



منظمة الأغذية  
والزراعة  
للأمم المتحدة

联合国  
粮食及  
农业组织

Food  
and  
Agriculture  
Organization  
of  
the  
United  
Nations

Organisation  
des  
Nations  
Unies  
pour  
l'alimentation  
et  
l'agriculture

Продовольственная и  
сельскохозяйственная  
организация  
Объединенных  
Наций

Organización  
de las  
Naciones  
Unidas  
para la  
Agricultura  
y la  
Alimentación

# JOINT MEETING

## Joint Meeting of the Hundred and Third Session of the Programme Committee and the Hundred and Thirty Second Session of the Finance Committee

Rome, 14 April 2010

### Results-based Work Planning, Monitoring and Reporting System

## I. Background

1. The Immediate Plan of Action for FAO's Renewal (IPA) approved by the 35<sup>th</sup> (Special) Session of the FAO Conference in November 2008 introduced a results-based framework for all FAO's work and put in place a set of actions for the reform of programming, budgeting and results-based monitoring.<sup>1</sup>
2. The results-based framework was further elaborated and approved by the Conference in November 2009 through endorsement of the new Strategic Framework 2010-19, Medium Term Plan 2010-13 and Programme of Work and Budget 2010-11 (see summary in Annex 1), thus completing IPA actions 1.1 to 1.5, 1.7 and 3.1 to 3.5.
3. During 2010-11, the Organization is carrying out a set of actions for reform of programming, budgeting and results-based monitoring, which cover four main areas of work:
  1. The introduction of a revised implementation performance results-based management monitoring system (IPA actions 1.6, 3.6 and RBR action 7.1)
  2. Multi-disciplinary team work and involvement of decentralized offices (IPA action 6.2)
  3. Adjustments to the MTP/PWB throughout the new cycle of governing body decision making (IPA actions 3.7, 3.8, 3.9)
  4. Redesign of the planning and budgeting model and structure of the PWB (RBR action 7.2)

<sup>1</sup> C 2008/4 paragraphs 1-19 and 33

4. The programme of work in these areas is provided in Annex 2, as reported to the CoC-IEE on 8 April 2010.
5. This document focuses on two main aspects of results-based implementation performance monitoring: the work planning system, and the monitoring and reporting arrangements.

## II. Work planning

6. Work planning represents the process through which each *organizational unit* (i.e. division or office at headquarters, regional or sub-regional level) transforms what was planned in the PWB 2010-11 in the Organizational Results frameworks into operational practice. The unit work plans provide the basis for monitoring and reporting during the biennium.
7. It is useful to briefly recall the two main accountability levels in the new results-based model adopted by the Organization.
  - a. *Organizational Results* define the outcome expected from the use by member countries and partners of FAO's products and services in the pursuit of each Strategic Objective. The lead ADGs will be accountable for these outcomes, which are measured through specific indicators and targets as defined in the Organization's published planning documents. The Organizational Results are achieved through the agreed contributions of FAO's organizational units.
  - b. *Unit Results* represent the specific contribution required of an organizational unit toward the achievement of the Organizational Results. The Unit Results provide the basis for accountability in delivering the Organizational Results, whereby each contributing unit is held accountable for its unique contribution.
8. During the strategic planning process, the cross-organizational Strategy Teams led the formulation of the results frameworks. Following on the approval of the MTP/PWB, the Strategy Teams have been reactivated to play a key role in work planning and monitoring, in line with their accountability for Organizational Results. Team leaders and members have been confirmed and formally appointed. Particular emphasis has been placed on bringing decentralized offices into the planning process, through the nomination of Regional Focal Points to the teams.
9. Work planning commenced after the approval of the Programme of Work and Budget. It covered all work undertaken by the Organization, whether funded by assessed or voluntary contributions. Units planned in line with the total net appropriation budgetary envelopes provided, and consistent with the most recent estimates of voluntary contributions. For 2010-11, units are also taking into account targets for efficiency gains and one time savings, and resources for carrying out IPA actions.
10. The approach to results-based work planning, which was developed through a consultative process, is comprised of five main steps.
  - a. *Formulation and validation of unit results.* Each unit defined its contribution to the achievement of an organizational result, based on agreements reached and commitments made in the strategy teams. These contributions were then validated by the units and within the strategy teams to ensure completeness and coherence.
  - b. *Definition of products, services and activities.* Each unit further elaborated the unit results, identifying the specific deliverables that will be required to achieve each UR.
  - c. *Costing of unit results.* The staff and non-staff resources required to deliver the products and services under each unit result were estimated.
  - d. *Peer Review for quality assurance.* This quality assurance step is an innovation at FAO whereby a panel of peers reviewed the work plans for each Strategic and Functional Objective and provided feedback for improvement.
  - e. *Adjustment and approval.* In this final step the work plans were adjusted based on guidance from the peer review, prior to final approval by heads of offices and strategy teams.

