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Enabling the rural poor
to overcome poverty

Corporate-level evaluation of the Field Presence Pilot Programme

Executive summary and Agreement at Completion Point

Executive Board — Ninety-first Session
Rome, 11-12 September 2007

For: **Approval**

Note to Executive Board Directors

This document is submitted for approval by the Executive Board.

To make the best use of time available at Executive Board sessions, Directors are invited to contact the following focal point with any technical questions about this document before the session:

Luciano Lavizzari

Director, Office of Evaluation
telephone: +39 06 5459 2274
e-mail: l.lavizzari@ifad.org

Queries regarding the dispatch of documentation for this session should be addressed to:

Deirdre McGrenra

Governing Bodies Officer
telephone: +39 06 5459 2374
e-mail: d.mcgrenra@ifad.org

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Abbreviations and acronyms

ACP	agreement at completion point
CLP	core learning partnership
CPM	country programme manager
CPP	Country Presence Programme
FAO	Food and Agriculture Organization
FPPP	Field Presence Pilot Programme
GTZ	German Agency for Technical Cooperation
OE	Office of Evaluation
PMD	Programme Management Department
UNDP	United Nations Development Programme
WFP	World Food Programme

Recommendation for approval

The Executive Board is invited to endorse the agreement at completion point contained in Part B of this document as the proposed course of action for implementing the evaluation's recommendations.

Part A – Executive summary

I. Introduction

A. Background

1. In December 2003, at its eightieth session, IFAD's Executive Board approved the three-year Field Presence Pilot Programme (FPPP). The main aim of the pilot programme was to enhance the effectiveness of IFAD operations by focusing on four interrelated dimensions, namely implementation support, policy dialogue, partnership development and knowledge management. While approving the pilot, the Board also requested the Office of Evaluation (OE) to evaluate the FPPP during its third year of implementation and present the results to the Board.

B. Evaluation objectives

2. The objectives of the evaluation were to (i) assess the performance and impact of the FPPP in achieving IFAD's overall objectives; and (ii) generate a series of findings and recommendations to guide IFAD Management and the Board in taking a decision on the pilot programme's future and to lay the basis for the possible development of an IFAD country presence policy.

C. Evaluation methodology

3. The evaluation (i) established a comparator group of countries without any form of IFAD field presence to gain a better appreciation of the results in countries with and without field presence; (ii) gave particular emphasis to the assessment of results achieved before and after the establishment of field presence mainly by obtaining the views of stakeholders; (iii) secured systematic feedback about the benefits of field presence within IFAD and at the country level; and (iv) carried out a comprehensive benchmarking study to identify good practice in country presence and learn from the experiences of other development organizations.
4. While the focus was on the FPPP (including satellite countries),¹ the evaluation also examined the experience gained with: (i) two outposted country programme managers (CPMs) in Panama and in Peru; and (ii) proxy field presence² arrangements. This facilitated the assessment being pursued by IFAD of alternative field presence arrangements. The 35 countries covered by the evaluation are listed in table 1.
5. The evaluation was able to benefit from three important sets of documents prepared by IFAD management on the FPPP. These are: (i) a self-assessment of the FPPP by the Programme Management Department (PMD), completed in August 2006; (ii) an internal audit by the Office of Audit and Oversight, completed in May 2007, which focused on the costs related to the FPPP; and (iii) the four progress reports on the FPPP that have been prepared by Management since 2004, each of which has been submitted to the Board for consideration.

¹ Satellite countries are those neighbouring countries covered by the field presence officer, in addition to his/her country of residence in one of the 15 FPPP countries.

² As with the two outposted CPMs, proxy field presence countries are outside the FPPP. Under proxy field presence, IFAD normally recruits a consultant locally who can undertake a range of activities in support of the IFAD country programme, such as attend donor coordination meetings.

Table 1
The 35 countries included in the FPPP evaluation

<i>Western and Central Africa Division</i>	<i>Eastern and Southern Africa Division</i>	<i>Asia and the Pacific Division</i>	<i>Latin America and the Caribbean Division</i>	<i>Near East and North Africa Division</i>
15 FPPP countries (<i>italic and underline</i> = countries not visited by the evaluation)				
Congo DR	Ethiopia	China	Bolivia	Egypt
<u>Nigeria</u>	United Republic of Tanzania	India	Haiti	Sudan
Senegal	Uganda	Viet Nam	Nicaragua	<u>Yemen</u>
Three satellite countries				
Republic of the Congo (covered from the Democratic Republic of the Congo)		<u>Mongolia (covered from China)</u>		
Gambia (covered from Senegal)				
Six proxy countries				
	<u>Madagascar</u>	<u>Bangladesh</u>		Syria
	Mozambique	Pakistan		
		<u>Sri Lanka</u>		
Two countries with outposted country programme managers				
			Peru	
			Panama	
Nine comparator countries				
Benin	<u>Kenya</u>	Philippines	<u>Mexico</u>	<u>Jordan</u>
<u>Mauritania</u>	Zambia		Guatemala	Tunisia

D. Evaluation process

6. The evaluation was organized in five sequential phases as follows: (i) inception phase, which entailed the production of an inception report outlining the evaluation's objectives, key questions, methodology, time frames, evaluation team requirements, instruments for data collection and related aspects; (ii) desk review, during which a variety of documents were analysed and interviews held with CPMs, regional division directors, representatives of Management and others. This task led to the production of country desk review notes for each of the 35 countries; (iii) 25 country visits in all five IFAD regions, to collect further information and hold discussions with a variety of partners including government representatives, donor organizations, field presence and project staff, and others; (iv) report-writing phase; and (v) the organization of a stakeholder workshop on 11-12 June in Rome to discuss the main results of the evaluation and to lay the basis for preparing the evaluation's agreement at completion point. The workshop brought together a large audience, including IFAD field presence staff, representatives of IFAD Management and concerned staff, IFAD-funded project directors, government officials, representatives of other international development organizations, and others.
7. As per standard practice, OE established a core learning partnership (CLP) for the FPPP evaluation. The main responsibility of the CLP was to provide comments on key evaluation deliverables, including the approach paper, inception report, two progress reports and draft final report. Members of the CLP included the Assistant President of PMD; the Director of OE; and representatives of all PMD regional

divisions, the PMD front office, the Office of Audit and Oversight, the Office of the General Counsel, the Human Resources Division, the Administrative Services Division and OE. The CLP met four times during the evaluation process, and members also took part in the stakeholder workshop held in June 2007. Other interested IFAD staff not part of the CLP also attended the meetings of the CLP.

8. The Ad-hoc Working Group of the Executive Board on Field Presence³ took a keen interest in the FPPP evaluation, and met to discuss the draft approach paper and final draft report during the above-mentioned stakeholder workshop. Further interactions on FPPP evaluation matters took place with the Ad-hoc Working Group, both with its members on a bilateral basis and during other regular meetings of the working group to which OE was invited.
9. OE benefited from the support of senior advisers Dr Nafis Sadik (Pakistan)⁴ and Professor Robert Picciotto (Italy)⁵ from the beginning of the evaluation. They provided guidance on the design of the evaluation, reviewed all major evaluation deliverables and held meetings with OE and IFAD Management on several occasions during the evaluation. Their joint written report on the quality of the evaluation, its process and results is contained in annex I.

II. Assessment of IFAD's field presence experience

A. Design and management of the FPPP

10. The evaluation found that the focus of the FPPP on the four interrelated dimensions (implementation support, policy dialogue, partnership development and knowledge management) was appropriate for furthering the objectives of IFAD country programmes. However, the FPPP was critically underfunded, and the human resources allocated to the pilot programme were inadequate. The Consultation on the Sixth Replenishment of IFAD's Resources and the Executive Board were quite involved in the design of the FPPP, which included establishing the pilot's objectives and resource allocation. For example, a group of IFAD Member States prepared and circulated a non-paper⁶ outlining the objectives and design of the FPPP in 2002, and the Ad-hoc Working Group of the Executive Board on Field Presence was established to oversee the related development and implementation. This involvement delineated a clear framework that Management followed in preparing the final proposal on the FPPP.
11. The absence of experimentation with alternative forms of field presence models (e.g. in terms of CPM outposting and the establishment of subregional offices) that had been envisaged in FPPP design; lack of a platform for systematic knowledge-sharing among FPPP officers and CPMs; inadequate reporting on performance indicators; and need for more analysis in the computing of FPPP-related costs all limited the results achieved by the pilot initiative. Furthermore, no human or financial resources were specifically dedicated by IFAD to the management of the FPPP, so the programme had to be implemented within existing management and staff capacities. Many of the individual country initiatives had severe start-up delays,⁷ thus reducing the actual implementation period of various pilots at the time of evaluation. In sum, due to the aforementioned reasons, it can be said that the pilot programme has not provided IFAD Management and the Executive Board with a conclusive indication of the most cost-effective form of field presence for IFAD,

³ The working group was established by the Board in December 2002. The Group continues to be operational and its current membership is: Belgium (chair), France, Guatemala, Indonesia, India, Mali, Switzerland, United Kingdom of Great Britain and Northern Ireland, and the Bolivarian Republic of Venezuela.

⁴ Former Executive Director of the United Nations Population Fund (UNFPA).

⁵ Former Director General of the World Bank's Independent Evaluation Group (previously known as the Operations Evaluation Department).

⁶ Non-paper on IFAD's In-Country Capacity (Field Presence), prepared by Belgium, Denmark, Iceland, Switzerland and the United Kingdom and distributed during the Fourth Session of the Consultation on the Sixth Replenishment of IFAD's Resources, October 2002.

