Review of decentralized offices staffing, location and coverage

1.   The 2004 Independent Evaluation of Decentralization, as well as the IEE and the IPA have endorsed the need for a strong FAO field presence. The IEE made recommendations for a new and clear role for the Regional Offices which would focus more on analysis and policy advice, with first line responsibility and accountability for the development of strategies and programmes across the region; for Subregional Offices to be the technical support arm of FAO in the respective subregions; and for a new foundation for the establishment, presence, structure, function and staffing of Country Offices.

2.   The IPA focused on actions that would ensure that *"decentralized offices and Headquarters will work as one effectively integrated Organization."* This would be done through changes in the Headquarters structure as well as through *"decentralization of authorities, networking and full involvement of decentralized offices in FAO's overall decision making"* (paragraph 43 of the IPA)*, "delegation of responsibility with accountability"* (paragraph 44) and *"an appropriate balance between [...]. headquarters and field offices"* (paragraph 45). The IPA Action Matrix on Decentralization includes 15 actions aimed at achieving this. In order to implement these actions, a Decentralization Project team has been set up with staff from decentralized offices and headquarters units. The project team is interacting with other project teams as needed, in particular on results-based management, TCP Decentralization, Headquarters Restructuring, Partnerships and reform of human resources. The Senior Management Team for IPA (SMT-IPA) is actively guiding the project team.

3.   Three notes are attached for consideration by the Working Groups. These are:

    i. **Functioning as One Organization** which is a progress report on work being done on improved integration between Headquarters and Decentralized Offices,

    ii. **Coverage of the Near East Regional Office** which provides information and seeks guidance on this topic, and

    iii. **Review of FAO Country Coverage** which reports on work underway and seeks guidance on the application of the criteria to be applied and on the next steps in the process.

Note 1 - Functioning as One Organization

1.   This note provides information on the status and plans for the implementation of the IPA actions that relate to decentralization and aim to make FAO work as one Organization.

2. Integrated Planning and Decision Making (IPA actions 3.77-3.80, 3.82, 3.85, 3.88)

2.1   A major effort is ongoing to integrate Regional, Subregional and Country Offices into the work of the Organization. Since about July 2008, ADGs/Regional Representatives routinely attend all key decision making meetings via videoconference (IPA action 3.77). These include the Senior Management Meetings as well the Senior Management Team, for IPA Implementation, the Initiative on Soaring Food Prices (ISFP) Policy Meetings and the meetings of the Policy Advisory Committee of the Crisis Management Centre for the Food Chain.

2.2   The Decentralized Offices (DOs) are increasing their involvement in the corporate effort to develop the new Strategic Framework, the Medium Term Plan (MTP) and the Programme of Work and Budget (PWB). This is being done through a two track process – firstly, staff from Regional and Subregional Offices participate as the Regional Focal Points in the various Strategy Teams set up to review the 11 Strategic Objectives; secondly, through a process of consultation among these offices within each region regarding their contribution to the Organizational Results. Since November 2008, all Regional and Subregional Offices have had strategy and planning meetings involving their staff and FAORs, as well as relevant staff from Headquarters within the process of preparing the MTP.   Annex 1 contains details on the actions undertaken so far. Detailed guidance is being provided to Regional and Subregional Offices on budgeting and planning their work in the PWB. Further guidance is presently being developed on preparation of strategies and programmes that are aligned with the development agenda's of concerned governments and regional integration organizations and that can be presented to the next round of Regional Conferences in 2010 (IPA action 3.79).

2.3   Based on the ongoing work by Regional and Subregional Offices with regard to programmes and work plans, a review of the skills mix of these offices has also been initiated. This work will be partially completed by July 2009 when proposals are also expected to be finalized for other staffing adjustments in order to allow Regional Offices to handle additional responsibilities related to the transfer of various functions related to TCP and OCD work. The impact of taking on other functions such as resource mobilization, as well as any other changes proposed by the Root and Branch Review (IPA action 3.85) will be assessed as work progresses.

2.4   New reporting relations and responsibilities are to be put in place from 2010. In particular, the primary reporting line of Regional Technical Officers (RTOs) is being transferred from the Headquarters Departments to the Regional Representatives (IPA action 3.78). As of 1 January 2010, RRs will also take over full programming and budgeting responsibility for RTOs (IPA action 3.80). These changes will be accompanied by improved mechanisms for knowledge exchange and technical guidance between Headquarters Departments and Regional and Subregional Technical Officers, as well FAO Representatives who allocate part of their time to providing technical support, to ensure integration between the technical work in Headquarters and DOs. These mechanisms will also include: guidelines about the delegation of technical authority for clearance, backstopping, etc; measures to

assure and evaluate the quality of technical work done in DOs; creation of knowledge networks and communities of practice to assure joint learning by staff in Headquarters Departments and in the field; and joint programmes between Headquarters and DOs dedicated to addressing global issues and priorities.

