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# HQS DESK FUNCTION REVIEW

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Executive Summary, Main Findings and Recommendations

(submitted to the Executive Office in March 2016)

March 18, 2016

Inspector General's Office

# Table of Contents

<sup>(\*)</sup> *Those Annexes marked with* ✓ *are included in the current print-out format. The remaining Annexes will be available upon request.*

**Fact Sheet**

❖ **Scope of the Review:**

With a view to further improve HQs Desk support and services provided to the Field and other stakeholders at the HQs, IGO will:

- Examine the relevance, challenges, and added-values of the HQs Desk functions in today's UNHCR operational environment
- Identify good practices, as well as concrete measures to fill gaps
- Issue a set of SMART recommendations

❖ **Methodology and work procedure:**

Participatory and clients-oriented approach was adopted, including assessment of a wide range of feedbacks from the HQs and the Field through a comprehensive 360-degree global survey:

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| Preliminary research of past 6 reviews and "field-testing" | September-October 2014 |
| Finalisation of scope of the Review and its methodology | January – April 2015 |
| Establishment of a Desk Review Task Force | May 2015 |
| Development of a Global Survey | May – Mid-July 2015 |
| Implementation of a Global Survey | Mid-July – August 2015 |
| Analysis of the Survey results | August- September 2015 |
| Presentation of the Survey results and follow-up on feedbacks through confidential individual interviews | October – November 2015 |
| Thematic topic group consultations (2 Workshops) | December 2015 |
| High-level thematic consultations and Conclusion | December 2015 |
| Presentation of the draft Review results and Bureaux and Division Directors' feedbacks at a collective meeting | February – March 2016 |

❖ **Consultation:**

- More than 75 UNHCR staff, including the Directors and the Deputy Directors of all Regional Bureaux and Divisions, were directly consulted during face-to-face interviews
- 60 selected staff participated one or both of two Thematic Discussion workshops
- More than 450 confidential individual responses to a Global Survey were received from balanced representation of Field and HQs, inclusive of all Bureaux, Divisions, Services, geographical locations, functionalities and ranks

❖ **Recommendations:**

- 12 recommendations are presented in 'SMART' format *(Specific, Measurable, Achievable, Relevant, Time-Bound)*, with a proposed implementation and follow-up period of 18 months so as to examine their concrete impacts and/or for necessary adjustments.

## Executive Summary:

1. The current review of the HQs' Desk functions reaffirmed that the Regional Bureau Desks based in Geneva HQs perform critical functions[1], including:

   a) Support for overall management of operations (strategic guidance, resource allocation, analysis of operational data/situation, compliance monitoring of policies and operational standards);

   b) Coordination and advocacy of various internal support from HQs to the operations in the Field;

   c) Liaison for, and representation of, specific operations and their needs and interests vis-à-vis other entities at HQs (Executive Office, Divisions, Oversight functions, within and between Bureaux), as well as external interlocutors (Donors, partners, auditors etc.)

2. The overall results of the study, which was informed by a wide range of consultations, also found that:

   a) From the Field perspective: The Desks are a vital bridge between HQs' entities and the Field[2]. The operations in the Field particularly appreciate the Desks as the single most essential link to HQs that can comprehensively represent its interests and needs. As an institutional function, the Desks are indispensable for operations that are assistance-oriented and especially in an emergency phase, as these operations and HQs interact more heavily for services, guidance and updates.

   b) Within HQs: A simple coordination point and monitoring mechanism is needed at HQs level in order to connect with the Field, analyze/digest situations more objectively from HQs point of view, and interface with various entities of HQs and external stakeholders. The Desks are seen to be fulfilling those requirements.

   c) Within the Regional Bureau: The Desks are providing their Bureau with specific inputs in the latter's discharge of essential operations management responsibilities, notably objective settings for their region, and accountability monitoring of performances of respective operations.

3. The review also identified challenging aspects, related to perceptions towards the Desks, their new roles, as well as existing gaps:

   a) The Desks have a natural inclination to prioritise the needs of the Field first over their interaction with HQs entities when time and resources are limited, or in emergency. This sometimes leads to an undeserving perception at HQs level that the Desks are not doing enough.

   b) Development of IT tools such as MSRP and FOCUS created an impression that the Desks may have become functionally redundant today. The study revealed that this is not the case. Previously, the Desks had to perform time-consuming data management functions in order to pursue their other key functions. With availability of new tools, less of the Desks' time is spent on basic functions, leaving them with more time for their substantive functions.

   c) Although the Desks no longer need to dedicate a disproportionate amount of time on simple data-gathering and distribution, their workload has not reduced. For example, they have become much more occupied with external relations activities due to increasing demand and expectation from donor/partners while there are no longer Head of Desk positions. They are also more engaged in follow-up on various organisational processes that have become heavier.

   d) Labour-intensive engagement of the Desks in organisational processes at HQs, as well as requirements to respond instantly to urgent calls for support in today's technically well-connected operational context, resulted lately in a general tendency towards compromised quality of strategic and analytical work of the Desks, which require a long-term scope and dedicated engagement.

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[1] *See **Annex XII** for a comprehensive list of Desk functions - Important, Well-performed, Neglected, Redundant, and Desk variations*

[2] *Besides operations in the Field, the Regional Bureaux also highly appreciate value of the bridging functions of the Desks.*

e) Expansion of other entities within the Bureau, such as Resource Management Unit and Policy Advisors, and various types of Regional Offices in the field, resulted in diversification of types of the Desks. Fluidity in the definition of their core functions sometimes led to less than optimal utilization of their full potential. However, it became clear that the Desks cannot be substituted.

f) A trend for diminishing operations management authority in recent years contributed to increasing challenges in overall management of operations performed by the Bureaux, including the Desks.[3]

4. In order to maximize Desks' performance to their full potential, while keeping in mind good practices identified, three sets of actions are recommended:

1) **Institutional clarification and recognition of Desk function**, through functional mapping of the various types of the Desks and the entities that interface with the Desks: RMUs and ROs in particular;

2) **Restoration of operations management authority**; and

3) **Enhanced institutional support to the Desks**, in terms of resources allocated to conduct value-added missions to the field, open information-sharing and briefings on various initiatives with the Desks, and opportunities for well-defined on-the-job development, for example, through customer satisfaction survey by Desk's clients.

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[3] *See **Annex XIII** for a Comparative Review of the Budget and Expenditure Transitions (Period 2005 – 2014), which examined how budget/expenditure of the Field Operations grew over the course of past 10 years (428% increase in terms of budget), while Regional Bureaux resources remained almost static for the same period (9% increase in terms of budget) to manage them (Ratio of increase between Field Operations vs Bureau = **47.5 : 1**). During the same period, resources under Divisions (Policy & Standard-setting Arm of UNHCR) increased by 51% (including Programme Support component to manage the "Global Programmes") whereas "Global Programme" (often embedded and implemented in the Field Operations) expanded by 469% (Ratio of increase between Global Programme vs Divisions = **9.2 : 1**) Consequently, Operations are increasingly perceived to be "co-managed" by both Operations Management Arm (a cascading chain of management authority from the AHC (O) to the Bureau Directors to the Representatives through the LOIs) and Policy & Standard-Setting Arm, as latter continues to manage increasing proportion of Operational activities with increasing resources.*

## Background:

The Desk is an organisational unit within the Regional Bureaux at UNHCR Headquarters (Geneva). It is charged to cover one or more specific country (countries) as a focal point for geographical or thematic situation(s) on multi-facetted functions, acting as a link between the operations in the Field and HQs. Today, in most cases, a Desk is composed of one Senior Desk Officer, assisted by a Senior Programme/Desk Associate who is assigned to serve one or more Desks. This, however, is not a fixed standard: Its basic unit structure, as well as its roles, have evolved over the years since its first establishment in 1982.