⁷ The delays were linked, for example, to the lengthy recruitment of staff, difficulties in finalizing hosting arrangements, and so on. Ten out of the 15 FPPP initiatives started either at the end of 2005 or in 2006.

which would have been necessary for the formulation of an IFAD-specific country presence policy at this stage.

B. Organizational aspects

12. Field presence officers draw on the administrative services of host organizations. This inevitably leads to some loss of IFAD identity and visibility. The majority of field presence officers are recruited and hosted by the United Nations Development Programme (UNDP). The others are recruited and hosted by the Food and Agriculture Organization of the United Nations (FAO) and the World Food Programme (WFP), except for four field presence officers directly recruited as consultants by IFAD. No pilot initiative is housed in the offices of international financial institutions⁸ – a lost opportunity for enhanced partnership with organizations that are especially well-placed to help scale up IFAD-funded activities. Moreover, out of the 15 FPPP countries, only two (the United Republic of Tanzania and Viet Nam) are covered by the recent United Nations initiative, *Delivering as One*. However, it must be acknowledged that the FPPP was approved before the eight pilot countries under the One UN pilot initiative were selected.
13. The CPM⁹ outposted in Peru works from a privately rented office, whereas the Panama CPM is hosted in the UNDP office. Most proxy field presence officers work from private offices (or their homes). They are all recruited directly as IFAD consultants.
14. The effectiveness of the FPPP and the proxy field presence officers has been constrained by limited delegation of authority. Nor has systematic coaching been provided. Field presence officers are not authorized to represent IFAD formally or to take decisions on operational or financial matters. Partners at the country level are aware of this and tend to contact headquarters directly. This contrasts with the orderly pattern of country relations experienced in the two countries where IFAD has outposted CPMs. They enjoy the same status as their colleagues in Rome and this is recognized by country partners.
15. Through the FPPP, IFAD has attracted highly qualified field presence officers, although – albeit understandably – they are not equally competent to implement all four dimensions of the FPPP. Proxies have focused on one or two main areas of work (such as policy dialogue and donor coordination). On the other hand, outposted CPMs with delegated authority have been able to mobilize national expertise to pursue all four dimensions. In general, no systematic induction or training was provided at the outset of the FPPP or for the proxy field presence officers. On-the-job training has been ad hoc. Equally, no special training provisions were made for outposted CPMs. While field presence officers have recently been given access to the IFAD intranet and provided with IFAD e-mail accounts, they still do not have access to other key information systems such as the Project and Portfolio Management System (PPMS) and the Loans and Grants System (LGS).

C. Financial issues

16. It is difficult to draw an accurate picture of the costs for the pilot initiative and for the other models of IFAD's field presence. Managers and staff did not use available accounting systems in a way that would have enabled proper tracking of FPPP costs. It appears that several country pilot initiatives have spent more than the anticipated amounts, largely as a result of the escalation in staff costs. According to a recent internal audit, the actual costs of the FPPP will be around US\$4 million (on the basis of a full three-year implementation period for all FPPP countries), rather

⁸ One reason might be that generally the rental costs for space in such institutions were found to be higher than in the current FPPP host organizations.

⁹ He is also responsible for IFAD operations in Bolivia and Colombia.

than the US\$3 million approved by the Board for the 15 country pilots.¹⁰ The evaluation notes that individual pilots – with an average of US\$67,000 per year (and a maximum of US\$80,000 per country each year) – are severely underresourced to handle the variety of tasks implied by the four FPPP dimensions. More details on the FPPP budget may be seen in annex II.

17. A cost analysis conducted by the evaluation (see annex III) on the outposting of CPMs found that this is likely to involve substantial costs. Outposting a P4-level staff member could involve either a saving of around US\$12,000 or an additional cost to the Fund of around US\$34,000 per year, depending on the duty station and the related post adjustment entitlement. For a P5-level staff member, savings could be around US\$17,000 or additional costs around US\$35,000. These estimates make no provision for a hazard allowance (an entitlement in some cases), for costs related to rental subsidies or for one-time costs of more than US\$50,000 per staff for duty travel, family travel and household goods removal related to the outposting of headquarters staff. The investment costs in infrastructure required to make outposted staff operational also need to be factored in. On the other hand, savings can be generated by recruiting local administrative and secretarial staff to support the outposted CPMs. All in all, it would seem that a budget-neutral outcome (and in some cases savings) could be achieved only if much of the operational work arising from the planned expansion in the programme of work¹¹ is transferred to field offices in countries where professional salary scales are lower than at headquarters.

Table 2

Assessment of countries with and without field presence
(1= lowest score, 6 = highest score)

<i>Key dimensions</i>	<i>Field presence</i>	<i>Comparator countries</i>
Implementation support	5.2	4.6
Policy dialogue	4.5	3.4
Partnership development	4.5	4.4
Knowledge management	4.1	3.6
Overall	4.6	4.0

D. Performance and results

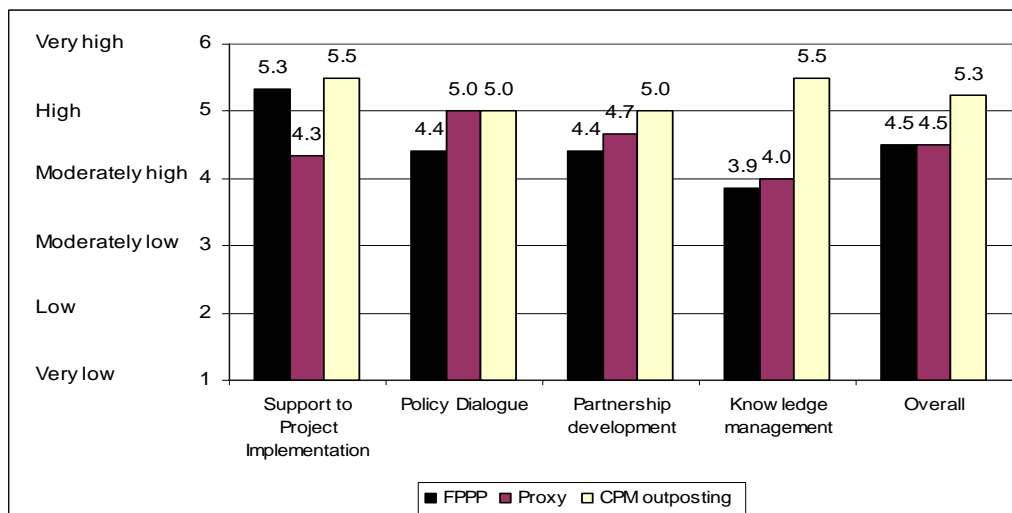
18. As a group, the results related to the FPPP, proxy field presence and two outposted CPMs are better across the four interrelated dimensions, in relation to the cohort of countries in the comparator group without any form of IFAD field presence (see table 2). Performance is even better in countries where field presence was established two or more years ago. However, these results must be interpreted with caution since the FPPP was directed at countries where borrowers' attitudes and capacities were relatively favourable.
19. While some examples of innovations were found in comparator group countries, the results in field presence countries are better in terms of replication and scaling up of innovations. In this regard, the role of the outposted CPM in Peru stands out in terms of the promotion of innovations, as confirmed by other OE evaluations. While such innovations would not have taken place without the incumbent's special skills, the delegation of responsibility to the field was a necessary condition of success.

¹⁰ In their initial proposal to the Board in September 2003, Management estimated the costs of the three-year pilot initiative to be US\$3.6 million. However, based on discussions with the Board, the budget submission by Management was reduced to US\$3 million when the final FPPP proposal was presented for approval by the Board in December 2003.

¹¹ See section on "Programme of Work 2007-2009" (paragraphs 57-59) in IFAD's Contribution to Reaching the Millennium Development Goals: Report of the Consultation on the Seventh Replenishment of IFAD's Resources (2007-2009), which articulates the background and magnitude of the annual increases in the Fund's programme of work. The target is to achieve a US\$2 billion work programme for the Seventh Replenishment period.

20. As to the before and after scenarios, the overall effectiveness of field presence countries is rated between moderately high and high in all dimensions to which field presence is expected to contribute, apart from knowledge management. All three field presence models appear to yield overall results of moderately high to high in terms of improving IFAD activities in the four interrelated dimensions.

Figure 1. Ratings of the four interrelated dimensions across the different types of field presence



21. Within the FPPP countries, the best results are reportedly achieved in implementation support activities. Overall, the results achieved in knowledge management were not as good but this may be because of the lack (until recently) of an overall IFAD knowledge management strategy. For policy dialogue and donor coordination, it is revealing that the results are above the FPPP averages in countries such as Mozambique, Nicaragua, the United Republic of Tanzania and Uganda that emphasize sector-wide approach programmes in agriculture or rural development. The same can be said for partnership development.
22. Although the outposting of CPMs emerges as the most successful model of IFAD field presence, it must be stressed that the results are based on a sample of only two countries where IFAD presently has outposted CPMs. The largest difference in performance between the outposted CPMs and the FPPP and proxy field presence officers is in the area of knowledge management.
23. The group of satellite countries covered by the FPPP showed broadly the same results in implementation support, but lower overall effectiveness in policy dialogue, partnership development and knowledge management. This is largely because the FPPP, and therefore the satellites, gave more priority to implementation support than to the remaining three dimensions. It also attests to the difficulties faced when engaging in policy dialogue activities outside the duty station country.
24. Most proxies cover only one or at most two of the four FPPP dimensions. The area of focus is driven largely by the most pressing operational needs. Proxy field presence has been effective especially in supporting policy dialogue, donor coordination activities, and less so in implementation support. One problem is that some proxy field presence officers are hired on contracts of limited duration (e.g. on a retainer basis). This may lead to conflicts of interest, when the proxy field presence officers explore employment opportunities with institutions involved in IFAD operations.