2.5   Major constraints and challenges remain to be addressed. Firstly, the preparation of the MTP and PWB in 2009 will not benefit from the full revised cycle of preparation envisaged in the IPA to take place in 2010-11 (actions 3.6 to 3.9), in particular consultation with the Regional Conferences that will only take place in 2010. Secondly, although consultations within the regions/subregions to define priorities are ongoing, more work needs to be done to reflect these priorities in the formulation of the Organizational Results. Thirdly, substantial work still remains to be done to introduce all the aspects of results-based management in the DOs – including training – and this will be a long term process. Within this context, particular attention will be given to the needs of Country Offices and make available required expertise to work effectively, especially in high priority areas such as policy advice.

2.6   Various delegated authorities to DOs are also in the process of revision. These delegations not only include the decentralization of TCP and enhanced oversight of Regional Offices over the country office network but also increased authority levels for procurement of goods and services (IPA action 3.82). A more detailed review of delegated authorities will take place after the results of Phase II of the RBR are available.

2.7   The increased delegation of authority to DOs will need to be accompanied by greater accountability. This requires a system of benchmarks and a performance based reporting and monitoring system that will build on the progressive introduction of RBM (IPA action 3.88). This work requires significant external expertise and has not yet been started.

2.8   Efforts are also underway to upgrade ICT in the DOs. These include upgrading/extending the use of corporate administrative applications in Decentralized Offices including replacement of Field Accounting System (FAS); extending access to DOs of systems such as Oracle self-service facilities, PEMS and Travel (ATLAS); and improving the Country Office Information Network (COIN). Efforts will also be made to enhance the infrastructure through increased Wide Area Network bandwidth, improved video conferencing facilities for Regional and Sub-Regional Offices and better ICT support services for Decentralized Offices. Additional external costs are associated with this work and without funding progress will be limited.

3. Transfer of Responsibilities (IPA actions 3.81, 3.83 and 3.95)

3.1   In accordance with IPA action 3.81, all primary responsibilities for technical and substantive aspects of supervising FAO Representations (FAORs) will be transferred from OCD to the Regional Offices (ROs). Preliminary proposals, to be reviewed in light of any relevant recommendations emanating from the Root and Branch Review, relate to the transfer of the following functions:

- **All financial matters,** including planning and allocation of financial resources to the FAORs, and monitoring and evaluation of budgetary performance.

- **Management support, supervision and performance assessment of FAORs**, including office management support; office management reviews and country visits, briefing of FAOReps at regional level; review and monitoring of FAOReps' and Subregional Coordinators' inception, annual and terminal reports; preparation of management reports covering the country office networks within the region; operational support related to UN Country Team matters; support to FAORs on security matters; focal point function for audit matters (review, comments and follow up); and provision of IT support to FAORs.

- **Staff Matters** related to planning and management of national posts in FAORs, appointment of national professional staff, and staff development and training.

3.2   In addition, the Regional Offices will become fully responsible for the organization and management of Regional Conferences.

3.3   Discussions are ongoing with the ROs on these matters including implications on their structure, staffing and resource needs which will be reflected in the PWB 2010-11. These will vary from region to region, as will the timing, phasing and associated training requirements. Remaining OCD functions will be transferred to a unit attached to the office of the DDG Operations (Annex 2 provides details on the functions to be transferred to ROs and the new unit, IPA action 3.95)..

3.4   The role and functions of SROs are being reviewed to minimize administrative functions and allow them to focus on their technical work (IPA action 3.83). However, administrative work in SROs is mainly related to the functioning of these offices themselves, and the main focus is on support to the multidisciplinary teams, assisting them to provide efficient and timely services. The SROs as such have no administrative responsibilities for other offices in the subregion.

4. HR Aspects (IPA actions 3.87 and 3.89)

4.1   Improved staff training is a theme that runs through many of the IPA recommendations. Over the last few years, a major effort has been made to upgrade technical, administrative and managerial skills of staff in decentralized offices. Over the last two years, more than 50 FAORs have gone through the Management Development Centre (MDC) and have participated in refresher briefings (to improve their core management and leadership skills and to update them on the high priority activities of the Organization). In addition, 13 DRRs/SRCs have received similar training. Training has also been provided to over 70 Assistant FAORs.

4.2   Work is ongoing with Technical Departments to define the knowledge sharing and learning discussed above. Work is also ongoing with AFHT to design a new strategy for training of FAORs and the national staff in FAO country offices using a blend of e-learning, face-to-face training and team building methods. The possibilities of using available e-learning material developed in the UN system, including on management and leadership, to Government counterparts is also under review.

