements and the relevant provisions of appendix G to the Staff Rules will apply. The duration of the visit shall be a maximum of one calendar week, excluding allowable travel time, and the staff member will not be charged annual leave for this purpose.
30. In addition to the above, a staff member assigned to a field duty station will, subject to the provisions of the relevant staff rules and administrative issuances, also be eligible to receive the following entitlements where applicable to designated duty stations:
(a) Mobility allowance;
(b) Non-removal allowance;
(c) Hardship allowance;
(d) Rental subsidy;

(e) Accelerated home leave cycle;
(f) Rest and recuperation;
(g) Education grant travel;
(h) Minimum operating residential security standard;
(i) Shipment of a privately owned car to the duty station.

Career development

31. It is expected that staff who participate in the UNIDO field mobility scheme will enhance their skills, diversify their experience and thus will grow professionally through exposure to varied assignments. Therefore, relevant field experience coupled with demonstrated achievements will be given favourable consideration for promotion or lateral reassignment both at headquarters and in the field.

Induction and orientation

32. Staff members selected for field assignments are required to complete a comprehensive induction, which will include all elements relevant to field service on behalf of UNIDO.
33. An overlap and briefing should be facilitated between the incoming and outgoing staff member in a practical and cost-effective way. This could be done on the occasion of the travel mentioned in paragraph 29 above, a mission or a transitional period in the field.
34. The Organization will reimburse the costs of basic language training in the official working language of the duty station if this is required. Such language training may be undertaken prior to assignment or upon arrival at the duty station. In this connection, the provisions of information circular UNIDO/ADM/HRM/INF.16 of 21 February 2003 apply.
35. Five working days are granted at the beginning and end of a field assignment, respectively, which may be used by the staff member in order to make personal arrangements (see UNIDO/FOA/HRM/AC.3/Amend.1of 10 August 2000).

Consultation with headquarters

36. Directors of regional offices and UNIDO representatives will have the opportunity to visit headquarters for consultations at least twice a year, including a mission to headquarters to participate in the General Conference.
37. Other internationally recruited staff in the Professional category serving in field duty stations under the terms of this policy will have the opportunity to visit headquarters for consultations or orientation at least once a year.
38. Directors of regional offices may be invited to attend Board of Directors' meetings on a rotational basis.

Assignment from one field position to another

39. The procedures described in paragraphs 10-26 above apply for reassignment from one field duty station to another except for the requirement of expected length of service of four years referred to in paragraph 10 (c) above, which may be waived if this is found to be in the interest of the Organization.

Return to headquarters

40. The following provisions will apply to staff members who are due to be assigned to headquarters at the end of their tour(s) of duty and who are not due to separate from UNIDO service on account of mandatory retirement.

41. The Organization will make arrangements to ensure that the staff member is reassigned to a position at headquarters that best matches his/her competencies and experience. Certain vacancies at headquarters may not be advertised prior to the completion of the reassignment of staff serving in the field.
42. Staff members serving in field duty stations may also submit applications in respect of vacancy announcements for positions at headquarters. In submitting their applications staff members should take account of the expected duration of field assignments of four years. Applications from staff members serving in field duty stations for advertised posts at headquarters that entail a promotion will be subject to applicable competitive selection procedures, including submission to the relevant panel of the Appointment and Promotion Board (APB), in accordance with staff rule 103.12.

Performance monitoring

43. Performance indicators are being developed for the assessment of the results achieved by each UNIDO office and its staff. When the performance indicators are approved, it is expected that they will be utilized by all parties concerned as promulgated. Monitoring of the results achieved, which will include individual appraisal of the performance and conduct of staff members, will be an essential element in the review of the field mobility policy and in decisions with respect to staff assignments, contractual status and career progression.

General Service staff serving at headquarters and national programme officers

44. Subject to programmatic requirements, General Service staff at headquarters will be encouraged to undertake short assignments on mission to offices in the field. Similarly, national programme officers may be asked to carry out short-term assignments at headquarters. Such exchanges are encouraged in order to bring the work of headquarters and field offices closer at various functional levels.