III. The benchmarking study

25. The FPPP evaluation included the undertaking of a benchmarking study with the main objective of understanding the approaches and experiences in field presence of other organizations. One of the main reasons for embarking on the benchmarking study was the relatively limited implementation duration so far of the FPPP, which would not facilitate an assessment of the results achieved by the pilot programme. Hence, in order to limit the risks of only undertaking a results-based evaluation of the FPPP, OE supplemented the analysis with the conclusions and recommendations contained in the benchmarking study.
26. The five organizations selected are ActionAid, the Asian Development Bank, FAO, the International Food and Policy Research Institute, and the Swiss Agency for Development and Cooperation. Their selection was determined by a number of criteria, for instance: (i) the availability of evaluations or reviews by the respective organization on their field presence arrangements; and (ii) a desire to include one international financial organization, one non-governmental organization, one United Nations organization, one bilateral aid agency and one international research organization in order to gain an understanding of how different types of organizations have addressed field presence issues. While closely examining the experiences of the five organizations, the benchmarking study also reviewed to a lesser extent the key experiences with regard to field presence of other development organizations (such as the Department for International Development of the United Kingdom of Great Britain and Northern Ireland, the German Agency for Technical Cooperation [GTZ], the United Nations Educational, Scientific and Cultural Organization, UNDP, the United States Agency for International Development, WFP and others).
27. The benchmarking study generated a number of revealing findings. First, all comparator organizations considered field presence to be essential in enhancing their own organization's development effectiveness. They emphasized that appropriate delegation of authority to country offices was crucial. Costs were merely one of the criteria considered by the comparator organizations in deciding to embark on decentralization. The study also found that each organization pursued alternative options for country presence in order to respond to different contexts, including the setting up of regional and subregional offices to complement the work of country offices. Finally, the study noted that any form of outpostting will have consequences for the overall functioning of headquarters, and that ongoing institutional reform processes will have to be considered carefully in any form of decentralized organization.

IV. Conclusions

28. Overall, the evaluation concludes that the field presence model tested by the FPPP has had positive results. The same can be said of proxies, and of the CPM outpostting model, although the size of the sample is small. The benchmarking study confirms that a permanent field presence is widely viewed by other development organizations as central to their effectiveness. But significant resources need to be invested for field presence to be effective. In sum, the central question for IFAD is not about the rationale of a field presence, but rather about the form of country presence most appropriate for the Fund, and for the countries that it serves.
29. The overall effectiveness of IFAD measured along the four dimensions of implementation support, policy dialogue, partnership development and knowledge management has been greater in countries with field presence than in countries without. The FPPP has made IFAD more visible and effective and has allowed better and more consistent follow-up. This has had positive effects on the quality of country programmes and projects. The results would have been better had the

shortcomings in the design and implementation of the pilot been recognized and acted upon in a more timely manner – particularly with respect to funding, delegation of authority, and legal, logistical and training arrangements.

30. The FPPP had an ambitious design and was underfunded. This can be seen as a reflection of the compromise that had to be reached in order to garner acceptance of the initiative by Board Members, several of whom strongly favoured IFAD field presence, whereas others did not.
31. Based on a small sample, the outposting of CPMs with full delegation of authority to advance IFAD's objectives at the country level emerges as a highly effective option. The evaluation made an initial attempt to determine the cost of outposting CPMs, which revealed that establishing this type (and also any other less effective type) of country presence for IFAD is not likely to be cost-neutral and involves significant rethinking of the role, organizational structure and functioning of the institution as a whole, and how it affects both out-posted and headquarters-based staff.
32. The experimentation with the satellite country approach has also proved positive, particularly as far as implementation support activities are concerned. This is an interesting option from a cost perspective. Finally, the proxy field presence approach has been effective when focused on one or two areas such as policy dialogue and/or aid coordination.
33. In sum, in spite of the limitations of pilot design and implementation and the challenges involved in assessing FPPP results, the evaluation is able to conclude that an enhanced field presence would make a significant contribution to IFAD's development effectiveness in all four dimensions. However, the most promising approach to decentralization – based, admittedly, on a very small sample (i.e. CPM outposting) – was not tested under the pilot. Nor were the other options tested systematically in diverse country contexts or in conjunction with the appropriate delegation of authority, suitable training and induction support. Moreover, it is not possible to conclude without access to better cost data that a budget-neutral outcome can be guaranteed. In fact, available evidence (amply confirmed by the benchmarking survey) suggests that the full benefits of decentralization may require substantial incremental budget outlays.
34. Due to the aforementioned considerations and those outlined in paragraph 11 (for instance, the start-up delays incurred by the pilot, lack of a platform for knowledge sharing and inadequate reporting across key performance indicators), the pilot must be considered a missed opportunity, as it did not provide a conclusive indication of the most cost-effective form of field presence, which would have been necessary for formulating IFAD's country presence policy at this stage. However, the evaluation's analysis reveals that there is enough reliable evidence to confirm the need for an expanded field presence programme in order to allow IFAD to play its distinctive role in a relevant, effective and efficient manner, within a development environment in rapid transformation.

V. Recommendations

35. The FPPP evaluation recommendations derive from the main conclusions outlined in the previous section, which are anchored in the results and performance assessment undertaken by the evaluation, the results of Management's self-assessment and the benchmarking study. The evaluation has two specific recommendations.

Recommendation 1: Embark on an expanded country presence programme

36. Given that the FPPP did not succeed in providing a conclusive indication of the most effective form of field presence for IFAD to adopt in the future, the evaluation concludes that it is premature to propose a mainstreaming of the initiative at this stage. Therefore, it is recommended that the FPPP be transformed into a new

programme called the IFAD Country Presence Programme (CPP),¹² which would aim to consolidate the evidence behind emerging positive results and to determine the most cost-effective form of country presence for IFAD to adopt in the future to enhance its overall development effectiveness. The CPP would consist of two distinct tracks:

- (a) Continue implementation of existing country initiatives;
 - (b) Expand the programme to allow systematic experimentation with alternative country presence models.
37. Under the first item, the evaluation recommends continuing the implementation – as part of the CPP – of all FPPP country initiatives that have completed their three-year implementation before or by the end of 2007.
 38. In parallel, the evaluation recommends that the CPP have the scope to allow for experiments that were not undertaken under the FPPP, for example, with regard to outposting of CPMs and establishing subregional offices. Specifically, it is suggested that the FPPP be expanded to cover an adequate number of additional countries in all IFAD regions and that this include the establishment of two to three subregional offices in different regions. Furthermore, such expansion should entail the outposting of around ten CPMs with adequate experience and seniority vis-à-vis both the FPPP and the additional countries, especially those with a large number of operations. Under this expansion, special attention will be given to IFAD's engagement in the ongoing United Nations reform processes, in particular, the One UN pilot initiative at the country level.
 39. For all countries in the CPP, it is important that a reassessment be made of their budget allocations, to ensure that each country pilot initiative has access to the required levels of funds to achieve the objectives set in each country. The proper use of IFAD's accounting system to ensure accurate monitoring of the costs related to the CPP is important, as is the need to establish a platform for sharing experiences among concerned CPMs and field presence officers. All country offices should be provided with full access to the Project and Portfolio Management System and the Loans and Grants System.
 40. Furthermore, it will be imperative that all measures in terms of monitoring and evaluation, and overall reporting be put in place to ensure the evaluability of the extension phase (i.e. the CPP) and to avoid the shortcoming of the first (i.e. the FPPP). The need to collect baseline data in all countries under the CPP is critical, since the absence of such data will hamper the timely assessment of the CPP as has been the case for the FPPP evaluation.
 41. Management should be comprehensively engaged in country presence issues, for example, in ensuring that adequate authority is delegated to field presence officers and that appropriate systems are in place for training, induction, coaching and oversight of outposted personnel. The delegation of authority to field presence officers from headquarters should be made explicit and realignment of responsibilities between field and headquarters staff should be specified to minimize duplication and enhance accountability. Where field presence officers holding consultancy contracts have performed competently, IFAD should devise specific legal instruments that allow their contracting as local staff.
 42. A cross-departmental committee should be established to facilitate organizational learning and discussion of cross-cutting issues emerging from the CPP. Furthermore, IFAD should consider taking the lead in forming a committee of Rome-based United Nations agencies on country presence issues, as a forum for exchanging experience and good practices.

¹² It is proposed to replace the term "field" with "country", given that the word field is normally associated with geographic areas where IFAD-funded projects are implemented. This should not, however, preclude the possibility for IFAD to establish country presence outside the capital city, should this be considered appropriate in any particular case.

Recommendation 2: Development of IFAD's country presence policy after 2010

43. The evaluation concludes that it is premature for IFAD to formulate its country presence policy, especially in the light of the limitations with regard to implementation duration and the diversity of country presence models experimented with under the FPPP. It is particularly crucial for IFAD to develop such a policy, given that the Fund was established as a headquarters-centric institution and the establishment of a country presence would represent a fundamental change in the overall structure and operations of the Fund.
44. Therefore, it is recommended that a self-assessment of the CPP (including the FPPP) be undertaken by IFAD Management in 2010. This would serve as the basis for developing a comprehensive IFAD country presence policy to be submitted for approval to the Executive Board following the final assessment in 2010. Key elements of the policy will emerge over time based on future critical experience in implementing alternative forms of country presence arrangements under the CPP.