4.3   In addition, RRs will take the lead, in consultation as necessary with the Sub Regional Coordinators and Heads of Multidisciplinary Teams, on HR issues related to RTOs/STOs, including skill mix, selection, promotion, transfer and rotation, but should systematically

consult and agree with the concerned Technical Department at Headquarters on these issues. Guidelines on these aspects are being prepared with the HR project team in accordance with corporate policies, particularly with regard to the rotation policy. However, implementation of action such as training and staff rotation will depend on availability of funding.

5. Next Steps

5.1   Overall, work is progressing well, particularly in developing better integration of the work of Headquarters and DOs. The key next steps are to complete the planning process and review of skills mix with the Regional and Subregional Offices; finalize the list of activities to be transferred to the ROs, including OCD functions as well as other decentralization activities such as TCP; agree an effective and efficient office and staffing structure; develop necessary detailed guidelines and training programmes; and develop proposals for strengthening of the FAO Country Offices also taking account of the outcome of the discussions on FAO Country Coverage

Regional and Subregional Meetings working on Strategy Formulation and Planning

	Event Title	Venue and dates	Participants from DOs
SFE	SFE Management Team Meeting	Addis Abeba 30 October to 3 November 2008	SFE staff and 6 FAORs[1] (Burundi, Ethiopia, Kenya, Rwanda, Sudan, Uganda)
OCD AFH PBE	Workshop (including modalities for participating in Strategic Objectives)	Rome 1-12 December 2008	All DRRs (5) and SRCs (8)
SFC	Meeting of the Multidisciplinary Team of SFC	Libreville 13-16 December 2008	SFC staff, 5 FAORs (Cameroon, Chad, Congo, DPR Congo, Gabon), 1 A-FAOR (Central African Republic), 1 National Correspondent (Sao Tome and Principe) and 1 Admin. Assistant (Equatorial Guinea).
SLC	Planning Workshop	Barbados February 2009	SLC staff
SLS	Strategy Workshop: Training and Programming Meeting of the Multidisciplinary Team: Subregional Priority Frameworks	Santiago 2-6 February 2009	SLS/RLC staff and 9 FAORs (OiC Argentina, Bolivia, Brazil, Chile, Colombia, Ecuador, Paraguay, Peru and Venezuela)
RAP	Workshop and Advanced Refresher Briefing	Bangkok 2-6 February 2009	RAP staff, 12 FAORs (Afghanistan, Bangladesh, Cambodia, China, India/Bhutan, Indonesia, Laos, Myanmar, Nepal, Philippines, Sri Lanka, Viet Nam and 1 A-FAOR (Pakistan)
RAF	Regional Management Team Meeting	Accra 16-19 February 2009	RR, 4 SRCs and RAF staff.
SNE	Subregional Coordination Meeting	Tunis 24-26 February 2009	SNE staff and 4 FAORs (Algeria, Morocco, Mauritania and Tunisia)
RAP	Workshop on RAP's involvement in the FAO Reform including regional strategic/priority framework	Bangkok 24-27 February 2009	RAP professional staff, including regular programme and extra budgetary funded staff. The 29th APRC requested a fully developed Regional Priority Framework to be submitted for its review and consideration at the 30th APRC in 2010.
SLC	Fourth Annual Meeting on the National Medium Term Priority Frameworks	Bridgetown 2-6 March 2009	SLC staff, 5 FAORs (Barbados, Cuba, Haiti, Jamaica, Trinidad and Tobago) and 1 A-FAOR (Dominican Republic)

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[1] Including SRC who are also FAORs.

	Event Title	Venue and dates	Participants from DOs
SFW	Second SFW Multidisciplinary and Management Meeting	Accra 9-13 March 2009	SFW staff and 15 FAORs (Benin, Burkina Faso, Cape Verde, Côte d'Ivoire, Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone and Togo)
SLM	Strategy and Planning Meeting	Panama 9-13 March	SLM staff and 5 FAORs (Costa Rica, El Salvador, Honduras, Nicaragua, Panama)
RNE	RNE Planning, Strategy and Coordination Meeting	Cairo 15-19 March 2009	RNE/SNO and SNE staff and 6 FAORs (Algeria, Egypt, Jordan, Lebanon, Mauritania, Syria), 1 A-FAOR (Yemen), 1 Programme Coordinator (Saudi Arabia) and 1 Executive Officer (Iraq)
SFS	Third SFS Multidisciplinary Team Meeting	Johannesburg 23-26 March 2009	SFS staff, 9 FAORs (Eritrea, Lesotho, Malawi, Mozambique, Namibia, South Africa, Tanzania, Zambia and Zimbabwe)

Regional and Subregional Offices

RAF Regional Office for Africa
        SFC Subregional Office for Central Africa
        SFE Subregional Office for Eastern Africa
        SFS Subregional Office for Southern Africa
        SFW Subregional Office for Western Africa