In recent years, findings from inspections undertaken by the IGO pointed to concerns regarding a correlation between UNHCR's rapidly changing operational environment and the functioning of the Desks that play pivotal roles as a bridge between operational frontlines and HQs. Not only have large-scale and complex emergencies multiplied and the number of persons of concern reached a historical high, propelling financial and staffing requirements to unprecedented levels, but UNHCR has also lately undergone significant structural changes and adopted new management tools. Donor expectations have also evolved, and greater accountability and value for money is demanded. Speed of communication has increased, both internally and publicly, hence augmenting the importance of effective and accurate representation of areas of coverage.

Despite significant transformations in operational and organisational circumstances,[4] there has been no thorough review of the Desk functions since the last study was conducted by PDES[5] in 2004-06. Prior to this, five periodical reviews of the HQs Desk functions were carried out since the early 1990s by various entities, such as internal task forces, IGO, OIOS, and a consultancy firm.

In its recent inspections, the IGO noted certain confusion over the role of the Desks in the context of regionalisation, in that not only was increased authority delegated to Regional Offices, but also some Bureau functions were moved to field locations. Further, the introduction of IT-based management tools offered the ability to entities other than the Bureaux and the Desks to monitor directly operational plans and updates, thus connecting all HQs units to the front line of the operations round the clock. This was previously not possible without going through the Desks. The standard-setting roles of HQs Divisions and the operational line-management responsibilities of Regional Bureaux became somewhat intertwined in the context. The delineation of the functions between the Desks vis-à-vis the Resource Management Units and Policy/Legal Advisory Units within a Bureau is not standardized or clear cut, as variations emerged across the Bureaux.

Particularly because Desk functions are, by nature, multi-facetted and broadly defined, delineation of responsibilities between the Desks and other entities at HQs and in the field has been a recurrent concern of the past Desk reviews. Today, such a concern appeared to have grown more complex, potentially risking to result in serious gaps in follow-up, or ineffective duplication of works, or, sometimes, a source of conflict.

In view of constantly evolving operational requirements and broad Desk functions, job descriptions of the Desk staff, too, are kept in broad terms. As a result, Desk Officers come from a wide range of functional background and experiences. While diversity among Desk incumbents can be positive, it also contributes to the difficulty in clearly defining the roles of the Desks, as those tend to shape around the strengths of individual incumbents. Furthermore, targeted training for Desk Officers has proven a greater challenge than for other positions with more specific and narrower descriptions of responsibilities and qualifications.

The considerations set out above, combined with ODMS' initiative to review impact and way forward of regionalization (which is closely linked to Bureau-Desk functions) in a holistic manner, and OIOS plans to audit all the Regional Bureaux from 2015 onwards, led the IGO to prioritize a comprehensive review of the Desk functions in 2015 with an aim to: (1) identify the relevance, added-values and the challenges of the Desks in a much transformed environment; and (2) present a set of practical SMART[6] recommendations designed to optimize the support and services provided by the Desk to the Field and to other stakeholders.

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[4] *Including, but not limited to: regionalization; further delegation of authorities to the field; restructuring of the Bureaux; introduction of global IT tools; pursuit of Results-Based Management; bi-annual planning, and Global Strategic Priorities*
[5] *Formerly EPAU – Evaluation and Policy Analysis Unit*
[6] *SMART : Specific, Measurable, Achievable, Relevant, and Time-bound*

## Main Findings:

The current HQs Desk Review was conducted with an ultimate goal in mind: **Strengthening the services and support of HQs to UNHCR operations in the Field**. The starting point of the exercise, hence, was a question: "Is the Desk, as an organisational unit, still relevant to play a meaningful role for this goal in today's operational environment?" In the course of the review, it has been powerfully re-affirmed by the majority of stakeholders who participated in various forms of consultation that, not only are the Desks still relevant as the backbone of the HQs support to the Field, but also, in order to empower the Field, the Desks themselves need to be empowered and supported as a matter of institutional priority.

The *baseline* data for the current state of the Desks were gathered, as listed below, so as to discern practical measures to minimize their constraints, fill the gaps, and maximize their potentials:

**The Desks' current strength and comparative advantages** – Digested understanding of operational situations and needs; ability to provide accurate data, updates and institutional memory of specific operations; physical proximity to the center of decision-making and multi-functional organisational entities for flexible consultations and speedy resolution of problems; ability to provide timely feedbacks and perform advocacy and coordination at the central level on behalf of field team or vis-à-vis other stake holders; neutrality; and multi-facetted functionality not confined in one specific area of functional expertise.

**Weaknesses** – Qualitative analysis and strategic advice; comprehensiveness of support; proactive participation in collaborative effort with Divisions; and deeper understanding of the Field operations.

**Underlying factors for current weaknesses** – Increased workload, compounded by diminishing resources and time available to the Desks; process-heavy HQs system with labour intensive follow-up requirements; level of collaboration with and/or support received from various interlocutors; and limited learning/training opportunities. Unclear delineation of responsibilities between the Desks and others, and lack of understanding of Desk functions, seemed to affect interlocutors of the Desks more than the Desks.

While studying various causal factors for functional impediments with a view to identify means to permit the optimal performance of the Desks, it became evident that the Desks do not operate in a vacuum, but, in a grand synergy, collaborating with others and transforming themselves constantly within the Bureau structure and vis-à-vis operations they cover, or, various entities in the Divisions. Thus, whenever the Desks' performance is concerned, the functioning of counterpart entities, including Bureau structures and beyond, were also examined to see how they impact the works of the Desks.

Global operational circumstances and requirements are vastly diversified, for example, from the Americas to the Mediterranean and are fast evolving in today's humanitarian front. In order to stay relevant in respective regional realities with the ability to take pre-emptive actions, the IGO observed that the current autonomy and independence of Bureau Directors to structure his/her Bureau according to their operational requirements have been positive, and need to be respected without placing a rigid institutional strait jacket. The flexible management structures, however, must come as a *means* to achieve *consistent ends* across the Bureaux. After all, various structural modifications are for the sake of deliverables that meet standard organizational expectations for the Bureau performance, irrespective of the differences each region might face on the ground. Therefore, regardless of the sizes, operational natures and circumstances of offices, a basic minimum *functional standard* needs to be ensured for all Bureaux' structure.

The development of a number of IT tools, such as MSRP-FOCUS, Operational Portal, POPDATA, was one of several reasons why the IGO decided to review the relevance of the Desk functionalities. Availability of such global tools created a prevalent impression that the Desks are now obsolete and replaceable. Had the key role of the Desks been simply that of data-gathering and dissemination, such an impression would have been validated. It was found, however, that the essence of the Desk function is far more than a simple data management, even if the Desks might have engaged in it previously just so as to pursue their main functions. Availability of the new tools only contributed to facilitate the work of the Desks, permitting them to focus more on their critical functions as UNHCR's single focal point on specific operations at a time when new workload is on the rise, with ever increasing operational, financial, security challenges; an

unprecedented scale of multi-front emergencies and stagnancy of protracted situations; a need to navigate complex humanitarian coordination; exigent requirements vis-à-vis donor community; and scrutiny of wider public.