Part B – Agreement at Completion Point

I. Introduction

1. In 2006/07, IFAD's Office of Evaluation (OE) conducted a Corporate-level Evaluation (CLE) of the Field Presence Pilot Programme (FPPP), requested by the Executive Board in December 2003. The final draft FPPP evaluation report was discussed in a stakeholder workshop in Rome on 11-12 June 2007, bringing together the International Fund for Agricultural Development (IFAD) field presence staff, project directors, government representatives, IFAD management and staff, members of the Ad Hoc Working Group of the Executive Board on Field Presence, representatives of international organizations, members of the evaluation team and the FPPP evaluation Senior Advisers, and others.
2. This Agreement at Completion Point (ACP) represents an understanding by the IFAD Management of the key evaluation findings and recommendations, proposals to implement them and a commitment to act upon them. The ACP builds on the evaluation's results as well as the discussions that took place during the stakeholder workshop. Section II of the ACP includes the main evaluation findings, whereas Section III contains the recommendations to be implemented.

II. Main evaluation findings

3. Overall, the evaluation concludes that the field presence model tested by the FPPP has had positive results. The same can be said of proxies, and of the country programme manager (CPM) outposting model, although the size of the sample is small. The benchmarking study confirms that a permanent field presence is widely viewed by other development organizations as central to their effectiveness. Some invest significant resources in their field presence arrangements. In sum, the central question for IFAD is not about the rationale of a field presence, but rather about the most cost-effective form of country presence for the Fund and the countries it serves.
4. The overall effectiveness of IFAD measured along the four dimensions of implementation support, policy dialogue, partnership development and knowledge management has been greater in countries with field presence than in countries without. The FPPP has made IFAD more visible and effective and has allowed better and more consistent follow-up. This has had wholesome effects on the quality of country programmes and projects. The results would have been better and more solidly documented had the shortcomings in the design and implementation of the pilot been recognized and acted upon on a timely basis – particularly with respect to funding, delegation of authority, legal, logistical and training arrangements.
5. The FPPP had an ambitious design and was under-funded. This can be seen as a reflection of the compromise that had to be reached in order to garner the acceptability of Board members, several of whom strongly favoured IFAD field presence, whereas others did not.
6. Based on a very small sample, the outposting of CPMs with full delegation of authority to advance IFAD's objectives at the country level emerges as a highly effective option. The evaluation made an initial attempt to determine the cost of outposting CPMs, which reveals that establishing this type (but also any other less effective type) of country presence for IFAD may not be cost neutral, at least in the short term, and involves significant rethinking of the role, organizational structure and functioning of the institution as a whole, comprising of both outposted and headquarters staff.
7. The experimentation with the satellite country approach has also proven positive on the whole, particularly as far as implementation support activities are

concerned. It is an interesting option from a cost perspective. Finally, the proxy field presence approach has been effective, when focused on one or two areas such as policy dialogue and/or aid coordination.

8. The implementation of the FPPP was also characterized by the lack of reliable cost data and the absence of a platform for systematic knowledge sharing among FPPP officers and CPMs, as well as inadequate reporting on performance indicators. Furthermore, no human or financial resources were specifically dedicated by IFAD for the management of the FPPP, so the pilot had to be implemented within existing management and staff capacities.
9. In spite of the limitations of the pilot's design, its budget and its implementation, and the challenges involved in assessing FPPP results, an enhanced field presence would make a significant contribution to IFAD's development effectiveness in all four dimensions. However, the most promising approach to decentralization based, admittedly, on a very small sample (CPM outposting) was not tested under the pilot. Nor were the other options tested systematically in conjunction with appropriate delegation of authority and suitable training and induction support. Moreover, it is not possible to conclude without access to better cost data that a budget neutral outcome can be guaranteed. In fact, available evidence (amply confirmed by the benchmarking survey) suggests that the full benefits of decentralization may require substantial incremental budget outlays.
10. In sum, according to the evaluation, the pilot provided enough reliable evidence to confirm the need for an expanded field presence programme, in order to allow IFAD to play its distinctive role in a relevant, effective and efficient manner within a development environment in rapid transformation.

III. Recommendations agreed upon by IFAD management

Recommendation 1. Enhanced country presence

11. In accepting the evaluation recommendations, IFAD management has considered the following factors:
 - (a) fifteen initiatives established under the FPPP did show positive results (paragraph 3) and had wholesome effects on the quality of the country programmes and projects (paragraph 4);
 - (b) the CPM outposting model was not tried under the FPPP and the two sample cases of CPM outposting undertaken outside of FPPP, though considered highly effective (paragraph 6), are insufficient to draw conclusions as to the model's overall effectiveness at the corporate level; and
 - (c) the costs of future country presence will have to be borne by IFAD within its agreed cost ratio (administrative budget and Programme Development Financing Facility to programme of work) which is not to exceed 17.1 per cent.¹
12. In the light of the above, with respect to the future field presence of IFAD, which will be renamed as country presence², the following recommendations of the evaluation have been agreed:
 - (a) Continue implementation of the 15 country initiatives already established under the FPPP, whether they were due to complete their three year implementation by the end of 2007 or not; and – subject to budget

¹ The programme of work for this purpose includes loans and grants but excludes PDFF.

² It proposed to replace the term 'field' with 'country', given that the word field is normally associated with geographic areas where IFAD-funded projects are implemented. This should not however preclude the possibility for IFAD to establish country presence outside the capital city, should this be considered appropriate in any particular case.

availability – gradually expand country presence into a limited number of priority countries (based on, for example, numbers of projects, “One United Nations” agenda, etc).

- (b) Expand country presence to undertake more systematic experimentation with alternative country presence models in additional countries (beyond those included in the FPPP) in all five IFAD regions. This would allow IFAD to fulfil the original objective contained in the FPPP of piloting and learning from diverse approaches to IFAD’s country presence. The expansion may entail two specific measures, namely (i) outposting of CPMs; and (ii) the establishment of subregional offices (subject to the conditions described below). Under this expansion, special attention will be given to IFAD’s engagement in the ongoing United Nations reform processes, in particular the one United Nations pilot initiative at the country level. Experimentation would however be subject to cost concerns. Since IFAD management is committed to not exceed the agreed administrative cost ratio, it will not experiment with additional country presence models if it expects costs to exceed this level (paragraph 11(c) above).
13. **Outposting of country programme managers:** The evaluation revealed that the best results have been achieved on average in the two countries where IFAD currently has outposted CPMs. However, the experience with this model is too limited in size, and the cost implications not sufficiently clear to recommend this as the most cost-effective country presence approach for IFAD. Therefore, during the next two years, IFAD management will outpost up to 12 CPMs,³ including those which are already under such arrangement, with the necessary experience and adequate seniority in all regions, including in some ongoing FPPP countries with large portfolios. Under this approach, the CPM may be responsible for the coverage of additional neighbouring countries, over and above the country of her/his residence⁴ The implementation of such a recommendation would be in line with the provisions of the original FPPP design document approved by the Board in December 2003, which gave the Fund the opportunity to outpost country programme managers as one form of country presence model. The Fund, to the extent possible, will negotiate direct hosting agreements with concerned governments in countries where it intends to outpost CPMs that would, inter alia, provide the overall legal framework for officially establishing IFAD country presence with the required diplomatic immunities and privileges. Last but not least, the Fund will need to carefully assess the required logistical and infrastructure requirements for outposting CPMs, including exploring opportunities for hosting arrangements with other United Nations agencies and international financial institutions. IFAD management is committed to doing this prudently and in the most cost-effective manner, in order to remain within the agreed administrative cost ratio ceiling (paragraph 11(c) above).⁵
14. **Establishment of subregional offices:** The FPPP evaluation concluded that the subregional model appears to be an interesting, cost-efficient model – as corroborated by the experience of a number of other development organizations – to bring IFAD closer to the ground. Its cost-effectiveness could be assessed during the next phase of country presence. Therefore, as part of the experiment of outposting CPMs, and based on the generally positive experience with the satellite countries under the FPPP and the findings of the benchmarking study, the

³ Such a recommendation was also contained in the Independent External Evaluation of IFAD, which encouraged the Fund to outpost around 30 per cent of all country programme managers.

⁴ It is normal practice for the two currently outposted CPMs to be concurrently responsible for more than one country in the same region.