RAP Regional Office for Asia and the Pacific
        SAP Subregional Office for the Pacific Islands

REU Regional Office for Europe and Central Asia
        SEC Subregional Office for Central Asia
        SEU Subregional Office for Central and Eastern Europe

RLC Regional Office for Latin America and the Caribbean
        SLC Subregional Office for the Caribbean
        SLM Subregional Office for Central America
        SLS Multidisciplinary Team for South America

RNE Regional Office for the Near East
        SNE Subregional Office for North Africa
        SNO Multidisciplinary Team for Oriental Near East (being established)
SNG Subregional Office for the Gulf Cooperation Council Members and Yemen (being established)

Proposed Reallocation of Current OCD Main Responsibilities to Regional Offices
(subject to further review in light of any relevant recommendations emanating from the Root and Branch Review)

	Responsibilities to be transferred to the Office of Support to Decentralization (Office of the Deputy Director-General Operations)
1	Definition of decentralization policy, including country coverage and staffing models
2	Establishment of new offices and renegotiation of existing Host Country agreements
3	Coordination mechanisms among decentralized offices
4	Coordination mechanisms between decentralized offices and HQ
5	Communications and advocacy activities related to decentralization
6	Identification, interview, selection, appointment, evaluation of Regional Representatives and Heads of relevant Liaison Offices
7	Identification, interviews, selection and appointment of Subregional Coordinators and FAORs (including informal contacts with Host Government, official clearance, letters of credentials)[1]
8	Monitoring of Inception, Annual and Terminal reports of RRs
9	Preparation of documents for Governing Bodies and Senior Management on issues related to decentralization
10	Briefing of FAORs at HQ
11	Focal point for AUD global matters (review, comments and follow up)
12	Guidance, coordination and oversight of the network of decentralized offices
13	Preparation of management reports at global level
	Responsibilities to be transferred to the Regional Offices
1	Supervision and Performance assessment and evaluation of FAORs
2	Planning and allocation of financial resources to FAOR offices
3	Monitoring and evaluation of budget performance of FAOR offices
4	Integration of PBRs of FAORs into a regional report
5	Management of posts in FAOR offices. While details are still to be developed and agreed upon, this is expected to include: - authorization to FAORs to issue VAs and fill positions; - review and endorsement of staffing action requests to be submitted to AFH.[2]
6	Support to FAOR offices on office management. This covers a variety of actions and processes including: - requests to Decentralized Accounting Group (DAG) in AFF related to FAOR imprest accounts matters; - liaison with AFF on Government Counterpart Cash (GCC) contributions; - monitoring of quality of COIN data inputted by FAORs.
7	Training of staff in FAOR offices
8	Office management reviews, including field missions
9	Review and submission to PSSC of candidatures for NPOs in FAOR offices
10	Appointment of NPOs in FAOR offices
11	Facilitate/support matters coordinated by HQ divisions related to: - human resources: (i) participation of FAOR staff in external fora/training; (ii) staff relations, including disputes - management issues: (i) fraud and theft, (ii) accidents, (iii) various waivers - office and staff security

12	Preparation and management of Regional Conferences
13	Monitoring of FAORs' and SRCs' Inception, Annual and Terminal reports
14	Briefing of FAORs at regional level
15	Focal point for AUD regional and country matters (review, comments and follow up)
16	Preparation of management reports at regional level
17	Operational support related to UN Country Team matters

[1]   Selection and appointment of GS staff in FAORs, SROs and ROs remain under the authority of the Heads of the respective offices. FAOR positions are advertised on a regional basis twice a year. Interviews are conducted by senior management.

[2]   It is expected that the few HR servicing functions currently performed by OCD will be transferred to the SSC by the end of 2009

Note 2 – Coverage of the Near East Regional Office

1.   Action 3.86 of the Immediate Plan of Action (IPA) requests management to "*Clarify coverage of the Near East Regional Office*".

 2   The Current Situation.

2.1   Countries are allocated to regions in three different ways depending on the purpose:

- Regional groups for Council elections. Each country is allocated to a single regional grouping for the purpose of electing the members to the FAO Council. The determination of the regional grouping to which a country is assigned is made by the Conference, on the basis of recommendation of the General Committee, usually when a Member Nation is admitted to membership. However, a country may, if it so wishes, request to change the Council-elections Regional grouping. There are seven regions for Council election purposes, including the Near East region

- Participation in Regional Conferences – Neither the Constitution nor other parts of the Basic Texts contain any express provisions concerning participation in Regional Conferences as members. Countries may request to participate in Regional Conferences if they geographically belong to the region. However, other countries may also ask to attend as observers. As a result there are more countries attending a Regional Conference than there are members for the purpose of Council elections. Some countries attend up to three Regional Conferences. There are five FAO Regional Conferences, including the Regional Conference for the Near East.