UNHCR has been proactive in innovative initiatives, and has successfully kept up as the leading agency for projects such as Age, Gender, Diversity Mainstreaming (AGDM), Cash-based-interventions (CBI), Livelihood support, or introduction of Eco-Stoves and new shelter/settlement, in collaboration with a range of partners, be they academia, NGOs, corporate businesses, or government ministries. While UNHCR's persons of concern definitely benefit from these initiatives under "Global Programmes" overseen by Divisions, it was also noted that such dynamic and impressive performances by Divisions had effects on the Desks, and in a wider context, on the Bureaux and the Operations Management arm as a whole, in terms of their maneuverability, visibility, or resources made available to do their job.

Through the IGO's extensive consultations, a certain level of apprehension emerged that a balance between operations management and standard-setting entities of UNHCR[7] might have tilted to some disadvantage of the former, especially when the operations management function was decentralized, shifting resources increasingly from HQs to the Field. Thus, in terms of proportion, the operations management arm has been "thinned" at HQs (Geneva), while the policy and standard-setting arm remained in full force.[8]

<Diagram A: Operations Management Arm vis-à-vis Policy & Standard-Setting Arm>



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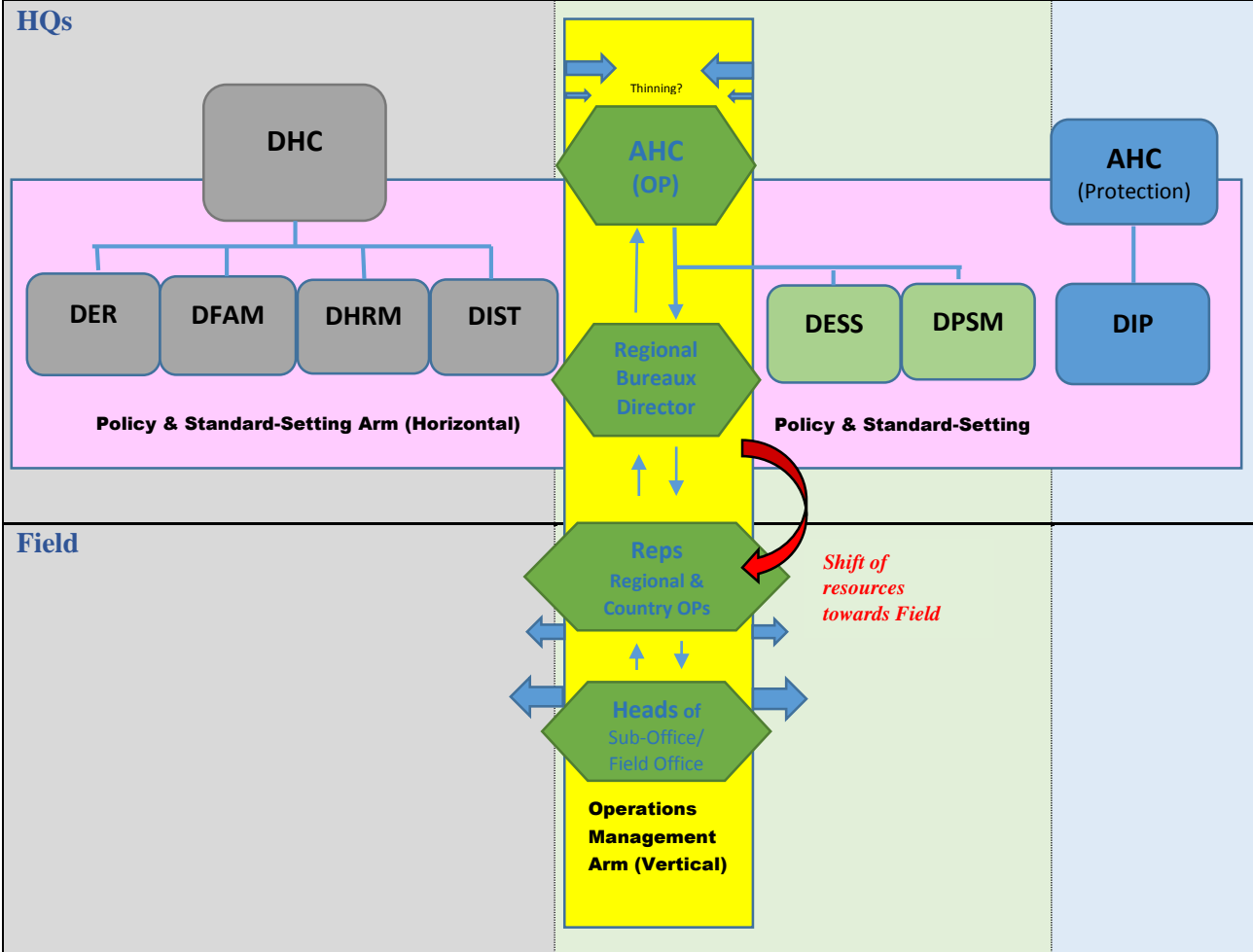
[7] *Conceptually, UNHCR's "Operations Management Arm" cascades its authority from the AHC (Operation) to the Regional Bureaux Directors to the Regional and Country Representatives in a vertical manner, whereas UNHCR's Policy and Standard-Setting Arm function horizontally across different functional areas under the DHC, the AHC (Protection) and the AHC (Operation) (ref. Diagram A).*
[8] *c.f., **Annex XIII** – Comparative Review of the Budget and Expenditure Transitions (Period 2005 – 2014)*

The Budget Committee, UNHCR's central resource allocation body, might as well reflect today's internal management balance with its composition weighed among resources management entities. Under the 2007 Resource Allocation Framework, not only that the perspectives of the operations management arm diminished in the central decision-making forum for resource allocation, but the framework, unwittingly, also brought forth a considerably "process-heavy" resource allocation procedure that demands heavy engagement of the Desks in preparation and follow-up for the submissions to the Committee, as it does not have operations management representation which permit a close operational content and substance review.

The 2008 policy for Regionalisation also significantly impacted the functioning of HQs Desks. Although the intended goal of Regionalisation was the empowerment of the Field operations through an enhanced implementation of a structural decentralisation, the reinforcement of regional structures was somehow interchangeably linked with reduced roles of the HQs Desks that covered the regionalised operations. This contradicted with the correlation that Field empowerment often derives from strong performance of the HQs Desks that provide them with effective support. This is especially the case currently when UNHCR's internal procedure and system are still heavily centralized, and "mini-HQs," detached in the Field, would risk becoming additional layers without due capacity and authority to make final decisions. Even though a revised policy for the future pursuit of Regionalisation was issued at the end of 2015, practical issues and the concrete *modus operandi* as to "*which* entities in the Field and HQs shall implement the routine activities and *how?*" still need to be clarified and elaborated.

The IGO found that the most valuable functions of the HQs Desks are those that are physical-location-specific in nature.[9] Just as Field Officer functions cannot be relocated to HQs, the majority of HQs Desk functions cannot be effectively replicated in locations other than HQs, *unless* the current nature of HQs itself drastically transforms in the future. Further Regionalisation, that takes full advantage of unique added-value of offices at a regional level, must be rigorously pursued, with a caveat that it does not contradict and dilute the empowerment of country operations, by de-linking and distancing them from HQs and their Desk at the Bureau, whose optimal performance is a *sine-qua-non* for overall success of the field operations, especially when operations are of emergency and/or assistance nature.

The current Desk Review made a careful distinction between institutional weakness of the Desks vis-à-vis incumbent-related short comings, so as to avoid incumbent-based restructuring, or redefinition, of a pivotal institutional unit. Notwithstanding, there is a strong conviction among all stakeholders that competency of incumbents is one of the most fundamental prerequisites for the strong performance of a Desk. In this regard, concrete measures to alleviate incumbent-related performance gaps are recommended in conclusion of this report.