Transitional measures

45. As transitional arrangements to implement the field mobility policy, the following measures shall apply:
(a) FSSP will carry out a result-based review of the performance of internationally recruited staff members who were initially appointed under the 100 Series of the Staff Rules but are now serving in the field under the 200 Series of the Staff Rules. Following that review, FSSP may recommend that the appointments of these staff members be converted to appointments under the 100 Series of the Staff Rules at the grades and steps corresponding to those held under the 200 Series of the Staff Rules. The letters of appointment giving effect to these conversions will replace any existing letters of appointment for such staff. Should FSSP not make such a recommendation for an individual staff member, he/she will be assigned to headquarters at the grade and step applicable under the 100 Series of the Staff Rules;
(b) Staff members who were recruited directly for field service under the 200 Series of the Staff Rules may apply for posts in field offices under the conditions established in the present field mobility policy and at headquarters. In accordance with staff regulation 4.2, the fullest regard shall be had, in filling any vacancy, to the requisite qualifications and expertise of such staff members. If selected, they will receive appointments under the 100 Series of the Staff Rules. If a staff member is not selected for a position under this procedure, his/her appointment will be allowed to expire and the staff member will separate from UNIDO service.

46. The present bulletin supplements and, where relevant, supersedes the pertinent provisions of Director-General's Administrative Instructions 14 and 16.

Annex

UNIDO ONUDI

UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION

TO: Director, Human Resource Management Branch
PSM/HRM Date:

FROM: <Name of staff member>
Functional Title

SUBJECT: **Field Mobility Application Form**

1. Post preference and explanatory statement: (Insert additional columns if applying for more posts)

Post Preference in Order of Priority Select from the Compendium of Posts.	Brief Statement explaining the reasons why you believe that you are particularly qualified for this position
<Enter post preference No 1>	<Provide explanatory statement regarding post preference No 1>
<Enter post preference No 2>	<Provide explanatory statement regarding post preference No 2>
<Enter post preference No 3>	<Provide explanatory statement regarding post preference No 3>

2. Other relevant considerations

<Enter brief description>

3. Personal History Form (PS.5) (found on http://intranet.unido.org under Forms)

< Confirm that the completed PS.5 is attached>

Annex B: List of persons met/interviewed

UNIDO HQ and Liaison Offices

NAME	POSITION	UNIT
Mr. AJMAL, Sajjad	Principal Advisor to the DG	ODG/ODG
Mr. AKPA, Akmel	Officer in Charge	PCF/RFO/OD
Mr. ANESTIS, Georgios	Unit Chief and Deputy to Director	PTC/MPB/RAU
Ms. ANTONOPOULOU, Sotiria	Director HRM	PSM/HRM/OD
Mr. APPELGREN, Goeran	Field Operations Officer	PCF/RFO/LAC
Mr. BILLAND, Klaus	Senior Coordinator	PCF/RFO/OD
Ms. BULAVAKARUA Okusitina	HR Specialist	PSM/HRM/SSR
Mr. BREDEL, Ralf	Executive Officer	PTC/OMD
Ms. CEGLIE, Giovanna	Unit Chief	PTC/PSD/CBL
Mr. DOBINGER, Johannes	Evaluation Officer	OSL/EVA
Ms. DOLUN, Ulvinur	IDO	PTC/TCB/CIU
Mr. EL GALLAF, Mohamed	Chief	PCF/RFO/ARB
Ms. KOENIGSEDER, Barbara	Recruitment Assistant	PSM/HRM/HPD
Mr. LEUENBERGER, Heinz	Director	PTC/EMB/OD
Mr. LISENGARD, Kay	Programme Management Officer	PCF/RFO/OD
Mr. LUETKENHORST, Wilfried	Managing Director	PCF/OMD
Mr. MASELI, Paul	Unit Chief and Deputy to Director	PSM/HRM/HPD
Mr. MIRANDA DA CRUZ, Sergio	Director	PTC/AGR/OD
Ms. MISRA, Amita	Director	PSM/FIN/OD
Ms. OTT, Gabriele	IDO	PTC/PSD/RWE
Mr. PISKOUNOV, Dmitri	Managing Director	PTC/OMD
Ms. POTHIER, Chantal	Administrative Assistant	PCF/RFO/OF
Ms. SYDORENKO, Liliya	HR Specialist	PSM/HRM/HPD
Mr. UGBOR, Felix	UR to the UN and other Int. Org.	OSL/NYK
Mr. URAMOTO, Yoshiteru	Managing Director	PCF/OMD
Ms. VASCONCELLOS, Marcela	HR Specialist	PSM/HRM/SSR
Mr. VOIGT, Patrick	HR Specialist	PSM/HRM/SSR
Mr. VUJACIC, Ranko	Director and Unit Chief	PSM/OSS/OD