- Geographical coverage of Regional/Subregional Offices and Multi-disciplinary Teams (MDTs) –Countries receive technical support from Subregional Offices (SROs) or a Multidisciplinary Team (MDT) co-located with a Regional Office (RO) or where there is no SRO or MDT, from the Regional Office (RO). This pattern of geographical coverage has been established progressively by FAO's Governing Bodies between 1946 and the present. The most recent decision by the Council, at its 133^d session of November 2007, concerns the establishment a new FAO Subregional Office for the Gulf Cooperation Council States and Yemen in the United Arab Emirates. In making decisions on the location and geographical coverage of Regional and Subregional Offices, FAO's Governing Bodies consider geopolitical considerations, cultural/linguistic similarities between countries, membership of regional and subregional economic integration organizations, the extent to which countries share development challenges with other countries, and logistic considerations such as ease of transport. These criteria have been applied flexibly and the Organization has accommodated requests from countries to be serviced from a particular Regional Office or Subregional Office/MDT. There are five FAO Regional Offices, including the Regional Office for the Near East.

2.2   The Regional Office for the Near East (RNE) provides technical backup and support to 18 countries. All of these attend the Regional Conference for the Near East (NERC) but 7 countries also attend other Regional Conferences. Moreover, four countries do not belong to the Near East group for Council election purposes – see Table 1 below:

Table 1: Countries Covered by RNE

Countries covered by RNE	Regional Conferences, in addition to NERC, to which they are invited	Regional Group for Council Election Purposes
Algeria	ARC	Africa
Bahrain		Near East
Egypt	ARC	Near East
Iran	APRC	Near East
Iraq		Near East
Jordan		Near East
Kuwait		Near East
Lebanon		Near East
Libya	ARC	Near East
Mauritania	ARC	Africa
Morocco	ARC	Africa
Oman		Near East
Qatar		Near East
Saudi Arabia		Near East
Syrian Arab Republic		Near East
Tunisia	ARC	Africa
United Arab Emirates		Near East
Yemen		Near East

NERC - Regional Conference for the Near East
ARC – Regional Conference for Africa
APRC – Regional Conference for Asia and the Pacific

2.3   There are also 14 countries that are invited to the Near East Regional Conference but are not covered by RNE. These countries, except for Djibouti, are also invited to other Regional Conferences. The countries, the Regional Conferences they are also invited to in addition to NERC, the Regional Group to which they belong for Council election purposes and the Regional Office providing backstopping are shown below:

Table 2. Countries not Covered by RNE but which are invited to NERC

Countries not covered by RNE but invited to the Near East Regional Conference	Regional Conferences, in addition to NERC, to which they are invited	Regional Group for Council Election Purposes	Regional Office providing Technical Support
Afghanistan	APRC	Near East	RAP
Djibouti		Near East	RAF
Kyrgyzstan	ERC	Near East	REU
Somalia	ARC	Near East	RAF
Sudan	ARC	Near East	RAF
Tajikistan	ERC	Near East	REU
Turkmenistan	ERC	Near East	REU
Azerbaijan	ERC	Europe	REU
Cyprus	ERC	Europe	REU
Kazakhstan	APRC, ERC	Asia	REU
Malta	ERC	Europe	REU
Pakistan	APRC	Asia	RAP
Turkey	ERC	Europe	REU
Uzbekistan	APRC, ERC	Asia	REU

APRC – Regional Conference for Asia and the Pacific
ERC – Regional Conference for Europe
ARC – Regional Conference for Africa

RAP – Regional Office for Asia and the Pacific
RAF – Regional Office for Africa
REU – Regional Office for Europe and Central Asia

3. Guidance from CoC

3.1   CoC guidance is requested as to possible next steps.

Note 3 - Review of FAO Country Coverage

1.   Action 3.84 of the IPA requests Management to:

"Clearly distinguishing between well established offices and any plans for additional new offices, rationalise coverage of country offices following results of review utilising agreed criteria, taking into account both existing and potential locations, efficiency, projected cost savings and cost/benefit analysis. Implementation of the results of the review will ensure that at a minimum the structural deficit is eliminated in the Country representation (FAORs) through alternative forms of country presence, with further reductions desirable to free up resources for the improved functioning of the decentralized offices. Criteria to be applied:

a) size of the FAO Programme (indicative ratio office costs to size of programme 1:3);
b) commitment to the National Medium-Term Priority Frameworks as they are developed with FAO;
c) size and poverty levels of agriculturally dependent population;
d) priority to Least Developed Countries;
e) potential for agriculture in economic growth;
f) ease of servicing from another country;
g) potential for shared or fully joint representations with the UN system, particularly with the other Rome-based agencies, and other regional organizations as appropriate; and
h) willingness of governments to cover costs of FAO presence."