In the course of this review, a number of good practices, that could possibly be replicated, were identified. Those were highlighted in the Annex.

The review was conducted as **a management improvement exercise in the spirit of Results-Based Management** rather than a resources-driven *ad hoc* intervention. In order to achieve longer term benefits of positive impacts, short-term cost-saving concerns must be set aside. To assess the extent of intended impacts and remaining constraints as a result of recommended actions, the IGO envisages scheduling **an all-round impact study** 18 months after the release of the current report, in addition to the IGO's regular close monitoring of the state of compliance with the recommendations throughout the subsequent implementation phase, so as to ensure tangible effects of investments in a concerted manner.

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[9] *The added values of the HQs Desks are identified as: (1) Physical proximity to the center of decision-making and global resources allocation process; (2) Centrality, being surrounded by cross-section of entities and expertise, that allow Desks broader perspective and regular cross-fertilisation/harmonisation; (3) Multi-facetted nature of its holistic functions; (4) Neutrality, not located in one operational location in the Field.*

<u>**Recommendations:**</u> **(**<mark>"Specific</mark>**,"** "<u>Measurable</u>," "<u>Achievable</u>," "Relevant (context)," "*Time-bound*"**)**

**Issues I and II:** **Evolution and uncertainty of Core Desk functions – Risks and opportunity costs of undocumented functional variations**

The IGO observed that there exists a wide range of structural variations across the Regional Bureaux and within them, and different inter-relations between the Desks and other functional positions/units, due to absence of authoritative mapping (documentation) that ensures clear functional delineation at the institutional level. Ideally, a comprehensive mapping of essential functions within a Bureau structure needs to be established. Currently, however, practical and positive working arrangements exist, albeit on *ad hoc* basis, for shared responsibilities between the Desks and most of the Bureau functional entities, with certain exceptions between the Desks and the Resource Management Units. Clarification of roles between the Desks and the RMUs merits priority attention as a starting point of a holistic functional mapping process.

1. <mark>**Each Regional Bureau**</mark> should, in consultation with all parties concerned, <u>review and document functional delineation between the Desks and the RMU</u>, taking into account their respective added-values and good practices identified.

Completed documentation should be submitted to ODMS *no later than three months from the issuance of the IGO report*.

The IGO has noted that such a process is already in progress in MENA Bureau, in the form of ADM/015/2015. This is considered a right step towards the implementation of the above recommendation. The final documentation (ref. Recommendation 1) should focuses on comparative functional advantages between the Desks and the RMUs, documenting the key functions on the part of both entities in full consultation with the members of the Desks, the RMU and the Deputy Directors in charge of those Desks. Documentation from each Bureau should be complied in a standardised format to ensure inter-bureau coherence and the compliance to the stated consultative requirements.

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2. <mark>**ODMS**</mark> should, upon receipt of the finalised documentation of each Bureau's functional delineation between the Desks and the RMUs, <u>consolidate and include them in the form of a revised Chapter 2 of UNHCR Manual</u> *within two month from the receipt of the last documentation*, so that existing variations and practices of different Bureau are made clear in a coherent presentation and can be used as institutional reference point.

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The latest policy on Regionalisation in UNHCR (UNHCR/HCP/2015/8) captures principle aspects of regionalisation at a higher policy level. There is, however, still a practical necessity to clarify the prevailing confusion[10] as to *which HQs functions,* including that of the Desks, *have been (or will need to be) transferred to the regionalized operations*, as well as *which functions must be retained and performed at HQs*, in close examination of the added-values of respective physical locations, strategic requirements and the current state of decentralisation.[11] In the meantime, the IGO duly noted that ODMS is continuing to follow up on practical aspects of the policy implementation, taking into account various concerns related to specific challenges faced by operations and Bureaux.

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[10] *The global survey results indicated that 75% of the respondents are uncertain as to which HQs Desk functions have been transferred to the regionalised operations. Broken down into respondents groups, uncertainty level ranged between 64% (Bureau respondents) and 85% (Division respondents). In contrast, the response "I know clearly which Desk functions have been officially transferred to ROs" ranged: 12% (Division), 14% (Desks), 24% (Regional/Country Offices), and 26% (Bureau).*

[11] *The 'current state of decentralisation'- in terms of internal system (soft), not solely from organisational structure perspectives (hard).*

3. **ODMS** should, along with its ongoing effort to operationalise the Regionalisation policy, clarify and consolidate an institutional understanding as to what HQs functions can be effectively transferred to regionalised locations and what functions must remain at HQs, especially that of the Desks which cover regionalised operations, in order to avoid confusions over valid HQs functions and the duplication of efforts between HQs and regionalized operations, so as to optimise the overall support to the operations in the deep Field.

The consolidated functional delineation between the Regionalised operations and the Desks[12] should be included in the revised UNHCR Manual Chapter 2 *in six months from the issuance of this report*.

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While functional delineation between the Desks and the RMUs are being documented by each Bureau, and ODMS establishes the functional delineation between HQs (the Desks in particular) and the ROs, it is also critical to document the variations of different types of Desks, with a view to define essential Core functions of the Desks which are common to all the Desk types, as well as non-Core Desk functions that can be more flexibly adopted depending on the Desk types, based on clear benchmarks, respectively[13].

4. **DHRM** and **Bureaux** should form a task force, *upon issuance of the current report*, with a view to develop well-defined core and non-core sets of HQs Desk functions for a range of Desk types, their nomenclatures, and benchmarks, in reference to Annex XX and duly taking into account the results of the Recommendations 1, 2 and 3 above *within nine months from the issuance of this report.*

A draft is to be endorsed by all concerned Bureaux as well as ODMS, and standard definitions of different types of Desks and their nomenclatures are to be integrated by **ODMS** as an institutional reference in a revised Chapter 2 of UNHCR Manual. *Action should be completed by the first quarter of 2017.*

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Currently, Job Descriptions for Desk positions are only aligned with Authorities, Responsibilities, and Accountability framework, and are missing the reflection of distinctive functional definition vis-à-vis other interfacing positions. In order to start a comprehensive functional mapping process at institutional level, Desk-related JDs should be reviewed, so as to clarify the functional requirements of the Desk positions.

5. **DHRM**, in consultation with the above task force, should revise Job Descriptions for the Desk positons as soon as core and non-core Desk functions were finalised along with their standardised nomenclatures and benchmarks, in order to reflect respective functions of different Desk types in them.

*Action should be completed by the first quarter of 2017.*

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[12] *ODMS might also wish to map out delineation of functions between the regionalized operations and any other relevant HQs entities, not limited to the Desks.*

[13] *For e.g., HQs Desks might be defined as (1) "Desk" covering stand-alone assistance operations; (2) "Liaison Desk" covering Regionalised Offices and/or Operations focused on donor relations, legal protection and advocacy; and (3) "Emergency Support Desk" covering large complex emergency situations that are highly decentralised, which might also cross a boundary of traditional Bureau coverage - each of them with distinctive TORs, JDs, structure and composition (ref. **Annex XX** – Draft Proposal for Standardisation of Desk Nomenclature)*

Resort to "Operations Manager" or "Head of Unit" positions as a substitute for *de facto* Head of Desks function should be avoided in order to ensure accountability and standard outputs of the Bureaux, as well as to minimise irregularities and *ad hoc* arrangements surrounding the Desk functionality. While Standard Specific Job Descriptions already exist for respective Operations Manager posts, the definition of Operations Manager positions and specific benchmark as to when such positions might be instituted needs to be further clarified and adhered to, along with their well-defined line management responsibilities, since those are often freely interpreted and flexibly applied when each Operations Manager posts are created.