⁵ IFAD’s current budgetary framework is, however, unlikely to cover fully the costs associated with the implementation of the CPM outposting. In implementing this model, IFAD will therefore explore the possibility of accessing supplementary funds.

evaluation recommended that IFAD set up two to three subregional offices to be located in different IFAD regions. IFAD Management, however, will proceed very prudently with this recommendation noting that:

- (a) The Evaluation's positive view on subregional offices is based solely on the experience of comparator organisations, with little reference to how they may fit within IFAD's overall business model. Further study therefore may be required before moving forward on this recommendation. In addition, the experiences with the satellite countries under the FPPP are mixed.
 - (b) IFAD management will not create subregional offices as an additional layer between IFAD headquarters and the country presence units. However, IFAD will have several outposted CPMs who will be responsible for more than one country, and such offices will be considered as mini subregional offices.
 - (c) In the event that a subregional office is considered a feasible proposition following the further studies mentioned in (a) above, such offices could be located in one country with a large portfolio, following largely the criteria under the FPPP, to have a country presence. Such an office would cover the host country, as well as a number of neighbouring countries with relatively smaller portfolios. The proper functioning of such an office would also need the recruitment of an appropriate number of local staff. Such an arrangement would locate the CPM closer to the countries and, among other issues, may contribute to a reduction in travel time and costs.
15. All country presence initiatives will be established in tandem with other initiatives such as the direct supervision so that these are based on felt need and in the medium term, benefit at least equals cost. In establishing these initiatives, IFAD Management will also adhere to the agreed administrative cost ratio mentioned in paragraph 11(c) above.
16. It is important that each country initiative under the next phase be reviewed and the shortcomings and lessons learnt emerging from the evaluation are addressed in a systematic manner. Some of the necessary enhancements are recommended in the paragraphs below, grouped into two broad areas related to the (i) pilot programme's design, including administrative and legal matters, and (ii) implementation issues.
17. **In terms of design:**
- (a) In general, the next phase of country presence should incorporate the four dimensions contained in the FPPP (implementation support, policy dialogue, partnership building, and knowledge management). This is particularly crucial not only for achieving better impact on rural poverty, but also for advancing the Fund's role as a promoter of innovations, in which implementation support, policy dialogue, partnership strengthening and knowledge management each play a mutually reinforcing function. Individual country presence initiatives, however, may accord priority to fewer dimensions in order to be aligned fully with the country needs and maximize impact.
 - (b) In order to make the next phase of country presence more effective in pursuing IFAD's country programme objectives, the Fund should identify areas in which country presence offices could benefit from greater and clearer delegation of authority (see (d) below). Fuller delegation of authority to country presence officers will require a more systematic mechanism for supervision and oversight, as well as staff performance assessment.
 - (c) Within the context of the overall programme and budget framework of IFAD and the applicable administrative costs ratio (paragraph 11(c) above), adequate human and financial resources will be made available to country presence officers to ensure they have access to the required administrative

and logistic services (e.g., funds for internal travel, secretarial support, transportation and fuel, etc.) in a timely manner to improve their overall operations. This would require a reassessment of the annual budget of each country presence initiative.

- (d) With regard to legal and administrative matters, it is imperative that all IFAD country presence officers have contracts that enable them to fulfil their responsibilities in the most effective manner possible. The Fund will develop the required instruments; say fixed-term contracts for two or three years. The currently used consultancy contracts, which are both a problem from an identity point of view and compel the country presence staff to take a one-month break after 11 months of service, will not be used in the next phase. Better and more secure contract arrangements will serve as an incentive to the country presence staff and limit opportunities for conflict of interest. In addition, the country presence staff will be subject to IFAD's policy and procedures on performance management, staff development process and reward review process. This changeover should, to the extent possible, enable management to delegate the authority deemed necessary by headquarters for the country presence officers to carry out their functions in the most effective manner.

18. In Terms of the Implementation of the country presence in the next phase:

- (a) IFAD's chart of accounts and the budget headings (and the related procedures for use thereof) would be revised in a way that would enable more comprehensive recording, monitoring and analyzing the budgets and costs in relation to IFAD's country presence activities. Such a system would allow the Fund to gain an overview of all expenditures and a more accurate picture of the actual costs related to the alternative country presence models, according to the different funding sources utilized, including those from the administrative budget, the PDFF supplementary funds.
- (b) IFAD would ensure that the reporting from country offices, for both the current as well as the new countries under the next phase, will include achievements against key corporate performance indicators. In doing so IFAD will use its existing results monitoring system. This will over time facilitate the undertaking of self-assessment of the results and benefits achieved by the country presence arrangements established.
- (c) A systematic mechanism for exchanging experiences should be developed for country presence officers and CPMs. This could include workshops organized periodically by Management focusing on country presence issues. At Headquarters, efforts need to be made to periodically reflect on the lessons learned from IFAD's country presence. In addition, an appropriate programme of induction should be organized for new country presence officers, and opportunities for training for all country presence staff identified.
- (d) The evaluation recommended that IFAD take the lead in establishing a Rome-based inter-agency (FAO, IFAD and WFP) working group on country presence issues. Since FAO and WFP already have extensive and well-established country offices, such a working group could, inter alia, facilitate the exchange of experiences and lessons learned in the establishment and running of country presence arrangements, as well as identify opportunities for further strengthening cooperation in the functioning of country offices. Among other issues, such a working group could ensure an appropriate and synergistic engagement of the Rome-based United Nations agencies in the ongoing United Nations reform process at the country level, including in the One UN pilot initiative. In this light, IFAD management has agreed to consult with

sister United Nations agencies based in Rome and pursue the recommendation, if agreed to by these agencies.

- (e) Under the overall guidance of the Assistant President, PMD, the regional division directors would be comprehensively involved in country presence issues, for example, in the approval of the country presences' annual work plans and budgets, performance evaluations of country presence staff, and in monitoring the achievement of country presence objectives. IFAD management would also set up a cross-departmental committee, comprising of PMD, FAD, EAD, and OL to coordinate and supervise the implementation of the country presence during the next few years. This committee may also invite experts from other institutions with experience on country presence for advice.
19. **Related issues:** The implementation of the above recommendation would have consequences on the organizational set up and broad functioning of the regional divisions in Rome that need to be taken into account. In this light, IFAD Management will monitor the ratio of staff allocated to the headquarters and field with a view to enhancing overall productivity. In doing so, IFAD Management will apply the principle of cost effectiveness.
20. For all countries in the next phase of country presence (including the original 15 established under the FPPP), it is imperative that IFAD clarify to its staff and then communicate to key partners the complementary roles and responsibilities of the CPM, country presence officer and cooperating and host institutions. This is essential in light of the forthcoming implementation of IFAD's Policy on Supervision and Implementation Support, and should also include a clarification on the lines of reporting, accountability and overall authority related to the country programme.
21. The next phase of IFAD's country presence will require the allocation of adequate resources. For example, more funds are required for ongoing FPPPs to ensure that all anticipated activities, including those related to knowledge management, can be undertaken in a proper and timely manner. Extra funds are also required for mobilizing the required administrative support to enhance the programme. In addition, the analysis undertaken by the evaluation reveals that outposting of CPMs may have financial implications. As such, Management will need to undertake a detailed cost analysis, including the related effects on support staff, as well as an assessment of the skills and competency of existing CPMs to determine the suitability for their outposting.
22. In order to establish benchmarks and thus enable a more rigorous self assessment and using its existing results monitoring system (particularly the Portfolio Performance Report and, as established, the Results Measurement Framework), IFAD Management will gather baseline data across key indicators at the outset of implementing country presence arrangements in all countries under the next phase. In addition, as for all other IFAD staff, all country presence officers will be provided with full access to all IFAD internal databases and information systems, such on the Project Portfolio Monitoring System and the Loans and Grants System.⁶
- Recommendation 2. Development of country presence policy**
23. The evaluation concludes that it is premature for IFAD to formulate its country presence policy, especially in light of the limited experience both in terms of implementation duration and diversity of country presence models experimented under the FPPP.

⁶ Such remote access needs to be facilitated by the upgrade of legacy systems such as the Project Portfolio Management System and Loans and Grants System.

24. In the above light, the evaluation recommended and IFAD Management agreed that a self-assessment of the country presence (including those established at the pilot phase) will be undertaken by the IFAD management in 2010. Following this self-assessment and in line with the practice of other international financial institutions, a country presence policy will be presented to the Executive Board in 2011.

Evaluation of the Field Presence Pilot Programme (FPPP)

Comments by Dr Nafis Sadik and Professor Robert Picciotto, Senior Advisers to the Evaluation

1. We were involved as senior advisers at all major stages of what proved to be an unusually extended and difficult evaluation process. This note summarizes our joint assessment.

A complex evaluation assignment

2. The evaluation required extensive desk work, numerous field visits and wide-ranging consultations because three major challenges had to be overcome:
 - (a) A lack of consensus within the organization about the risks and rewards of decentralized decision-making.
 - (b) Weaknesses in design and implementation of the pilot programme.
 - (c) Unrealistic terms of reference of the FPPP that sought to attribute project-level results to exceedingly modest and recent changes in field presence.

Changes in the authorizing environment

3. For IFAD, the issue of field presence has been perceived as controversial and Executive Board Directors have taken a direct interest in the detailed design of the Field Presence Pilot Programme (FPPP).
4. By contrast, for most bilateral and multilateral development assistance agencies, an enhanced field presence has been perceived as a self-evident imperative as well as a clear-cut management prerogative given the following major changes in the authorizing environment for development assistance:
 - (a) Since the endorsement of the Millennium Development Goals by all United Nations members, the responsibility for poverty reduction has shifted to developing countries;
 - (b) All aid processes are expected to be explicitly connected to country-based poverty reduction programmes prepared and owned by developing country governments in consultation with the private sector and civil society;
 - (c) All donors have committed themselves to enhancing the coordination, harmonization and alignment of their activities through country-based processes (Paris Declaration on Aid Effectiveness); and
 - (d) The United Nations system is undergoing reform to achieve coherence at the country level.
5. The strategic debate that led to the FPPP is explained by two contrasting visions of the organization. For some stakeholders, IFAD is a project-oriented, specialized global fund that is relatively small (compared with other international financial institutions) and must manage its scarce financial and human resources with prudence and flexibility across countries as well as within countries. For other stakeholders, IFAD should aim to become a nimble organization dedicated to the pioneering of new approaches to agricultural and rural development best nurtured "on the ground" since "scaling-up" and mainstreaming of innovations can only be achieved through knowledge management, policy dialogue, and partnerships that are embedded in country-led processes.
6. These different notions of what kind of organization would best serve the cause of rural poverty reduction underlie the decision to launch the FPPP and to commission

an independent evaluation of its workings. Thus, the evaluation was expected to determine empirically the extent to which an enhanced field presence contributes to development effectiveness through improved implementation support, policy dialogue, partnership-building and knowledge management.