A. The Current FAO Country Office Network

2.   Out of a total of 191 Member Countries, FAO has had field operations in 158 in the period under review. Of these, 137 countries are currently covered by an FAO presence, including: 73 with fully fledged FAO Representation; 9 with an FAO Outposted Technical Officer (OTO) resident in the country; 13 that are hosting an FAO Regional or Subregional Office; 36 covered by multiple accreditation; and 6 with a National Correspondent without an associated non-resident FAOR. In 21 countries FAO has field operations but no regular office (Annex 1 provides a list of countries with the type of representation broken down by Region and Subregion). The current FAO network is the outcome of various factors, including the size and nature of FAO's field programme, the request of countries, and the willingness of countries to provide facilities and cover costs. However, it should be noted that FAO offices do much more than planning and implementing the field programme. In countries where a high political priority is given to agriculture, FAO offices provide a source of independent advice on key policy and strategic issues; help bring together various donors and stakeholders working on agriculture and food security; and act as a gateway to international expertise to share knowledge, experience and best practices.

3.   The Organization does not have sufficient budgeted funds to fully staff the current network. The shortfall between budgeted funds and the cost of filling all FAOR positions is USD2.7 million per year. The shortfall is covered through a vacancy management programme which requires that a number of FAOR positions that fall empty are not immediately filled. The IPA recommendation to eliminate the structural deficit could be achieved by cancelling a number of FAOR positions and covering the concerned countries through multiple accreditation arrangements; the affected countries could be strengthened in terms of national staff and the FAOR would make regular visits. Although precise costs can vary depending on the countries where such actions are taken, between 13 and 17 FAOR positions should be identified for such arrangement in order to eliminate the deficit. If new FAOR offices will need to be opened

without any increase in the overall financial allocation for the FAOR network, then the number of existing FAOR positions would have to be further reduced accordingly.

B. The IPA Criteria

4.   Data are currently being collected for the various criteria and working definitions are being prepared for the analysis. This work has so far covered the first five criteria on which sufficient data are available for all 158 countries and it is proposed that analysis on the last three criteria be undertaken once this first stage is complete. The preliminary analysis excluded the 13 countries that are hosting an FAO Regional or Subregional Office and focused on a total of 145 countries divided into three groups:

   i.   countries where FAO has a fully fledged office (73)
  ii.   countries with an FAO Outposted Technical Officer (9) and
 iii.   other countries with FAO operations but without a fully fledged FAO office or an OTO (42 countries covered by multiple accreditation or National Correspondent without an FAOR; and 21 countries with FAO field operations but no office).

5.   The analysis indicates a number of operational limitations and conceptual difficulties in the given criteria, particularly as only 5 of the 145 countries included in the preliminary analysis meet all five criteria. All the 5 countries currently have fully fledged FAO offices. The progress on the first five criteria and the issues encountered so far are reported below.

a)   The cost of an FAO country office over a three year period has been compared to the total delivery of national projects in support of both technical and emergency assistance over the same period. The results of the analysis show that out of the 145 countries, 42 meet the 1:3 ratio, of which 38 have fully fledged FAORs or OTOs and 4 countries are not covered by a FAO presence.

In operationalizing this criterion, it was felt that technical assistance and emergency operations should be included as both require management and oversight by the FAOR. In interpreting results, due consideration needs to be given to the fact that field operations may reflect not only the needs of the country but also a number of other factors, including fund raising capacity and donor interest. Thus, a strong FAO presence may be needed not only in countries with a large FAO field programme but also in countries where there is no such programme. Moreover, field projects delivery estimates do not take into consideration that in many cases FAORs play a significant role in programme formulation and resource mobilization for the country but this work may not result in direct project implementation by FAO.

b)   Countries can be classified by whether an NMTPF has been completed, is under preparation or planned, and where there are not yet any definitive plans. Of the 145 countries, NMTPS are complete, under preparation or planned in 98 countries and there are no definitive plans in 47. Although FAO's capacity to prepare NMTPFs is greater in countries with a fully fledged FAO office, they are not yet planned in 11 countries with an FAOR.

Most of the Member Countries have completed, are working on, or have planned NMTPFs. The lack of any plans for the preparation of an NMTPF may reflect a number of factors, including conflict or post-conflict conditions, difficulties to engage with the government due to political factors or the absence of an FAOR. The status of work on an NMTPF may not necessarily provide a sound basis for decisions on FAO country presence.

c)   The size of the agriculture dependent population could be taken as the number of people that are engaged in agricultural activities (FAOSTAT), and poverty levels can be estimated as the share of undernourished in the total population (SOFI 2009*).* The top one third of countries in terms of agriculture dependant people have over 6 million people working in the sector. In terms of undernourished one third of countries have 20% of their population in this category. Out of the 145 countries, 23 have agriculture dependant population of more than 6 million and food insecurity of more that 20%.