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6. (1) The Americas Bureau's position of "Operations Manager," with supervisory responsibilities for the Desks, functions as a *de facto* Deputy Director, rather than a coordinator of situations that encompass cross-regional aspects. **The Americas Bureau** should consider upgrading the position and formally re-title it as a Deputy Director, in order to rectify the gap between its title and actual functions and to ensure alignment of the core Bureau structure with that of its peer Bureaux for standard Bureau outputs.

(2) **The Africa Bureau** should review line-management responsibilities of its "Operations Managers" in the current operational circumstances and determine whether each of its three positions are *de facto* Head of Desks, or a coordinator of a sub-regional situation, and clarify their functional necessities *within three months of the issuance of this report*, or, rationalize them, with a view to maintaining a Bureau structure as flat as possible.

(3) The MENA Bureau's two "Head of Unit" positions *de facto* function as Heads of Desks.
**DHRM** should allow the creation of Head of the Desk positions in exceptional cases *when* and *where* proper justifications to reinstate them exist, and re-title, in consultation with the MENA Bureau, the aforementioned positions *within three months of the issuance of the current report*.

In case creations of those "Head of Desk (Unit)" positions were linked to specific emergency development:

(4) The **concerned Bureaux** (for example, the Africa and the MENA Bureaux, but also others in the future) should periodically review the conditions that temporarily required those additional positions, and consolidate them as soon as feasible to revert back to a flat Desk structure when emergency (or, conditions that necessitated them) is phased down, with a view to avoid duplication of work between a Head of Desk vis-à-vis Senior Desk Officers, a Deputy Director, or, a Regional Office in charge of the same sub-region/situation. (*To be implemented in 2016 and onward*)

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## Issue III: Optimal level of internal information flow[14]

Proper access to comprehensive information is one of the fundamental means to empower capacity of, and provide leeway to, an individual or an entity. This applies to our beneficiaries and partners, as much as to the Desks and the Desk staff. Appropriate information sharing can generate, *inter alia*, deeper insight, enhanced synergy and multilateral understanding, not to mention stimulation of higher motivation, and ability to perform more independently and efficiently.

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7. As a rule, and unless information is confidential or restricted:

(1) **All Desk staff, including Heads of Desks** (if applicable), should make proactive effort for frequent knowledge and information-sharing between themselves;

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[14] *In order to measure the compliance with the recommendations under No. 7 (which are more open-ended in nature without a specific deadline for completion of actions), as well as to examine the impacts as a consequence to their implementation, the IGO will conduct periodical assessment (according to the regular compliance monitoring reporting schedule) with the concerned staff during the first year after the issuance of the report.*

(2) **Units that interact with the Desks, and/or coordinating as information entry points**, should openly and expeditiously share central information with Desk staff, especially when the Desks' actions are required;

(3) **Bureaux** are recommended to hold regular all-Bureau gatherings at least once a year, so as to freely exchange various functional perspectives and maintain coherent visions on operational/strategic matters among the ranks of a Bureau. It might be done at such occasions as, for instance, consolidation of Bureau-wide analysis of the Country Operations Plans during the Annual Programme Review;

(4) **Divisions**, **Field Operations** and **other interlocutors of the Desks** should diligently keep the relevant Desks informed of their communication as a matter of principle *when substantive operational issues are concerned* and

(5) **Desk staff** should develop "filtering skills" thus discerning what information requires their attention and follow-up actions, and what can be kept as reference information. They should reciprocate the expeditious information sharing and keep all the relevant interlocutors abreast with update on actions taken and actions that need to be taken.

## Issue IV: Institutional responsibilities and accountabilities for the Management of Operations

A concern exists today that delegated authorities for Operations Management, which cascade from the Assistant High Commissioner (Operation) to the Bureau Directors and to the Representatives in the field, might be diminishing. Reasons and circumstances cited for such institutional trend vary. However, a number of colleagues concurred that some of the issues might have evolved with time, as a result of non-compliance with the precise terms of the existing Resource Allocation Framework. Similarly, the procedure of the Budget Committee, and related documentary submissions, were perceived as having become complex and, thus, in need of review in order to enhance efficiency and streamline procedures while retaining the essential elements of financial oversight and accountability.

There has been a view that the Budget Committee must remain neutral vis-à-vis operations under its consideration. At the same time, a means to have neutral representatives from the operation management arm of UNHCR as rotating/alternating member(s) to the Committee might be, at this opportunity, explored so as to ensure that operational perspectives are fully taken into account during the decision-making process. Inviting a representative from the concerned Bureau to allow presentation of its submission and its context, as well as direct (inter-active) clarifications on the spot, could also contribute to efficient decision-making process.

The IGO noted that a working group has been established in June 2015 with the task of reviewing/revising the RAF. Consequently, it is anticipated that a strategic review of Budget Committee's Terms of Reference would also be accomplished within this review.

8. At this opportunity, the IGO recommends that:

**The Working Group for the RAF Review** should consider integrating and enhancing the operational content review aspect in the central corporate resource allocation procedure that could also lead to simplified bureaucratic process and reduced paper-documentation requirements. The review should be completed expeditiously, in close consultation with the members of the SMC, *by the end of April 2016.*

\* \* \*

HQs is seen to have become increasingly process-heavy, not only in the area of resource allocation, but also in terms of numerous new policies that are issued by various standard-setting entities, making follow-up on proper implementation at the field level and compliance monitoring under the oversight responsibilities of the Bureau extremely challenging, particularly for the Desks. According to testimonies from Desk staff, the number of global/corporate policies and other directives relevant to the Desks' engagement have augmented tremendously for the past 10 years.[15]

Such global policy formulations often take place, by default, without involvement of the Desks, mainly because corporate policy formulation calls for participation of Policy Officer, or Legal Advisor, of the respective Bureau under normal circumstances, rather than regular attendance of the Desks. As Desks are not directly involved during the policy formulation stage, or specifically alerted on the contents of the new policy or their roles, the Desks' global policy monitoring, advisory and oversight responsibilities to the operations are left up to the spontaneous initiative of individual incumbents, rather than being systematically followed up at the institutional level.

Furthermore, UNHCR currently does not have a single central entity to comprehensively oversee global policy gaps[16], that can monitor and advise, for instance, in which areas the Office needs a corporate policy, or, which existing policies are redundant, no longer relevant, or require update, and maintain global picture on the state of compliance, or review the impacts in a holistic manner.

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9. (1) In the absence of a centrally designated umbrella entity within UNHCR, **ODMS** should lead an internal discussion *in the course of 2016* with entities that are involved in policy formulation and oversight, such as Senior Policy Officers and Desks of respective Bureaux, Divisions, PDES, ERM, IGO, OIOS and ICAC, to explore a need and feasibility of reinstating a holistic organisational body (or restructuring the existing organisational units with revised TORs) that can centrally oversee global policy formulation and systematic oversight aspect with global accountability.

*A decision as a result of such internal discussion should be reached before the end of 2016.*

(2) In case such a central entity was deemed appropriate and actually established, **it** should undertake, besides activities mentioned in the preceding paragraph, an inventory of the existing policies so as to verify their relevance and criticality in a comprehensive manner, as well as to provide a concise mapping as to who are to be responsible for follow-up actions and oversight, to guide various entities, including the Desks, to ensure timely implementation and due compliance. A plan for consolidation between overlapping and/or contradicting component of policies should be proposed with a view to reduce and codify the number of active policies.