UNIDO Regional and Field Offices

NAME	POSITION	UNIT
Mr. BETHKE, Kai	UR and Head of Regional Office	PCF/FLD/LAC/MEX
Ms. FUJINO, Ayumi	UR and Head of Regional Office	PCF/FLD/ASP/THA
Mr. MAKIN, Paul	UR and Head of Regional Office	PCF/FLD/ARB/EGY
Mr. TOMMY, David	UR and Head of Regional Office	PCF/FLD/AFR/ETH
Mr. VARGHESE, Alexander	UR	PCF/FLD/AFR/KEN

Other Organizations

NAME	POSITION	ORG.
Mr. FARNSWORTH, Mark	Policy Specialist	UNDP
Mr. FROBEL, Peter	HR Policy Specialist	UNICEF
Ms. GRISAR, Annick	Chief, Policy Coordination Section, Bureau of HRM	UNESCO
Ms. HOLMES, Alison	HR Manager	FAO
Ms. LAKHANPAL, Sona	HR Manager	UNICEF
Mr. STOPPIA, Meret	Chief Staff Deployment	Swiss Agency for Development and Cooperation (SDC)

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Annex D: Survey

Evaluation of UNIDO's Field Mobility Policy

Survey questionnaire (including quantitative answers)

Total number of surveys sent out: 31 Total number of responses: 26 Response rate: 83 percent

(Number of answers or averages in brackets)

Background Information

Please provide us with some information about yourself.

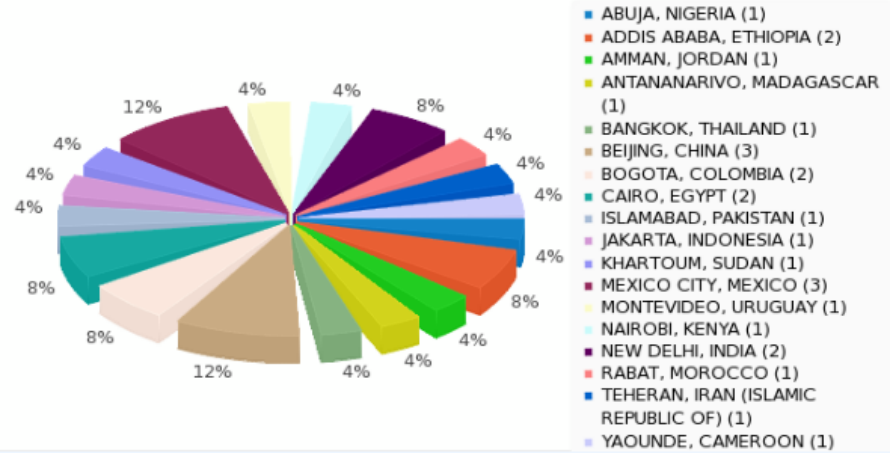
1. Gender:

Male: **(21)** *Female*: **(5)**

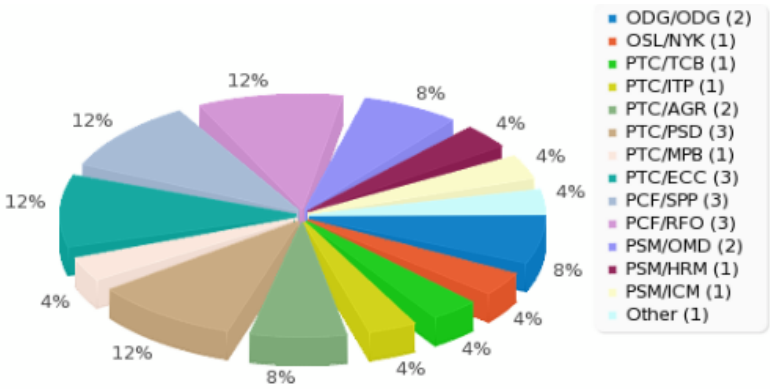
2. Age:

(Average: 51.51)

3. In which field office are you working now?



4. In which Division/Branch did you work before you moved to the field? *(e.g. PTC, Montreal Protocol)*



5. What is your current position? (*e.g. UNIDO Representative*) – **(various answers)**
6. What is your current grade?

7. What was your previous position, before you moved to the field level? (*e.g. Project Manager)* – **(various answers)**

8. What was your previous grade, before you moved to the field?

9. What happened to your previous post? *Please tick one.*

   ☐ my previous post was filled with a successor – **(16)**
   ☐ my previous post was kept vacant (and is still vacant) – **(0)**
   ☐ my previous post was abolished – **(1)**
   ☐ my previous post moved with me to the field – **(0)**
   ☐ don't know - **(4)**

10. How were you assigned to your current field post?
   ☐ I was assigned from HQ to field office – **(10)**
   ☐ I applied to vacancy and got selected – **(14)**
   ☐ Other – **(1)**

Question 11 only if person applied

11. Which factors influenced your decision to apply for a field post? - total answers (14)

	very important	*important*	*neutral*	*not important*	*irrelevant*
to gain field experience	**(10)**	**(4)**	**(0)**	**(0)**	**(0)**
to broaden my professional competence	**(12)**	**(2)**	**(0)**	**(0)**	**(0)**
to serve programme countries	**(7)**	**(3)**	**(3)**	**(1)**	**(0)**
to get a promotion	**(3)**	**(6)**	**(3)**	**(0)**	**(2)**
for personal reasons (e.g. family)	**(3)**	**(3)**	**(3)**	**(1)**	**(4)**
for financial reasons (better salary)	**(0)**	**(2)**	**(4)**	**(1)**	**(7)**

12. Before you went to the field, where you a PTC project manager?

☐ *Yes* **(11)**
☐ *No* **(15)**

Questions 13,14 only if person was PTC project manager

13. What was your last annual 'PAD' before you moved to the field (project allotment)?

Average: 551,330 USD

14. What is your current annual 'PAD'? (if at all)

Average: 334,278 USD

15. Has the number of international staff including yourself in your field office been increased since the Field Mobility Policy was introduced in 2006?

☐ *Yes* **(16)** ☐ *No* **(10)**

Questions

Relevance of Policy

16. Is the FMP relevant to:

	very important	*important*	*neutral*	*not important*	*irrelevant*
UNIDO's overall field reform agenda	**(20)**	**(5)**	**(1)**	**(0)**	**(0)**
the One UN agenda	**(14)**	**(8)**	**(3)**	**(1)**	**(0)**
government counterparts to have more international staff in field offices	**(15)**	**(5)**	**(5)**	**(1)**	**(0)**

The Process

Questions 17-19 only if person applied for vacancy

17. How did you learn about the vacancy in the field office?
    - Intranet – **(8)**
    - E-mail – **(1)**
    - Suggestion by HRM – **(1)**
    - Suggestion by supervisor, manager – **(2)**
    - Colleagues – **(0)**
    - Other, please specify – **(2)**
18. Overall, how would you rate the selection process?

highly professional and adequate	**(2)**	*professional and adequate*	**(12)**	*not so professional and adequate*	**(0)**

19. Do you have any suggestions to make the selection process more efficient and effective?

    (various answers)

20. How long did it take between your application and the start of your field posting?

    (Average: 6 months)

21. Did you receive any training before you went to the field?

    ☐ *Yes* – **(10)**
    ☐ *No* – **(16)**

Questions 22, 23 only if person received training

22. What kind of training did you receive?

    (various answers)

23. Was the training useful?

very useful	**(1)**	*useful*	**(9)**	*not really useful*	**(2)**	*not useful at all*	**(0)**

24. In your view, in which areas is training prior to a field posting essential? Please explain:

    (various answers)