**11.** As noted above, a key innovation introduced as part of the work planning process was a corporate quality assurance “peer review”, which took place in the period 8 to 19 March 2010 in the regions and at headquarters. The peer review was a structured, focused process designed to complement the consultations undertaken within and among units through the strategy teams. The panel of peers (staff not directly associated with the Strategic or Functional Objective under review) provided guidance and feedback to strategy teams and units on: i) refining formulations, ii) eliminating duplications, iii) enhancing work across disciplines and iv) improving collaboration between headquarters and decentralized offices.

**12.** To build staff capacity for work planning, and to provide the foundation for monitoring and reporting, a new corporate learning programme was delivered to over 500 staff members, of which 300 in headquarters and 200 in decentralized offices. In addition, logical framework approach workshops of three days were also made available for those managers and staff nominated for the work planning orientation.

**13.** For 2010-11, all Headquarters Units, Regional Offices, Sub-regional Offices and Liaison Offices have developed work plans. Work plans, which were scheduled for approval by end-March, are designed to be flexible to accommodate shifts in priorities, including unplanned work and emergency activities. All units are required to formally review and update their work plans every six months. A pilot work planning process for Country Offices is foreseen to start in the second half of 2010.

### **III. Programme Implementation Monitoring and Reporting**

**14.** Implementation monitoring and assessment is essential to effective results-based management. It alerts managers to potential risks, problems and impediments to achieving results and encourages integration of lessons learnt, including from evaluations, into ongoing management decisions. The monitoring and assessment tools provide input for validating technical and managerial policies and strategies, and form the basis for corporate reporting.

**15.** Implementation monitoring and assessment will be conducted in relation to work plans, and the results frameworks in the MTP/PWB, and consist of: periodic operational monitoring; a qualitative annual assessment of progress towards achieving the unit results; and an end-biennium assessment of achievement of organizational results as measured through the indicators and related targets, built up from the achievements of the contributing units as measured through the indicators and targets of the constituent unit results.

#### *Work plans*

**16.** All organizational units will monitor the programmatic and financial implementation aspects of their work plans, with a formal periodic reporting requirement to the head of the decentralized office or headquarters division every six months. The composite work plan across organizational units for each Strategic and Functional Objective will be monitored through the strategy teams. This periodic reporting provides for continuous follow-up and assessment of programmatic delivery identifying immediate corrective actions required in response to problems and delays.

**17.** The periodic report will also provide a systematic appraisal of technical and financial performance including an analysis of impediments and constraining factors where progress is deemed less than optimal. The six monthly work plan monitoring will facilitate the assessments at the end of the first year and conclusion of the biennium, including lessons learnt.

#### *Medium Term Plan and Programme of Work and Budget*

**18.** Progress against the MTP/PWB will be assessed twice in each biennium, in two different ways: at the end of the first year as a management report, and at the conclusion of the biennium as a report to governance.

- a) *Mid-term review* is a qualitative self-assessment by management of progress towards the achievement of the unit results carried out at the end of the first year. It assesses progress at the level of decentralized offices and headquarters divisions towards the achievement of unit results and their contribution to the achievement of the Organizational Results. It will employ a simple set of criteria to rate this progress, highlight areas of risk and propose management action where re-programming and reallocation of resources is required in the current biennium.
- b) *End of Biennium Assessment* is the self-assessment of the MTP/PWB carried out at the end of the second year and reported in the Programme Implementation Report (PIR). It will be a key element in ensuring accountability to Members for results under the new results-based framework. It will comprehensively report on achievements against the approved organizational results, as measured through the indicators and related targets set forth in the MTP/PWB. This assessment will provide a deeper, more thorough review of achievements than is possible at the mid-term. In addition to providing a review of the main achievements during the biennium, the assessment will: identify critical success factors and impediments; note lessons learnt and how they will be applied in the next cycle and present an analysis of financial implementation. In addition to providing information of an evaluative nature to managers, the findings will inform the preparation of work plans for the coming biennium and formulation of the next PWB.