*Action to be taken within six months from the establishment of the designated central entity.*

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[15] *See **Annex XVII** – Transition: Number of Policies Issued in the past 10 years (Table A and B) Depending on diligence and commitment of each individual Desk staff, the policies required for Desk's attention and actions might be increased approximately 30-35% between the first 5 years and the second 5 years of the past decade.*

[16] *For e.g., OIOS pointed out that new policy on procurement by partners (Nov 2014) required both DESS and the Bureaux, including their Senior Resource Managers and the Desks, to provide necessary support, advice and oversight to the country operations, and the Controller was to monitor the compliance with the policy, while no procedures were defined to clarify how oversight would be carried out and coordinated between different organisational departments, and how gaps would be identified to assess capacity building and policy review needs. (Paras 21. – 26., OIOS Report 2015/044 of 26 May 2015)*

**Issue V: Proactive support measures to empower the Desks through "soft" element approach**

Divisions and other entities at HQs appeared to hold greater potential to empower the Desks and augment their performances in the future - in a sense that they are still relatively less familiar with the nature of the Desks, as compared to the operations in the field and the Regional Bureaux.

The institutional updating of core and non-core Desk functions, and documented delineation of responsibilities vis-à-vis others, as recommended above, should help de-mystify identities of the contemporary Desks for global stakeholders. In addition to these functional clarifications, there is also a need to understand and acknowledge Desks' *modus operandi,* as well as their institutional limitations, in order to collaborate effectively with them and optimise their performance.

HQs Desks are often composed of a skeletal staffing today and their work schedule is centered on relatively unpredictable daily requirements of the field operations, apart from regular seasonal surge in their workloads. As such, when they are additionally required to engage in multiple *ad hoc* commitments simultaneously in an uncoordinated manner and/or in a short notice, they face challenges in coping with them, especially if such *ad hoc* engagements coincide with a need to attend to a field operation urgently.

The IGO has noted that there are increasing instances where various functional section/units of Divisions require engagement of the Desks in a crowded schedule, while the Desks face a predicament of attending to Field's needs first at a cost to the long-term benefits of keeping up with relevant new initiatives, policies and collaborative networking, as was also clearly reflected in the survey results.

In this regard, respective Divisions might consider a possibility to have an internal mechanism to ensure that schedule of their numerous initiatives are internally coordinated and will not collide with each other. For instance, Divisions might task the Executive Assistant of the Director's Office as a central focal point to keep track of ongoing preparation of projects and initiatives, streamline and schedule launching of different initiatives in a strategic sequence and sufficient spacing, taking also into account the seasonal workload of the Desks and Operations. Such internal mechanisms of each Divisions might also coordinate with each other, as far as feasible, in order to avoid colliding schedule between Divisions.

* * *

The Desks value greatly Divisions' proactive efforts to involve them in various initiatives and operational project formulation processes, as long as the scheduling is well-coordinated and advance planning is possible. Divisions are also praised for briefing the Desks ahead of their roll-out to the Field operations, which permit Desks to stay ready to provide pertinent advices, guidance, and feedbacks to their operations.

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10. In order to maximize the Desks' proactive outputs in collaborative activities, their in-depth understanding, quality of analysis and advices, as well as comprehensive engagement in follow-up within their stringent time constraints[17]:

(1) **Divisions** should continue their valid effort to keep the Desks informed of planned initiatives ahead of their roll-out to the Field, enabling the Desks to provide feedbacks during the planning phases and to cater to the needs of operations in a timely manner.

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[17] *In order to measure the compliance with the recommendations under No. 10 (which are more open-ended in nature without a specific deadline for completion of actions), as well as to examine the impacts as a consequence to their implementation, the IGO will conduct periodical assessment (according to the regular compliance monitoring reporting schedule) with the concerned staff during the first year after the issuance of the report.*

(2) **Divisions** that launch new initiatives, policies and projects should <u>continue their effort to provide the Desks and other concerned parties with advance briefings in a format as digestible as possible</u>. For instance, clearly highlighting the key points, or listing major changes from previous frameworks, practices, policies, and how to intervene in practice etc.

(3) **The Desks** should, as far as feasible, <u>make effort to adjust their priorities and attend in the critical briefings and launch of new initiatives, projects and policies that are of direct interest to the operations under their responsibilities</u>.

*Actions to be implemented immediately for 18 months till the mid-2017*

* * *

Interactions between the Desks and the Programme Budget Section (PBS) are particularly intensive and significant. At the same time, it was noted that there are certain perceptions that the current level of mutual understanding between the Desks and PBS can be improved further.

11. In view of the significance of interactions between PBS and the Desks:

**PBS**, in consultation with all the Bureaux, should <u>organize a half-day brainstorm session with the Desks, in order to form common understanding on the respective distinctive roles between the two</u>, especially concerning, but not limited to, Budget Committee procedural matters.[18] A possibility to conduct joint missions to the field operations could also be considered.

*For an immediate action and no later than three months from the issuance of the IGO report.*

* * *

It has been globally testified that high quality Desk performance is realized by virtue of strong incumbents. More accurate and targeted Desk candidate selection procedures might be reinforced by a better definition of Desk functional requirements and updated Job Descriptions as recommended above, and/or, by rigorous candidate screening methods, for example, making use of a standard certification programme[19] in which candidates can prepare themselves in advance for a range of professional functions that are covered by a Desk, similar to the existing programme for Representatives.

In addition to implementation of more rigorous candidate selection procedures, UNHCR could also further empower Desk incumbents through more systematic training and periodic provision of learning opportunities (including dedicated time to attend), as recommended below.

12 (1) **Global Learning Center (GLC)** should <u>consult with well-established Desk staff in order to assess the needs</u>, based on their practical experiences, and <u>consolidate a standardized format for a key set of generic induction briefings that are to be provided by various entities at HQs</u> *within six months from the issuance of the current report*. In order to maintain Bureaux-wide coherence and minimize the burden placed on the part of briefers, such comprehensive induction opportunities might be provided collectively for newly arrived Desk staff *twice a year (for example, January and July).*

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[18] *Although implementation of recommendation No. 8 could eventually result in the change in the current TORs and functioning of the Budget Committee, its finalisation and implementation might take time. Recommendation No. 11 intends to provide an interim measure to enhance the collaboration between the Desks and PBS under the existing norm for an instant effect.*

[19] *Brainstorming on possibility to develop such certification programme has started with GLC as of November 2015. At the time of submission of the current report to the High Commissioner (Mid-March 2016), a blue print proposal has been received from GLC, and exploration of feasibility is scheduled during the 3rd week of March. A proposed prototype of programme contents will be included in the Annex of the final Desk Review report.*

(2) While the comprehensive set of generic induction briefing is collectively and periodically organized as per the recommendation above, **the training focal point of each Regional Bureaux and a new Desk incumbent**, in interim, should systematically conduct a rapid profile and individual gap assessment of the latter upon his/her appointment, examining which specific skills set and knowledge-experience merit reinforcement, thereby directing the concerned staff to specific existing training module(s), or, dedicated briefing(s), providing an opportunity for focused induction period *during the first month*.

(3) In order to ensure consistent application of the above initial gap assessment across the Bureaux, **GLC** should, in consultation with established Desk staff and other stakeholders such as Divisions, develop a simple checklist for the rapid profile and individual gap assessment as mentioned above, matched by a corresponding menu for the existing training modules *within three months from the issuance of the current report*.

(4) The **Regional Bureaux** and **new Desk incumbents** should systematically conduct another rapid assessment of remaining knowledge/experience/capacity gap in the form of a customer satisfaction survey *one year after the arrival*, in order to identify specifically weak functional areas for additional training, coaching and peer support. Such training needs must be recorded in the ePAD of the concerned staff, and periodically followed up for diligent implementation monitoring.