Tackling methodological challenges

7. Had the FPPP been properly designed and implemented, the evaluation would have been easy to carry out. Unfortunately, the FPPP was not readily “evaluable”:
 - (a) The programme did not try out all relevant field presence models and, in particular it neglected to pilot the most promising option (the outposting of country programme managers).
 - (b) It did not secure, in a systematic fashion, baseline, monitoring or self-evaluation data.
 - (c) It did not provide reliable estimates of budgetary savings and incremental costs.
 - (d) It was not properly resourced and did not create a learning platform to help fine-tune implementation and disseminate lessons learned.
8. These weaknesses implied tough methodological challenges for the evaluation. Initially, the evaluation team attempted to relate the enhanced field presence to results at the project level as this was a key objective of the FPPP. Considerable weight was given to comparison of portfolio and other indicators in countries with and without field presence. However, the results deserve qualification since one of the key criteria adopted by the Board in selecting countries for inclusion in the FPPP, “conducive environment at the level of government and other development partners”, created a selection bias in the sample of countries included in the FPPP.
9. Thus, it was determined that only a genuine triangulation of methods using a mix of qualitative and quantitative observations would generate useable results. Accordingly, the evaluation complemented its appreciation of results in countries *with and without* field presence with data on results achieved *before and after* the establishment of field presence, by securing the views of informed stakeholders. It also secured systematic desk review data and stakeholders’ feedback about the benefits of actual or potential field presence both within IFAD and at the country level. Finally, it carried out a comprehensive *benchmarking study* to review the overall approaches adopted and lessons learned by these organizations with regard to country presence and overall organizational decentralization.
10. While largely qualitative, the collection of evidence was impressive in content, scope and volume. The evaluation took full account of monitoring, self-evaluation and internal audit reports. It went beyond the limited FPPP pilots to cover a variety of proxy field presence arrangements and two outposted country programme manager models that pre-dated the FPPP and that have been hailed as highly successful by prior independent evaluations. Country visits took place in 25 of the 35 countries included in the evaluation sample, some with and others without any form of field presence. Original work on budget costs was carried out by the FPPP evaluation. Building on the latter, the management now needs to undertake a more comprehensive analysis of the full costs related to IFAD’s country presence. All in all, the methodological challenges of this unusual evaluation assignment were tackled with great care and suitable attention to nuance and detail.

Reaching evaluative judgments

11. Comprehensive and rigorous as they were, neither the with/without analysis that suffers from sample selection bias inherent to the FPPP design; nor the opinion surveys and before/after surveys inevitably affected by the Hawthorne effect (i.e. the influence of observations on participants’ behaviour); nor the benchmarking

surveys that dealt with organizations endowed with different structures and mandates could on their own have been considered definitive.

12. It is the remarkable convergence of results and the overwhelming endorsement of report findings by stakeholders that justifies the important conclusion that the evaluation ultimately reaches: *"IFAD's effectiveness measured along the four dimensions of implementation support, policy dialogue, partnership development and knowledge management has been greater in countries with field presence than in countries without."*

Conclusions

13. All in all, we fully concur that the evaluation has reached sensible and useful judgments. Its findings and recommendations are properly connected to the evidence. Enough information has been secured to forge a strategic consensus about the next phase of the field presence initiative.
14. While many participants at the stakeholders' workshop argued against further experimentation and for endorsing a new policy well before 2010, we concur with the main conclusion reached by the evaluation: it would not be prudent to mainstream the FPPP at this juncture. Nor would it be timely for Executive Directors to endorse a definitive field presence policy without additional field testing and policy work.
15. Specifically, we believe that:
 - (a) The judicious choice from among country presence options is a case-by-case process that requires full consultation with host member countries.
 - (b) The full benefits of enhanced field presence will not be tapped unless hosting arrangements are combined with strategic alliances (through United Nations pilots and IFIs' lending programmes) that generate positive synergies through scaling up of IFAD-funded innovations.
 - (c) The expanded field presence will not be effective without a comprehensive programme of administrative support that addresses induction, training, relocation assistance, information technology enhancements and contractual arrangements.
 - (d) A budget-efficient outcome will not be achieved unless the significant investment in enhanced field presence likely to be required is compensated by reductions in administrative overheads at headquarters and reduced travel costs through clear-cut delegation of authority.

Dr Nafis Sadik
(former Executive Director,
United Nations Population Fund)

Professor Robert Picciotto
(former Director General,
Independent Evaluation Group,
World Bank)

13 June 2007

Table 1. Overview of FPPP

Region	Countries	country type	FPPIs: Number of dimensions: if more than standard 4, footnote (Table)	Equal weight to four dimensions?	Date of submission of FPPi	Start date of FPO	Time lag to establish FP in months	Hosting agency (if non, any office rented?)	Assistant*	Car	Professional background of FPOs	Total budget according to FPPi
PA	Gambia	S	3, no KM; partnership limited to international and bilateral donors	N	Dec 03	Oct. 05	22	UNDP	Y	N	Project director	\$225K for Senegal plus Gambia
PA	Senegal	F	3, no KM; partnership limited to international and bilateral donors	N	Dec 03	Oct. 05	22	UNDP	Y	N	PD	\$225K for Senegal plus Gambia
PA	Congo, Democratic Republic of the	F	3, no KM; implementation re.reactivation of portfolio; operationlize strategy in post-conflict situations	N	Dec 03	Nov-05	23	UNDP	Y	N	Gov	\$225k for Congo DR and Congo
PA	Congo, Republic of the	S	3, no KM; implementation re.reactivation of portfolio; operationlize strategy in post-conflict situations	N	Dec 03	Nov-05	23	UNDP	Y	N	Gov	\$225k for Congo DR and Congo
PA	Nigeria	F	4; partnership focused on IITA and ECOWAS CAP	N	Sep-04	Dec 05	15	UNDP	Y	N	Gov	\$240k
PF	Ethiopia	F	4; emphasis on coordination with partners	N	Dec 04	Sep-05	9	UNDP	Y	Y	Gov	\$250k
PF	Uganda	F	4; more ambitious details	Similar	Apr-04	May 06	25	UNDP	N	N	cons & bilat	\$240 523
PF	United Republic of Tanzania (initially with Malawi)	F	4; more ambitious details	Similar	Dec 03	Feb-04	2	FAO	Y	?	PhD Agri	\$269 899
PI	India	F	4;with details	Similar	Dec 03	2001	0	WFP	Y	?	Project director	\$210 600
PI	Viet Nam	F	2; no partnership and KM	N	Sep-04	Apr-05	7	Private	Y		NGO & bilat	\$225k
PI	China (initially with Democratic People's Republic of Korea)	F	4; less emphasis on policy dialogue.	Similar	Dec 03	Feb-05	14	WFP	N	N	UNOPS	\$262k for China and Mongolia
PI	Mongolia (s)	S	4; less emphasis on policy dialogue.	Similar	Dec 03	Feb-05	14	WFP	N	N	UNOPS	\$262k for China and Mongolia
PL	Bolivia	F	2; no policy dialogue and KM, improve linkage projects-HQ	N	Apr-04	Oct 04	6	GTZ	N	N	IFAD project staff	\$210k
PL	Haiti	F	4	Similar	Dec 04	Jan-05	1	Private	N	N	Project director	\$212k
PL	Nicaragua (initially emphasis on Honduras)	F	2; focus on implementation support and partnership dev. Including at regional level	N	Dec 03	Feb-04	2	UNDP	N	N	Project director	\$231k
PN	Egypt	F	4	Y	Dec 04	Jan-06	13	UNDP	Y	N	Agric. Economist	\$240k
PN	Sudan	F	4; focus on institutional improvements	N	Dec 03	Oct 05	22	UNDP	Y	N	PhD Agri	\$252k
PN	Yemen	F	3; minor attention to implementation support	N	Dec 03	June 06	30	UNDP	N	N	Agric. Economist	\$240k

Bold: FPPP countries; Italic: proxy field presence countries; Normal: comparator group countries; Underline: Countries without field visit and therefore country desk review notes will be the final products

S = Satellite country

F = FPPP country

P = Proxy FP country

CPM = CPM outposting country

* Assistants fulfil administrative roles and in some cases also professional ones

Table 2: IFAD FPPP Analysis (part 1)