**19.** Based on the information emanating from the mid-term review and the end of biennium assessment, the impact focus areas, Organizational Results, primary tools for achieving Organizational Results, indicators and targets of the MTP/PWB will be revised as required. Changes in the second biennium of the MTP will be kept to a minimum, mainly to address emerging or new priorities for FAO action.

**20.** At the end of four years (the second biennium covered by the MTP) the MTP will be reviewed in conjunction with the review of the Strategic Framework and revisions made as warranted.

#### *Next steps*

**21.** The next steps in developing the programme implementation monitoring and assessment framework are: finalization of the accountability framework; preparation of the specific monitoring and assessment tools and guidelines; design of system support; provision of staff training; and definition of format and content of the new PIR. A progress report on the monitoring and assessment tools and a proposal for the format and content of the new PIR will be presented to the Committees in October for their review.

**22.** In addition to the technical aspects of implementing the monitoring and reporting framework, the corporate learning programme in results-based management will contribute to changing the organizational culture to one that actively supports and encourages monitoring and assessment as a tool to improve staff and unit performance. For example, an E-learning course is being developed in partnership with WFP, providing a forum for exchange of experiences and lessons learned as well as the opportunity for cost savings.

**23.** The Committees are invited to review and note the progress and next steps for putting in place the results-based work planning, monitoring and reporting system at FAO.

## Annex 1: The new results-based approach in FAO

(1) The four-year Medium Term Plan applies the principles and major elements of the results-based approach. The major elements, as set forth in the Strategic Framework, comprise:

- **Global Goals** representing the fundamental development impacts, in the areas of FAO's mandate, which the countries aim to achieve;
- **Strategic Objectives** contributing to the achievement of the Global Goals;
- **Functional Objectives** providing the enabling environment for FAO's work;
- **Organizational Results** defining the outcome of FAO's work under each Strategic and Functional Objective; and
- **Core Functions** as the critical means of action to be employed by FAO to achieve results.

(2) The eleven Strategic Objectives agreed in the Strategic Framework reflect the assessment of challenges and opportunities facing food, agriculture and rural development. They express the impact, in countries, regions and globally, expected to be achieved over a long-term (ten-year) timeframe by Members based on FAO's value-added interventions. In order to ensure that all aspects of FAO's work are considered within a results-based framework, complementary Functional Objectives assist the Organization to ensure effective impact of technical delivery, with due attention to efficiency and, therefore also firmly contribute to the achievement of Strategic Objectives (see *Figure 1*).

(3) Under the Strategic Objectives, the more specific Organizational Results represent the outcomes expected to be achieved over a four-year period through the taking-up and use by countries and partners of FAO's products and services. The identification of Organizational Results also applies to Functional Objectives.

(4) The eight Core Functions draw on FAO's comparative advantages and are to be applied at all levels: global, regional and national. They are subject to articulated strategies to ensure coherent approaches, cooperation among organizational units, mutual learning and the pursuit of excellence.

(5) The Organizational Results, as measured by indicators, constitute the backbone of the four-year Medium Term Plan and biennial Programme of Work and Budget, reflecting the substantive priorities upheld by the membership (see MTP section C and PWB section IV).

(6) Other tools to inform the development, and contribute to the achievement of the Organizational Results and Strategic Objectives include:

- National Medium-term Priority Frameworks which are developed together with the concerned governments to focus FAO's efforts on well-identified national needs;
- structured and consultative development of subregional and regional areas of priority action, including *via* the Regional Conferences and specialised Regional Commissions; and
- at the global level, a limited number of Impact Focus Areas to help mobilise voluntary contributions for priority groups of Organizational Results, providing a communication and advocacy tool, and with an emphasis on capacity building and policy frameworks (see *Section E*).

(7) During implementation, progress towards the achievement of the Organizational Results, as measured through their indicators, will be tracked. This results-based monitoring will permit the identification of any issues that could prevent FAO from delivering the Organizational Results, and provide the opportunity to make in-course adjustments and changes to forward planning. Biennial implementation reporting under the new results-based regime will change

significantly, both in terms of content and presentation. Future reports will focus on achievement of outcomes as measured against targets specified in the Medium Term Plan and Programme of Work and Budget, rather than activities and outputs.