*Actions to be taken, as required, for the 18 month implementation period till the mid-2017.*

\* \* \*

The result of the current Review[20] clearly indicated that one of the most critical functions of the Desks is related to the Annual Programme Review, for which the Desk staff play pivotal roles in support of the operations in the field as well as vis-à-vis interlocutors at HQs. At the same time, it has been also highlighted by a number of Desk incumbents and their clients that gaining professional competence as a Desk staff takes considerably long time.[21]

In view of this, a rotation for a Desk position should be avoided, as far as possible, during the period of the Annual Programme Review in order to avoid disruption to the continuing service by the concerned Desk, which could have detrimental effect on the operations. Operationally, the ideal period for the arrival of a new Desk incumbent would be after the Annual Programme Review (July ~ September) and it is advisable that respective Regional Bureaux and DHRM consider scheduling of the arrival of new Desk incumbents the latest by early February, even though such arrangement cannot be, in reality, rigidly enforced for various reasons of constraints and limits of control.

\* \* \*

It has been noted that resources available to the Bureaux are increasingly limited and various cost-cutting measures and alternative ways of maximizing the Desk performances have been pursued in recent years. In this retrenchment trend, Senior Programme/Desk Associates appear to be the most affected with their reduced opportunities for missions to the field operations. Considering tremendous values an informed and experienced Senior Programme/Desk Associate can bring in the interest of operations and for the Bureaux, however, it is still desirable that they be capacitated through regular learning opportunities and first-hand exposures to operations they cover.

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[20] *Global Survey Question No. 45 ("Important Desk functions assessment" as rated by HQs entities – excluding the Desks and Bureaux respondents) as well as follow-up cross-reference consultations with stake holders on the emerging trends of the Global Survey.*
[21] *Upto 3 months to one year (or more), unless a new Desk incumbent has already had prior experiences in serving another Desk(s) or, is familiar with the work of a Desk through other closely related professional experience at RMU, PBS, PASS etc. previously.*

Regional Bureaux, in this regard, are suggested to proactively consider allocating necessary resources to permit each Programme (Desk) Associates conduct at least one familiarization mission[22] to the key operations in the field under their responsibilities, so that they are sensitised with relevant field realities, including operational context, constraints on the ground, working relationship between UNHCR and partners on the first hand basis, as well as develop a team work and better appreciation towards the implication of their work.

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[22] *Needless to mention, such familiarization missions need **not** be on annual basis, but based on operational requirements and prioritisation in consultation with the concerned operations. Such might be combined with other relevant purposes, in conjunction with a comprehensive needs assessment occasion, or other support visit, such as programme management training of staff and partners, for example.*

## Selected Annex

*Due to sheer volume of documents contained in the entirety of Annex, only several selected reference materials are currently included in the print-out format and the electronic version of the report. Some materials intended to be included in the final complete record of the Review are still under joint discussion (for example, the Desk Officer training certificate programme). Furthermore, finalization of some other documents, such as the list of contributors to the Review, are pending release of the report, based on which anonymity of certain participants will be decided.*

I. **Original Memo of the Inspector General** ✓

II. **Summary of the past 6 Reviews (1993 – 2006)** ✓

III. **Recurrent issues Matrix** ✓

IV. Organigrams of the respective Regional Bureau

V. Global Survey (Survey Structure Map and 100 Questions)

VI. **Global Survey - Emerging Trends** ✓

VII. **Inspector General's Intranet Interview** ✓

VIII. Global Survey Report

IX. Global Survey Report Annex (Graphs & Tables)

X. Global Survey Analysis (Power Point)

XI. **List of Desk Functions (Positive overlap/shared responsibilities vs Negative overlap)** ✓

XII. **List of Desk Functions (Important, Well-performed, Neglected, Redundant, Variations)** ✓

XIII. **Comparative Review of the Budget and Expenditure Transitions (Period 2005-2014)** ✓

XIV. Key Findings and Critical Issues

XV. Added-values between Desks and RMUs

XVI. Added-Values of Senior Desk Associates

XVII. **Transition – Number of Policies issued in the past 10 years (Period 2006-2015)** ✓

XVIII. Measures to support the incumbents – Sample "Quick Assessment Sheet for a new incumbent"

XIX. Good Practices (Details – and sample formulas)

XX. **Standardization of Desk Nomenclature (Sample)** ✓

XXI. Sample list of Core Functions and Non-Core Functions (with variation and bench marks)

XXII. Notes of the high level consultations with Division Directors and Deputies (Internal to IGO)

XXIII. Notes of the high level consultations with Directors and Deputies (Internal to IGO)

XXIV. Notes of the Director's Comments Session (Internal to IGO)

XXV. Acknowledgement: List of contributors/participants

[*] *Those Annexes marked with* ✓ *are included in the current print-out format. The remaining Annexes will be available upon request.*

# I. Original Memo of the Inspector General

**UNHCR**
**United Nations High Commissioner for Refugees**
Haut Commissariat des Nations Unies pour les réfugiés

**Memorandum**

UNHCR
Case postale 2500
CH-1211 Genève 2

To/A: **All Regional Bureaux Directors**

From/De: **Mengesha Kebede, Inspector General**

File Code/Dossier: IGO/15/054

Subject/Objet: **2015 Review of Regional Bureaux Desk Functions**

Date: 22 April 2015

1.      As part of its 2015 inspection plan (endorsed by the High Commissioner), the IGO will carry out a review of the Regional Bureaux desk functions. This exercise is part of the IGO's periodical functional reviews of Headquarters entities, and has been the subject of extensive consultations with the Organizational Development and Management Service (ODMS).

2.      Attached you will find the Terms of Reference (TOR) and a proposed methodology for this review, which is in line with an *ad hoc* inspection methodology.

**Background**

3.      Between 1993 and 2006, there have been six reviews, either of the Desk specific functions, or as part of the overall headquarters structural review. The last study on the Desk functions was conducted eight years ago.  Since then, there have been substantive changes, both in the field and at Headquarters, in the way the organization operates.  These changes include but are not limited to:

- Simultaneous large-scale emergencies that have increased the organization's financial and human resources to historic high levels;
- Significant structural transformations allowing for decentralization of many Headquarters functions to the field, especially through increased scope and responsibilities for Regional Offices and delegation of authorities to Country and Regional Representatives;
- Out-posting of some Headquarters functions to locations, including Amman, Bangkok, Brussels, Budapest, Copenhagen, Kuala Lumpur and Panama;
- Establishment of Regional Refugee Coordinator positions to enhance situational approaches;
- Roll out of on-line management tools, such as MSRP, Focus and operational web portals to enhance planning, budgeting, monitoring and reporting; and
- Introduction of frameworks and tools to strengthen, *inter alia*, accountability and cost-performance, such as the Resource Allocation Framework (RAF), Global Management Accountability Framework (GMAF), International Public Sector Accounting Standards (IPSAS), Global Fleet Management (GFM) and Enterprise Risk Management (ERM).

**Outcome**

4.      With the above in mind, the IGO review will highlight the current challenges, relevance and added-value of the Desk function, as well as identify any gaps and outstanding needs, in relation to the role of the Desk in a constantly evolving operational environment. To limit the scope of this review to a manageable magnitude, the main focus of the study will be Desks' engagement in relation to core processes of the operations management cycle while, at the same time, re-examining some of the critical issues repeatedly

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cc: DHC, AHC (Operation), AHC (Protection).  MM/MS. Aylara, Baba-Poncelet, Batchelor, Corliss, Endres, Farkas, Greene, Kebede, Malik, Mateu, Matsuura-Mueller, Morel, Chron.

raised in recommendations set out in past studies, in relation to the Desk roles and responsibilities. Finally, the exercise will identify good practices and draw a set of conclusions for updated functions and configuration(s) for a Desk entity to optimally serve and support UNHCR's operations.