25 Overall, how would you describe the move to the field? (relocation, adjustment, etc.)

smooth **(15)** *acceptable* **(8)** *cumbersome* **(3)** *very cumbersome* **(0)**

The Effects

26. To what extent has UNIDO's field network been strengthened as a consequence of the Field Mobility Policy?

    to a large extent **(16)** *to some extent* **(9)** *to a limited extent* **(4)**

27. To what extent has UNIDO's work become more integrated? (Have there been clear division of responsibilities and reporting lines established between HQ, ROs, COs and UDs?)

    to a large extent **(10)** *to some extent* **(9)** *to a limited extent* **(7)**

28. Have there been clear division of responsibilities and reporting lines established with

	Yes	*No*
with HQ	**(13)**	**(13)**
with Regional Office	**(14)**	**(12)**
with other Country Offices	**(9)**	**(17)**
with UNIDO Desks	**(9)**	**(17)**

29. How would you rate the field offices'

	entirely sufficient	*almost sufficient*	*hardly sufficient*	*not sufficient*
Information flow with HQ	**(5)**	**(13)**	**(7)**	**(1)**
Operational integration with HQ	**(4)**	**(11)**	**(7)**	**(4)**

30. In your view, which of the sentences reflects best the present situation?

    ☐ UNIDO field offices are an integrated part of UNIDO's operations. – **(13)**
    ☐ UNIDO field offices are local representative offices. – **(9)**
    ☐ UNIDO's field offices are isolated from HQs. – **(4)**

Question 31 only if person was a PTC Project Manager, technical person

31. In your current posting, do you think that your technical competencies are benefiting

	significantly	*to some extent*	*to a limited extent*	*not at all*
the host country	**(7)**	**(3)**	**(1)**	**(0)**
the region	**(8)**	**(2)**	**(0)**	**(1)**

UNIDO target countries globally	**(5)**	**(3)**	**(2)**	**(1)**

32. Which of the following activities do you engage in?

	core activity	*regular activity*	*some activity*	*no activity*
Representative activities/promotion of UNIDO	**(16)**	**(7)**	**(3)**	**(0)**
Advisory services for government	**(11)**	**(10)**	**(5)**	**(0)**
Administration for field office (arranging field visits of HQ staff, etc)	**(6)**	**(11)**	**(6)**	**(3)**
Fundraising	**(14)**	**(10)**	**(2)**	**(0)**
Project development/design	**(17)**	**(6)**	**(2)**	**(1)**
Project implementation	**(12)**	**(6)**	**(8)**	**(0)**
Research activities	**(2)**	**(5)**	**(17)**	**(2)**
Monitoring	**(10)**	**(9)**	**(5)**	**(2)**
Others	**(2)**	**(7)**	**(8)**	**(8)**

33. What is the added value of a Field Office with technical expertise?

(various answers)

34. Has UNIDO's visibility and strategic importance in your host country increased since 2006 when the new Policy was introduced?

to a large extent **(18)** *to some extent* **(5)** *to a limited extent* **(3)**

35. Has a larger number of field staff made the collaboration with UN-wide mechanisms (UNDAF, One UN, UN country team) easier?

to a large extent **(16)** *to some extent* **(4)** *to a limited extent* **(6)**

36. In your view, has the implementation of projects in field offices become more efficient

yes, tremendously **(15)** *slightly* **(9)** *not at all* **(2)**

37 In your opinion, would you say that UNIDO has an efficient field structure?

very efficient **(1)** *quite efficient, but room for improvement* **(19)** *not very efficient* **(5)** *not efficient at all* **(1)**

Your experience and views

38. Looking back on your current field experience, would you be in favour of a new field posting?

definitely yes **(11)** *probably yes* **(6)** maybe **(5)** *probably not* **(4)** *definitely not* **(0)**

39. What are your expectations after your current assignment?
    - Have another field posting – **(6)**
    - Return to HQ – **(9)**
    - Retiring, leaving UNIDO, etc – **(0)**
    - Don't know – **(9)**
    - Other – **(2)**

4(Field service is beneficial for my career development at UNIDO

agree strongly **(16)** *agree somewhat* **(5)** *neither agree nor disagre e* **(3)** *disagree somewhat* **(0)** *disagree strongly* **(2)**