**Figure 1: Main components of FAO's results framework**

**FAO's vision**

A world free of hunger and malnutrition where food and agriculture contributes to improving the living standards of all, especially the poorest, in an economically, socially and environmentally sustainable manner.

**The three Global Goals of Members:**

- reduction of the absolute number of people suffering from hunger, progressively ensuring a world in which all people at all times have sufficient safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life;
- elimination of poverty and the driving forward of economic and social progress for all, with increased food production, enhanced rural development and sustainable livelihoods;
- sustainable management and utilisation of natural resources, including land, water, air, climate and genetic resources, for the benefit of present and future generations.

**Strategic Objectives**

- A. Sustainable intensification of crop production
- B. Increased sustainable livestock production
- C. Sustainable management and use of fisheries and aquaculture resources
- D. Improved quality and safety of foods at all stages of the food chain
- E. Sustainable management of forests and trees
- F. Sustainable management of land, water and genetic resources and improved responses to global environmental challenges affecting food and agriculture
- G. Enabling environment for markets to improve livelihoods and rural development
- H. Improved food security and better nutrition
- I. Improved preparedness for, and effective response to, food and agricultural threats and emergencies
- K. Gender equity in access to resources, goods, services and decision-making in the rural areas
- L. Increased and more effective public and private investment in agriculture and rural development

**Functional Objectives**

- X. Effective collaboration with Member States and stakeholders
- Y. Efficient and effective administration

**Core Functions**

- a. Monitoring and assessment of long-term and medium-term trends and perspectives
- b. Assembly and provision of information, knowledge and statistics
- c. Development of international instruments, norms and standards
- d. Policy and strategy options and advice
- e. Technical support to promote technology transfer and build capacity
- f. Advocacy and communication
- g. Inter-disciplinarity and innovation
- h. Partnerships and alliances

## **Annex 2 – IPA Project 3, Reform of Programming, Budgeting and Results-based Monitoring - Programme for 2010-11**

(1) *The introduction of a revised implementation performance results-based management monitoring system (actions 1.6, 3.6, 7.1)* is being carried out in several sequential steps with the following deliverables:

- work planning system (January-March 2010)
- monitoring and reporting system (April-October 2010)
- country-level planning pilot (July –December 2010)
- first annual performance report (March 2011)
- new programme implementation report (June 2012)

Work involves system design, testing and documentation; assignment of responsibility and accountability, staff training; system use, feedback and modification in a learn-by-doing approach; and production of reports for management and governing bodies.

(2) *Multi-disciplinary team work and involvement of decentralized offices (action 6.2 and linked to first area above)* is being facilitated throughout the biennium by putting in place institutional measures and consultative processes, training, and allocation of resources. Specific deliverables are:

- institutionalizing the role of the Strategy Teams in all aspects of the programme planning (March 2010), monitoring and reporting (December 2010) cycle;
- rigorously incorporating officers in decentralized offices in the Strategy Teams and other processes put in place in the cycle (e.g. peer reviews in March 2010);
- Establishing and allocating the Multi-disciplinary Fund for these purposes (January-April 2010).

(3) *Adjustments to the MTP/PWB throughout the new cycle of governing body decision making (actions 3.7, 3.8, 3.9)*. This is a complex set of actions requiring close interaction with the Independent Chair of Council and the Chairs of the Programme and Finance Committees, as well as the bureaus of the Technical Committees and Regional Conferences. During 2010-11, actions will be focused on:

- providing inputs to the design of the implementation performance monitoring and reporting system (April 2010 and March 2011);
- an approach to prioritization of the technical work of the Organization through the governing bodies (April 2010 to June 2011);
- review of the Director-General's MTP and PWB for the next biennium, and any necessary adjustments to the results frameworks and resource allocations based on Conference decisions (March 2011 to December 2011).

(4) *Redesign of the planning and budgeting model and structure of the PWB (action 7.2)*. This action arises from the Root and Branch Review and would be based on relevant aspects of its recommendations and lessons learned from experience in preparing and implementing the 2010-11 PWB. The expected deliverables for 2010-11 is a conceptual model for budgeting by objective, due to the emphasis being placed on the three above areas of work.