Region	Countries	country type	Number of active loans (up to 12/2006, from EB approval to closing)	Portfolio value, active (\$ mil) (up to 12/2006)	Lending prospect 2007-09 (\$)	Date of last COSOP	Year of CPE	Projects at risk (numbers; 12/2006)	Time-lag from approval-effectiveness; before FPPI and proxy and average C countries (months)	Time-lag from EB approval to loan effectiveness; after FPPI and proxy (months)	Directly supervised projects; Year of project completion
PA	Benin	C	3	33.1	19.2	2005	2005	0	12.3	na	2006
PA	Congo, Republic of the	S	2	20.3	9.2	2001	na	0	14.2	na	-
PA	Congo, Democratic Republic of the	F	2	30.6	28.2	2003	na	0	12.8	na	-
PA	Gambia	S	2	13.6	9.4	2003	na	0	14.0	na	1 not effective/ 2006
PA	Mauritania	C	3	32.9	11.8	2000	na	0	10.5	na	-
PA	Nigeria	F	4	95.5	45	2001	na	1	na	na	-
PA	Senegal	F	5	55	18.8	2004	2003	2	11.6	na	-
PF	Ethiopia	F	3	72.9	81.5	1999	na	0	10.2	na	-
PF	Kenya	C	5	72.5	25.5	2002	na	0	3.0	na	-
PF	Madagascar	P	3	40.6	32	2000	na	0	11.4	8.7	-
PF	Mozambique	P	4	70.2	34.8	2004	na	0	12.1	20.4	1 not effective
PF	Tanzania, United Republic of	F	5	98.3	48.8	2003	2003	0	10.2	24	2 ongoing 2015
PF	Uganda	F	5	96.9	46	2004	na	0	11.7	na	2006
PF	Zambia	C	4	52.5	13.1	2004	na	0	11.0	na	2007
PI	Bangladesh	P	5	101.9	51.1	2006	2005	0	8.0	6	2004
PI	China	F	7	185.5	97.5	2005	na	1	6.4	5	1 not signed
PI	India	F	8	227.3	97.5	2005	na	2	10.9	13	2009/1 not signed
PI	Mongolia	S	1	14.8	11.6			0	na	na	-
PI	Pakistan	P	8	152.6	49.3	2003	na	2	12.3	na	-
PI	Philippines	C	3	52	40.4	2006*	na	0	8.8	na	-
PI	Sri Lanka	F	5	91.1	25.5	2003	2002	0	na	na	1 not signed
PI	Viet Nam	F	3	72	61.7	2003	2001	0	5.7	na	-

Source: IFAD OE

Table 2 continued: IFAD FPPP Analysis (part 2)

Region	Countries	country type	Number of active loans (up to 12/2006, from EB approval to closing)	Portfolio value, active (\$ mil) (up to 12/2006)	Lending prospect 2007-09 (\$)	Date of last COSOP	Year of CPE	Projects at risk (numbers; 12/2006)	Time-lag from approval-effectiveness; before FPPI and proxy and average C countries (months)	Time-lag from EB approval to loan effectiveness; after FPPI and proxy (months)	Directly supervised projects; Year of project completion
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PL	Bolivia	F	3	27.4	19.1	1998	2005	0	17.4	na	-
PL	Guatemala	C	4	77	19.3	2003	na	0	18.3	na	-
PL	Haiti	F	3	50	9.8	1999	na	2	9.5	na	-
PL	<u>Mexico</u>	<u>C</u>	3	65	41	1999	2006	0	15.0	na	-
PL	Nicaragua	F	2	28.2	15.5	2005	na	1	17.3	na	-
PL	<i>Panama</i>	<i>CPM</i>	2	37.2	4.8	2000	na	1	12.3	na	-
PL	<i>Peru</i>	<i>CPM</i>	2	34.9	28.8	2002	na	0	18.9	na	2007
PN	Egypt	F	3	59.6	30.1	2006	2005	0	14.0	na	1 not signed
PN	<u>Jordan</u>	<u>C</u>	1	11.8	7.7	2000	na	0	8.5	na	-
PN	Sudan	F	5	103.7	25.5	2002	na	0	10.2	na	1 not signed/ 2008
PN	<i>Syrian Arab Republic</i>	<i>P</i>	2	37.7	20.3	2000	2001	0	7.8	11.1	-
PN	Tunisia	C	3	50.2	12.7	1998	2003	0	8.3	na	-
PN	<u>Yemen</u>	F	4	50	13.5	2000	na	2	14.0	na	-

Bold: FPPP countries

Italic: proxy field presence countries

Normal: comparator group countries

Underline: Countries without field visit and therefore CDRNs will be the final products.

S = Satellite country

F = FPPP country

P = Proxy FP country

CPM = CPM outposting country

* = draft

Source: IFAD OE

Table 3: Original FPPP Budget

Division	Country	Budget Communicated to EB (As per relevant EB document)				Memorandum of Understanding (Note 1)				
		Year 1 \$'000	Year 2 \$'000	Year 3 \$'000	Total \$'000	Partner Institute	Date of Signature	Operational Date	Amount \$'000	Advance \$'000
PA	Republic of the Congo/ Democratic Republic of the Congo	75	75	75	225	UNDP	01/07/2005	Jan-06	240 p.t.	120
	Senegal	75	75	75	225	UNDP	01/07/2005	Oct-05	240 p.t.	120
	Nigeria	77	80	83	240	UNDP	05/07/2005	Dec-05	240 p.t.	72
	TOTAL	227	230	233	690					
PF	Ethiopia	110	70	70	250	UNDP	12/04/2005	Sep-05	250 p.t.	75
	United Republic of Tanzania	88	90	91.9	269.9	FAO	No MoU	Feb-04	80 p.a.	N/a
	Uganda	85.4	76.5	78.7	240.6	UNDP	01/07/2005	Apr-06	240 p.t.	72
	TOTAL	283.4	236.5	240.6	760.5					
PI	China/ Mongolia	94	84	84	262	WFP	16/03/2006	Dec-05	103 p.a.	75.8
	India	70.2	70.2	70.2	210.6	WFP	01/06/2004	Jun-04	70 p.a.	N/a
	Viet Nam	78	73.5	73.5	225	UNDP	N/a	Apr-05	(Note 2)	N/a
	TOTAL	242.2	227.7	227.7	697.6					
PL	Bolivia	70	70	70	210	No MoUs. All arrangements are based on direct consultancy relationships	Oct-04	N/a	N/a	
	Haiti	72	70	70	212		Jan-05	N/a	N/a	
	Honduras/ Nicaragua	78.5	76.5	76.5	231.5		Feb-04	N/a	N/a	
	TOTAL	220.5	216.5	216.5	653.5					
PN	Egypt	106.3	65.8	65.8	237.9	UNDP	11/11/2005	Dec-05	239.9 p.t.	72
	Sudan	84	83.9	84.1	252	UNDP	19/12/2005	Dec-05	251.9 p.t.	75.6
	Yemen	78.6	79.5	81.9	240	UNDP	17/02/2007	Jun-06	118 p.a.	0
	TOTAL	268.9	229.2	231.8	729.9					
TOTAL	(Note 3)	1,242.0	1,139.9	1,149.6	3,531.5					

Source: Office of Internal Audit

Key:

p.a. = MoU has been drafted on an annual cost basis.

p.t. = MoU has been drafted so that monetary limit is not to be exceeded (i.e. normally US\$240k). However, if limit is exceeded in less than three years the contract does not specify what will occur. As there is no evidence that IFAD are controlling how UNDP are spending funds, IFAD is not aware of what the actual cost incurred by UNDP are per annum. In addition, as no SOEs have been received from UNDP, there is no accurate data within IFAD on costs incurred in relation to Field Presence locations partnered with UNDP.

Note 1: Congo, Senegal, China and Sudan have all entered MoU's that are above annual amounts approved by EB. In addition, all UNDP arrangements extend to a period after 2007 (i.e. after pilot has ceased).

Note 2: Although Viet Nam appears to have an arrangement with UNDP, the primary field presence is a direct arrangement with two consultants.

Note 3: It is unclear as to why sum of detailed budgets approved by EB is US\$3.5m when high level limit of US\$3m was approved for FPPP. Total advances paid amount to US\$682 400.

Table 4: FPPP Expenses and Encumbrances

	Expenses & Encumbrances(US\$)				Costs as per General Ledger (US\$)				Notes on G/L coding	
		2004	2005	2006	Total	2004	2005	2006		Total
PA	Congo	-	12,650	89,600	102,250	-	12,650	89,600	102,250	Expense in G/L reflects advance paid.
	Senegal	-	27,380	94,585	121,965	-	26,380	95,585	121,965	Expense in G/L reflects advances paid
	Nigeria	-	13,584	88,257	101,841	-	20,550	85,903	106,453	Over accrual in 2005
	Other	-	-	-	-	1,000	-	-	1,000	Mis-classification of costs as "Regional"
	TOTAL	-	53,614	272,442	326,056	1,000	59,580	271,088	331,668	
PF	Ethiopia	-	39,976	61,838	101,814	-	47,904	53,907	101,811	
	Tanzania	-	107,480	18,280	125,760	-	107,480	18,280	125,760	Over accrual in 2005
	Uganda	-	72,000	(5,348)	66,652	-	72,000	(5,348)	66,652	Over accrual in 2005
	TOTAL	-	219,456	74,770	294,226	-	227,384	66,839	294,223	
PI	China	-	17,314	111,959	129,273	-	41,473	67,636	109,109	
	India	-	140,000	39,301	179,301	70,000	142,417	35,000	247,417	Over accrual in 2005, c/f to 2006
	Vietnam	-	51,836	75,698	127,534	-	49,271	89,520	138,791	
	Other	-	-	10,099	10,099	-	-	29,727	29,727	
	TOTAL	-	209,150	237,057	446,207	70,000	233,161	221,883	525,044	60% of all costs coded as "Regional" in PI
PL	Bolivia	-	72,855	71,482	144,337	25,424	72,855	73,937	172,216	
	Haiti	-	56,835	59,608	116,443	-	56,835	59,487	116,322	
	Honduras/ Nicaragua	-	97,356	58,342	155,698	88,679	96,310	54,050	239,039	
	Other	-	-	-	-	536	-	-	536	Mis-classification of costs as "Regional"
	TOTAL	-	227,046	189,432	416,478	114,639	226,000	187,474	528,113	
PN	Egypt	-	85,996	2,733	88,729	-	81,666	2,733	84,399	Over accrual in 2005
	Sudan	-	12,246	75,600	87,846	-	8,898	75,600	84,498	Expense in G/L reflects advance paid.
	Yemen	-	5,958	38,062	44,020	-	5,958	30,398	36,356	Costs being charged outside of MoU
	Other	-	5,016	-	5,016	-	5,016	-	5,016	Mis-classification of costs as "Regional"
	TOTAL	-	109,216	116,395	225,611	-	101,538	108,731	210,269	
EC		-	119,380	66,855	186,235	-	103,989	12,618	116,607	EC not formally applied budget
TOTAL		-	937,862	956,951	1,894,813	185,639	951,652	868,633	2,005,924	

Source: Internal Audit Office

Note: The above analysis indicates significant over-accruals in 2005 accounts in relation to United Republic of Tanzania, Uganda, China, India and Egypt, which were adjusted for during fourth quarter 2006. No SOE have been provided for field presence initiatives relating to Sudan. In addition, the initiative relating to the Yemen has no SOE as it is only in the commencement phase.