The size of the agricultural population can be taken either as a proportion or as an absolute number – the latter would clearly suggest that FAORs may not be needed in small countries. Similarly, there are a number of different definitions of poverty, including impact measures such as stunting of children and a decision will be needed about the most appropriate measure.

d)   The list of LDCs is drawn from the list published by the UN Office of the High Representative for Least Developed Countries, Land-Locked Developing Countries and Small Island Developing Countries (UN-OHRLLS). There are a total of 47 LDCs, of which 38 countries have a fully fledged FAOR or OTO, and 9 countries are not currently covered by a FAO presence.

LDC status is often associated with greater food insecurity and a larger role of agriculture. However, it is not clear whether all LDCs, even those with very small populations, would require an FAOR. Currently almost all LDCs have FAORs, except for some small countries and island states.

e)   The potential of agriculture to contribute to the economic growth is difficult to quantify as it depends on the size of the agricultural sector in relation to the rest of the economy, on which data is available, as well as on future growth rates which cannot be predicted. Countries whose agriculture sector has been growing at about 3% or more are among the top third of all countries in terms of performance. Similarly agriculture contributes more than 15% of GDP in only a third of all countries. Based on good past performance (growth rate of agriculture value added of over 3%) and an important role for agriculture (contribution to GDP of over 15%), 31 countries can be classified as having a high potential for agriculture to contribute to economic growth. Of these 31 countries, 6 countrie have no FAO offices.

In countries with a large agriculture sector, agriculture could play a large role in determining overall economic growth. Over the past decade a number of these countries have achieved high growth in the sector and this has been taken as a basis for assessing this criterion.. However, future growth would depend on policies and political commitment as well as factors that cannot be influenced such as international economic conditions, climate and natural calamities. The analysis could either use past growth as an indicator of likely future trends, as has been done for the preliminary work, or define alternative objective indicators of future growth.

7.   As mentioned above, once the analysis of the above five criteria is finalized, the next steps would include a country by country review to examine the ease of servicing from another country (criterion f); a review of possibilities of joint offices with other UN system organizations (criterion g); and discussions with countries regarding their willingness to cover costs (criterion h).

C. Request for Guidance

8.   COC-IEE guidance is requested on the methodological issues related to the five criteria reviewed so far, as well as the proposed next steps, including application of the remaining three criteria.

9.   In providing guidance, the CoC may wish to consider how to proceed further and ensure that FAO is able to meet the needs of Member Countries in terms of field activities as well as policy advice and guidance, particularly where there is a strong political commitment towards agricultural development and food security. This may require a flexible and dynamic approach to the country office network which takes account of the requests of countries and their commitments of support. Moreover, factors not considered so far, such as the contribution of a country to regional or subregional food security could be considered.

10.   The analysis done so far can thus be seen as a starting point for more detailed discussions which will also take account of the differences among regions and subregions. These discussions could take place in the regional groups where more detailed information on political and policy aspects, including regional food security considerations, is available. CoC endorsement for this course of action is hereby requested.

Table 1 - Annex 1

FAO Country Coverage by Region and Sub-Region

Sub/ region	Number of Countries	FAOR co-located with RO	Fully Fledged FAOR	FAOR/ OTO	Multiple Accreditation	NC without FAOR	No FAO Presence
Total	**158**	**13**	**73**	**9**	**36**	**6**	**21**
S/total	47	4	36	1	6	0	0
SFS	16	1	10	-	5	-	-
SFW	15	1	14	-	-	-	-
SFE	8	1	7	-	-	-	-
SFC	8	1	5	1	1	-	-
S/total	34	2	13	0	16	1	2
SAP	14	1	-	-	12	1	-
RAP	20	1	13	-	4	-	2
S/total	33	3	17	3	10	0	0
SLC	16	1	5	-	10	-	-
SLM	6	1	4	1	-	-	-
RLC	11	1	8	2	-	-	-
S/total	18	2	7	5	0	0	4
SNE	5	1	2	2	-	-	
RNE	13	1	5	3	-	-	4
S/total	26	2	0	0	4	5	15
SEC	7	1	-	-	1	2	3
SEU	10	1	-	-	3	2	4
REU	9	-	-	-	-	1	8

Table 2 - Annex 1

FAO Offices in the Africa Region, RAF (47 countries)