41. Would you encourage colleagues to consider a field level post? (D2a)

certainly **(13)** *yes, but stressing risks and challenges* **(10)** *only under changing conditions* **(2)** *no* **(1)**

42. In your view, what should be the main responsibilities of a UR in the field?

	very important	*important*	*not important*	*irrelevant*
Representative activities/promotion of UNIDO	**(24)**	**(1)**	**(1)**	**(0)**
Advisory services for government	**(11)**	**(13)**	**(2)**	**(0)**
Administration for field office (arranging field visits of HQ staff, etc)	**(5)**	**(15)**	**(5)**	**(1)**
Fundraising	**(15)**	**(7)**	**(4)**	**(0)**
Project development/design	**(8)**	**(11)**	**(5)**	**(2)**
Project implementation	**(6)**	**(9)**	**(9)**	**(2)**
Research activities	**(2)**	**(12)**	**(10)**	**(2)**
Monitoring	**(11)**	**(14)**	**(1)**	**(0)**

43. In your view, what should be the main responsibilities of a second international staff member with technical skills in the field?

	very important	*important*	*not important*	*irrelevant*
Representative activities/promotion of UNIDO	**(4)**	**(12)**	**(9)**	**(1)**
Advisory services for government	**(11)**	**(15)**	**(0)**	**(0)**
Administration for field office (arranging field visits of HQ staff, etc)	**(5)**	**(9)**	**(8)**	**(4)**
Fundraising	**(10)**	**(13)**	**(3)**	**(0)**
Project development/design	**(22)**	**(4)**	**(0)**	**(0)**
Project implementation	**(18)**	**(7)**	**(1)**	**(0)**
Research activities	**(6)**	**(14)**	**(4)**	**(1)**
Monitoring	**(13)**	**(11)**	**(2)**	**(1)**

44. In your view, what would be the ideal duration of a field posting?

☐ *1-2 years* – **(1)**
☐ *3-4 years* – **(19)**
☐ *5-6 years* – **(5)**
☐ *more than 6 years* – **(1)**

45. Is there a need to adjust/change the Field Mobility Policy?

☐ *yes* **(14)** ☐ *no* **(12)**

If yes, please elaborate: **(various answers)**

46. Do you have any other comments on the Field Mobility Policy or its implementation?

Please elaborate: **(various answers)**

Annex E: Sample five-year rotation plan

Field									2009												2010				
Function	**Grade**	**Field/Regional Office**	**Name**	**from**	**until**	**Successor**	**from**	**until**	01	02	03	04	05	06	07	08	09	10	11	12	01	02	03	04	05
IDO	P5	PFC/FLD/AFR/ETH	Staff 1	Apr-09	Jun-13				**vacancy**																
UR	P4	PCF/FLD/ARB/EGY	Staff 2	Dec-08	Oct-09	Staff 7	Nov-09	Nov-13											**succession**						
IDO	P3	PCF/FLD/ASP/CPR	Staff 3	Jun-05	Jun-09													**vacancy**							
IDO	P2	PCF/FLD/ASP/PAK	Staff 4	Jan-07	Jul-09	Staff 8	Aug-09	Aug-13								**succession**									
UR	P5	PCF/FLD/AFR/SUD	Staff 5	Apr-08	Jan-10	Staff 9	Feb-10	Mar-14														**succession**			
UR	D1	PCF/FLD/LAC/MEX	Staff 6	Jun-07	Dec-09																**phasing out**				