Table 5: Proxy and Outposted CPM Costs Identified

Division	Country	Number of Years Operational	Proxy Field Presence Costs Identified (in General Ledger)		
			2004	2005	2006
PF	Mozambique	2.5	49,800	57,240	18,486
	Madagascar	3	35,000	19,116	14,875
PI	Pakistan	1.8	-	103,154	44,100
	Bangladesh	2.3	3,446	33,995	27,192
PL	Panama	See Note 3	83,669	83,669	88,344
	Peru	See Note 3	163,899	163,899	163,800
PN	Egypt/Syrian Arab Republic	0.8	-	20,637	13,376
TOTAL		2.3	335,814	481,710	370,173

Source: Internal Audit Office

1. Mozambique – Most recent annual budget indicates costs of US\$57k per year. Costs for 2005 and 2006 are funded out of Programme Development Financing Facility (PDFF) ongoing project portfolio current (budget subdivision IFA06) while 2004 costs were funded by supplementary funds (although purchase order was set up in 2006, commitment was never encumbered. FAO do not believe a liability exists, so it is unlikely that amount will be disbursed in the short to medium term).
2. Pakistan – The most recent contract in existence that specifically relates to field presence is for US\$44k for seven months (i.e. US\$75.5k per annum). It is not possible to identify any additional administration costs that might exist over and above amount paid to consultant. Amounts reflected above relate to total payments made to consultant in Pakistan during 2005 and 2006. Due to the way amounts are described in PeopleSoft it is unclear if they all relate to Proxy Field Presence or not. All amounts funded out of PDFF new project/development current (IFA05) and IFA06.
3. Panama and Peru. Only payroll data for 2005 and 2006 of the outposted CPMs were available (both outposted prior to 2004). The 2004 amount has been included based on the 2005 payroll data.
4. Egypt/Syrian Arab Republic. Amounts included above relate to amounts paid to N. Mahaini (consultant) who is being used to ensure a proxy field presence in Syria and may also be providing support to Egypt. It is unclear how the formal FPPP in Egypt and this proxy field presence operate together.
5. Madagascar and Bangladesh were added to the review after a request from OE.

Table 1: Estimate Annual Costs of HQ-based and Field-based CPMs

#	Items	HQ-based staff					Field-based staff**									
		P4 Level		P5 Level			P4, step 1		P4, step 5		P5, step 1		P5, step 5		P5, step 10	
		Step 1	Step 5	Step 1	Step 5	Step 10	Cheapest duty station ^a	Most expensive duty station ^b	Cheapest duty station ^a	Most expensive duty station ^b	Cheapest duty station ^a	Most expensive duty station ^b	Cheapest duty station ^a	Most expensive duty station ^b	Cheapest duty station ^a	Most expensive duty station ^b
	Standard costs for all professional staff*															
1)	Net base salary	64 691	70 320	77 577	83 412	90 704	64 691	64 691	70 320	70 320	77 577	77 577	83 412	83 412	90 704	90 704
2)	Post adjustment	39 896	43 367	47 843	51 441	55 938	12 492	44 539	13 579	48 415	14 980	53 411	16 107	57 429	17 515	62 449
3)	Other standard benefits	54 321	56 913	60 225	62 916	66 279	54 321	54 321	56 913	56 913	60 225	60 225	62 916	62 916	66 279	66 279
	Additional field-based costs***															
4)	Hardship allowance						6 480	19 440	6 480	19 440	6 480	19 440	6 480	19 440	6 480	19 440
5)	Mobility allowance						7 620	7 620	7 620	7 620	7 620	7 620	7 620	7 620	7 620	7 620
6)	Non-removal allowance						2 500	2 500	2 500	2 500	2 500	2 500	2 500	2 500	2 500	2 500
	TOTAL	158 908	170 601	185 645	197 769	212 922	148 104	193 111	157 413	205 209	169 383	220 774	179 035	233 317	191 099	248 993
	Difference between HQ and field						(10 804)	34 204	(13 188)	34 608	(16 262)	35 129	(18 734)	35 547	(21 823)	36 071

Note: All the costs are subjected to periodic revisions by UN. Cost of living index (multiplier) in Rome = 61, as of May 2007

1) Base salary remains the same wherever staff is located.

2) Post adjustment is designed to ensure that no matter where UN staff work, their net remuneration has the same purchasing power as at the UNHQ in New York.

3) Other standard benefits applied to all professional staff wherever they work, including educational grant, pension contribution, insurance, dependence allowances, rental subsidy and home leave.

4) Hardship allowance aims to compensate staff for difficult living conditions at duty stations.

5) Mobility allowance is an incentive to encourage movement from one duty station to another.

6) Non-removal allowance aims to compensate for the non-removal of household goods.

a) Based on the lowest UN cost-of-living index (multiplier) = 19.1, as of May 2007

b) Based on the highest UN cost-of-living index (multiplier) = 68.1, as of May 2007

*) All costs are based on UN standard costs as of March 2007. Apart from post adjustment, all costs are estimated based on IFAD methodology to calculate staff costs for budgeting purposes.

**) Applied only to professional staff on an assignment of one year or more at the duty station. This excludes hazard allowance applied in extremely difficult countries such as Afghanistan, Haiti and Côte d'Ivoire.

***) Some one-time costs may apply to certain difficult duty locations and are not included in the calculation since they are unquantifiable, such as accelerated home leave travel, additional education grant, additional reimbursement of boarding costs and family visit travel.

Source: The mobility and hardship scheme - An information booklet, UN (January 2007); The Post adjustment system, UN (April 2003); UN website on salaries, allowances and benefits (www.un.org/Depts/OHRM/); Consolidated Post Adjustment Circular, ICSC (March 2007); IFAD 2007 Standard costs for professional and general services staff for budget purposes (IFAD intranet); FS staff cost tables.

Table 2: Estimate One-time Staff Costs to Outpost a CPM (P5/step 5) from Rome to the Field

#	Items	<i>Cheapest duty station^a</i>	<i>Most expensive duty station^b</i>
1	Extra post adjustment at Rome rate for the first 6 months*	35,334	0
2	Travel expenses	12,000	20,000
	Staff	3,000	5,000
	Family members (3 persons)	9,000	15,000
3	Assignment grant	17,212	25,584
	Staff	3,600	9,360
	Family members (3 persons)	5,400	4,680
	Lump sum (1 month)	8,212	11,544
4	Removal and shipment costs (lump sum)	6,157	8,716
	Staff	2,774	3,476
	Family members (3 persons)	3,383	5,240
	TOTAL	70,703	54,300

Notes:

- 1) This applies only to duty stations where the cost of living index is lower than Rome.
- 2) Estimated cost of travel-related expenses to send staff to Bolivia and the Republic of the Congo, applying IFAD travel rules (including air ticket, terminal cost and visa).
- 3) Assignment grant is paid when the organization transfer staff to a duty station of at least one year. It comprises a daily subsistence allowance (DSA) and a lump-sum portion.
- 4) Removal and shipment costs are based on IFAD lump sum costs for outbound shipment of personal effects (FH website)

Source:

ICSC, UN common system of salaries, allowances & benefits.
 UN website on salaries, allowances and benefits (www.un.org/Depts/OHRM/salaries_allowances).
 IFAD Human resources procedures manual and websites on salaries, allowances & benefits.

Table 3. Estimate Annual Costs of HQ-based and Field-based CPMs, Based on Different Ranges of Living Costs

#	Items	HQ-based	Field-based*		
		P5, step 1	P5, step 1		
		Living cost index = 61	Low range (living cost index = 28,9)	Medium range (living cost index = 41)	High range (living cost index = 57,6)
	Standard costs for all professional staff				
1)	Net base salary	77,577	77,577	77,577	77,577
2)	Post adjustment	47,843	22,666	32,157	45,176
3)	Other standard benefits	60,225	60,225	60,225	60,225
	Additional field-based costs*				
4)	Hardship allowance		6,480	11,880	19,440
5)	Mobility allowance		7,620	7,620	7,620
6)	Non-removal allowance		2,500	2,500	2,500
	TOTAL	185,645	177,069	191,959	212,539
	Difference between HQ and field		8,576)	6,314	26,893

Note: All the costs are subjected to periodic revisions by UN. Cost of living indexes multiplier are as of May 2007

* The living cost indexes are a mean of the indexes for all IFAD active borrowers, divided into 3 different groups: low range, where the cost of living index is lower than 35, with around 40 countries; medium range, lower than 50 with around 40 countries; and high range, above 50 with around 10 countries.

Source: The mobility and hardship scheme - An information booklet, UN January 2007; The Post adjustment system, UN April 2003; UN website on Salaries, allowances and benefits www.un.org/Depts/OHRM/; Consolidated Post Adjustment Circular, ICSC March 2007; IFAD intranet; 2007 Standard cost for professional and general services staff for budget purposes, FS staff cost tables