SFS - Subregional Office for Southern Africa	**SFW - Subregional Office for West Africa**
Fully Fledged FAOR	***Fully Fledged FAOR***
Angola	Benin
Eritrea	Burkina Faso
Lesotho	Cape Verde
Madagascar	Côte d'Ivoire
Malawi	Gambia
Mozambique	Guinea
Namibia	Guinea-Bissau
South Africa	Liberia
United Republic of Tanzania	Mali
Zambia	Niger
	Nigeria
	Senegal
FAOR co-located with SRO	Sierra Leone
Zimbabwe	Togo
Multiple Accreditation	***FAOR co-located with RO***
Botswana	Ghana
Comoros	
Mauritius	
Seychelles	
Swaziland	

SFE - Subregional Office for Eastern Africa	**SFC - Subregional Office for Central Africa**
Fully Fledged FAOR Burundi Djibouti Kenya Rwanda Somalia Sudan Uganda	***Fully Fledged FAOR*** Cameroon Central African Republic Chad Congo DR of the Congo
	FAOR/OTO Equatorial Guinea
FAOR co-located with SRO Ethiopia	***FAOR co-located with SRO*** Gabon
	Multiple Accreditation Sao Tome and Principe

Table 3 - Annex 1

FAO Offices in the Asia & Pacific Region, RAP (34 countries)

SAP - Subregional Office for the Pacific Islands	**RAP - Regional Office for Asia and the Pacific**
FAOR co-located with SRO Samoa *Multiple Accreditations* Cook Islands Fiji Kiribati Marshall Islands Micronesia (Fed Stat of) Nauru Niue Palau Solomon Islands Tonga Tuvalu Vanuatu *NC without FAOR* Papua New Guinea	*Fully Fledged FAOR* Afghanistan Bangladesh Cambodia China India Indonesia Lao PDR Myanmar Nepal Pakistan Philippines Sri Lanka Viet Nam *FAOR co-located with RO* Thailand *Multiple Accreditation* Bhutan DPR of Korea Maldives Mongolia *Not covered* Malaysia Timor-Leste

Table 4 - Annex 1

FAO Offices in the Latin American and Caribbean Region, RLC (33 countries)

SLC - Subregional Office for the Caribbean	**SLM - Subregional Office for Central America**
Fully Fledged FAOR Cuba Dominican Republic Haiti Jamaica Trinidad and Tobago ***FAOR co-located with SRO*** Barbados ***Multiple Accreditation*** Antigua and Barbuda Bahamas Belize Dominica Grenada Guyana Saint Kitts and Nevis Saint Lucia Saint Vincent and the Grenadines Suriname	***Fully Fledged FAOR*** Costa Rica El Salvador Honduras Nicaragua ***FAOR co-located with SRO*** Panama ***FAOR/OTO*** Guatemala

SLS - Multi-Disciplinary Team for South America

Fully Fledged FAOR
Bolivia
Brazil
Colombia
Ecuador
Mexico
Peru
Uruguay
Venezuela

FAOR co-located with RO
Chile

FAOR/OTO
Argentina
Paraguay

Table 5 - Annex 1

FAO Offices in the Near East Region, RNE (18 countries)

SNE - Subregional Office for North Africa

Fully Fledged FAOR
Mauritania
Morocco

FAOR/OTO
Algeria
Libyan Arab Jamahiriya

FAOR co-located with SRO
Tunisia

SNO - Multi-Disciplinary Team for the Oriental Near East

Fully Fledged FAOR
Iran (Islamic Republic of)
Iraq
Lebanon
Syrian Arab Republic
Yemen *

FAOR/OTO
Jordan
Qatar*
United Arab Emirates*

FAOR co-located with RO
Egypt

Not covered
Bahrain*
Kuwait*
Oman*
Saudi Arabia*

* The Subregional Office for the Gulf Cooperation Council Members and Yemen - SNG , approved in 2008, is currently being established and will cover the following countries: Bahrain, Kuwait, Oman, Qatar, Saudi Arabia, UAE and Yemen.

Table 6 - Annex 1

FAO Offices in the Europe and Central Asia Region, REU (26 countries)

SEC - Subregional Office for Central Asia

Multiple Accreditation
Azerbaijan

NC without FAOR
Kyrgyzstan
Tajikistan

FAOR co-located with SRO
Turkey

Not covered
Kazakhstan
Turkmenistan
Uzbekistan

SEU - Subregional Office for Central and Eastern Europe

Multiple Accreditation
Armenia
Republic of Moldova
Georgia

NC without FAOR
Albania
Romania

FAOR co-located with SRO
Hungary

Not covered
Bulgaria
Latvia
Serbia
Ukraine

REU - Regional Office for Europe and Central Asia

NC without FAOR
Belarus

Not covered
Bosnia/Herzegovina
Croatia
Lithuania
Montenegro
Poland
Russian Federation
Spain
TfYR of Macedonia