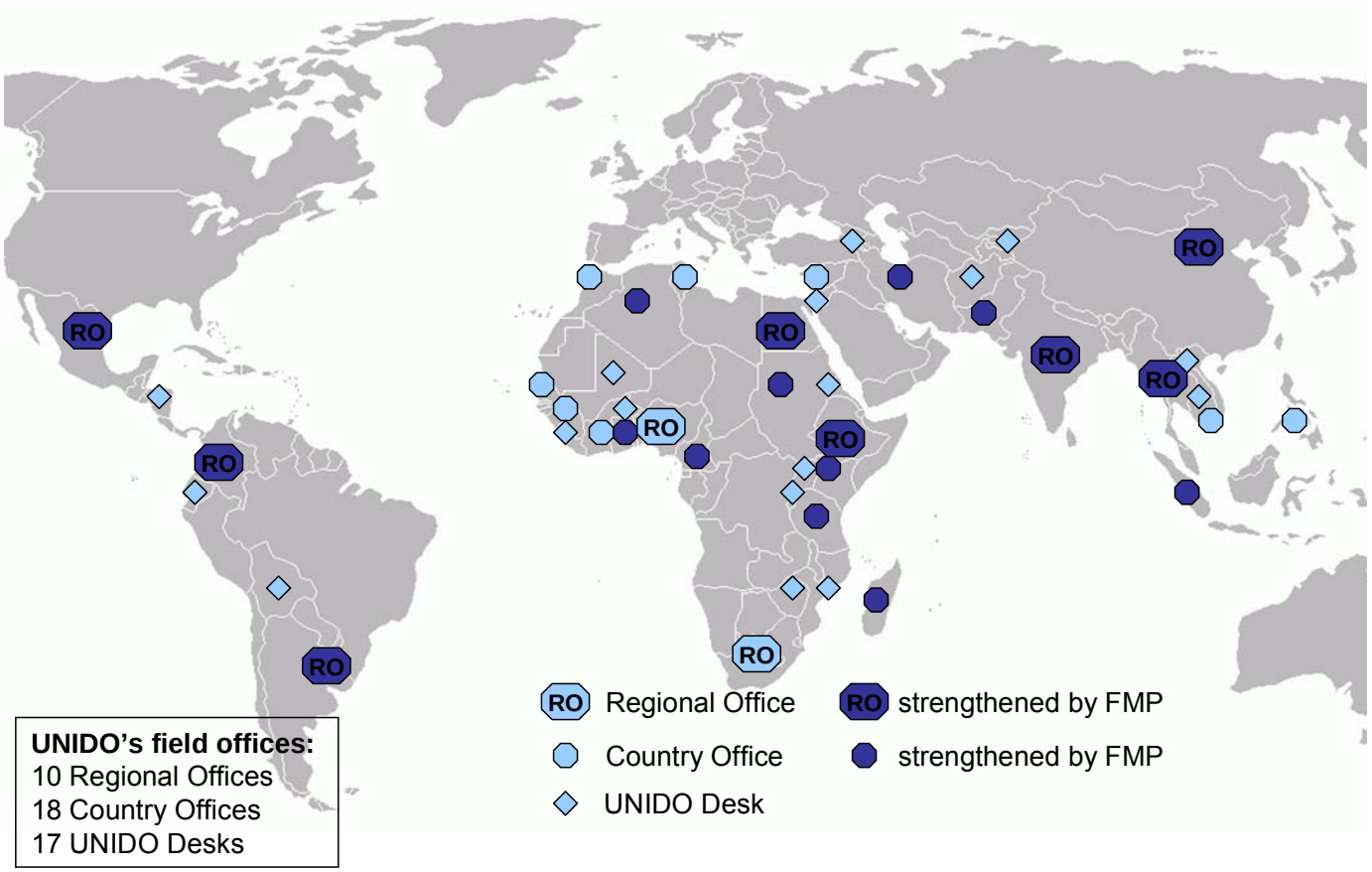
to be continued until 2013

HQ									2009												2010				
Function	**Grade**	**Unit**	**Name**	**from**	**until**	**Successor**	**from**	**until**	01	02	03	04	05	06	07	08	09	10	11	12	01	02	03	04	05
IDO	P3	PTC/PSD/CBL	Staff 10	Apr-08	?																				
FOO	P4	PCF/RFO/ARB	Staff 11	May-07	Jan-10																	**phasing out**			
IDO	P4	PTC/AGR/AIS	Staff 12	Jan-09	Nov-09															**vacancy**					

to be continued until 2013

vacancy
succession
phasing out
current staff on post

FOO *Field Operations Officer*
IDO *Industrial Development Officer*
UR *UNIDO Respresentative*

Source: Evaluation team, based on the rotation plan of the Swiss Agency for Development and Cooperation.

Annex F: UNIDO's field network as of January 2010