**Process**

5.        The Desk review will be conducted through a wide consultative process across various entities and stakeholders within UNHCR, and will take into account risks identified through the Enterprise Risk Management (ERM) exercises.  It will also examine the value-added of the Desk function, taking into account the fast evolving nature of UNHCR operational and managerial requirements.

6.        All Regional Bureaux are requested to designate a focal point for this review.  As is the case in standard inspections, the focal point will be the main interlocutor with whom the IGO team will liaise and coordinate throughout the review process, including agreeing on tentative dates of, and participants in, Bureau-specific or thematic consultations. The focal point will also propose stakeholders to be consulted in the operations covered by the Desks concerned and will assist in the establishment of a list of priority issues for additional consideration.

7.        Kindly submit, by **28 April 2015**, the name of your designated focal point and any related queries to hqinsque@unhcr.org.

8.        I thank you for your active participation and valuable feedback during the forthcoming exercise.

## List of "Recent" Historical Review related to Desk Functions:

| | Year | Title | Pages | Conducted by | Recommendations |
|---|---|---|---|---|---|
| No. 1 | 1993 | Report of the Working Group on Programme Management & Operational Capacity (IOM/53/93-FOM/51/93) | 48 | "22-member" Multi-functional Internal Working Group (HQ & Field) + an external consultant | 7x key observations & broad thematic recommendations |
| No. 2 | 1994 | Report of the Working Group on the Role & Responsibilities of the Desk | 114 | "13-member" Multi-functional Internal Working Group | 20x (each with several sub-items) |
| No. 3 | 1999 | Review of the Desk (Structure & Roles) – Some Observations in the Context of Restructuring | 29 | IGO | 7x |
| No. 4 | 2004 | Review of Management & Administration in the Office Of the United Nations High Commissioner for Refugees | 22 | Joint Inspection Unit | 15x (of which only 3 of them[23] might be indirectly related to "Desk" review) |
| No. 5-a[24] | 2005 | Comparative Review of the Desk Function (Audit Report in powerpoint) | 56 | OIOS | 7x |
| No. 6[25] | 2006 | Optimizing Service to the Field – A Review of the Role of the Desk in UNHCR | 61 | EPAU | 12x (in summary, p. 32~35) |

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[23] *Recommendations No. 2 (Rationalisation & Streamline of structure, based on uniform organizational nomenclature), No. 12 (Para 42. Better use of management tool & office staffing parameters to correlate refugee caseloads with structure & staffing), and No. 14 (Linkage between COP Programme goals vis UNDAF/CCF exercise on the ground)*

[24] *In 2005, there were an external study on Senior Management (HQ) Structure by Mannet. (No. 5-b 2005 UNHCR's Senior Management Structure - Final Report of the Independent Study – MANNET)*

[25] *Desk Review No. 5-a and No. 6 are conducted as complementary reviews in parallel, both deriving from the decision of UNHCR Oversight Committee in December 2003. No. 5 had focused on Desks' main functions through assessment of the relationship of the Desk with the Field in terms of structure, resources and workflow processes, and whether adequate guidance, procedures are in place, while No. 6 focused on Desks' performance (towards their HQs clients? – It was not so clear)*

# Analysis of Recurrent Findings & Recommendations from the past Desk Studies – Relevance Today

| Recurrent findings – In the Past - | Recurrent Recommendations – In the Past - | Validity of the recommendation in Today's UNHCR context | Action Points for Ad Hoc Inspection |
|---|---|---|---|
| 1. **Unclear roles & responsibilities** resulting *from* (or, resulting *in*) duplication of functions or partial usurpation by other staff. | **Core functions need to be established for the Desk** while it is understandable that some variations will always exist across regions. | Protracted non-action on those recommendations pose UNHCR **a great managerial & operational & accountability risks** in terms of productivities, efficiencies as well as gap in deliverables expected/required. | **A.** Review organigrams & reporting line/mechanisms.<br><br>**B.** Review historical JDs/TORs<br><br>**C.** Review the TORs of the Desk Officer/Associates in Desks under the case study; Compare them against the e-PAD objectives to see how precise/relevant they are. |
| 2. **Unclear control & support roles** of the Desk in relation to the authority in the Field. | **Differentiate what the TORs of "Emergency Desks"** (set up to respond to large scale emergencies) **and "Regular/Standard" Desks** dealing with protracted situations are. | Today, there is a flurry of regional oversight/support structures ranging from Regional Offices to "Situational" Desks in order to deal with large scale emergencies, or otherwise bring decision-making closer to the point of delivery. As the global operational context is quite different from the one that existed when the last desk review was conducted, it also begs questions whether: (1) it is possible to **absorb some of the standard Desks into these other entities** rather than allow them to continue to exist side by side, or (2) it is better to **maintain those Desks that have substantively transformed their functions as something different under separate nomenclature**, so as to differentiate them from standard Desks. | **D.** Ask: "Is a traditional concept of positioning the Desk as the main interlocutor/custodian at HQs for the field operations still valid?"<br><br>**E.** Ask: "Do you need Desks?" and if yes, "for what key functions do you need them?" in the current context that a number of thematic caretakers among the support divisions are becoming more active in extending support and playing an oversight role, as well as gathering info, acting as central depository of data etc. Are each performing a clear set of roles in the eyes of every stake holders? |
| 3. **No standard structure / definition for variety of Desks**: UNHCR Manual Chapter 2 does not detail the structure of a "generic" Desk - neither for Desk covering standard/stable situation, or supporting emergencies. | **Update Chapter 2** of the UNHCR manual to reflect these amendments. | | |
| 4. **Duplicating roles of Head of Desk and Senior Desk Officer** | Job descriptions of Senior Desk Officers and Heads of Desk need to be reviewed and **more precise and tailored Job descriptions of Senior Desk Officers and Heads of Desk** need to be established, with SMART performance objectives and related indicators. | Since the abolition of the Head of the Desk positions as a result of the past reviews, some Bureaux had brought back similar functions above the Desks, titled as **Operation Managers**. Just as was the case between previous Heads of Desk vs Senior Desk Officers, **their JD needs to be reviewed for clarification as to what make** | **F.** Upon examining the added-value/rationale for Operation Manager position (as different from former Head of Desk), develop benchmarks under which circumstances such positions are created and delineation between them vis-a-vis the Desks. |

| Recurrent findings<br>– In the Past - | Recurrent Recommendations<br>– In the Past - | Validity of the recommendation in Today's UNHCR context | Action Points for Ad Hoc Inspection |
|---|---|---|---|
| | | **Operation Managers different from former Head of Desk function and their rationale with added-values**. | |
| 5. **Coverage of Protection issues by the Desk**: It is not clear to what extent the Desks cover and oversees Protection issues in the region under their purview. | **Clarify the role of the Senior Legal Officers**/their position inside the Bureaux and their relationship with the Desks. | Today, it appears that majority of the currently existing Desks do not directly cover the protection issues of operations under their purview, as there are Senior Legal Advisors within the Bureau, as well as regional protection officers in Regional Offices. **On the other hand, it might be pertinent to study the division of responsibilities between the Desks and the Senior Resource Managers (that are developed since the previous Desk Reviews)**. | **G.** Review the structure & reporting lines of all Regional Bureaux for the existence of the (Senior) Legal Advisor, and/or Regional Protection Officers.<br><br>**H.** Examine the clarity of division of responsibilities between them vs the Desks vs DIP (what issues are being covered by SLA, Desks, DIPs related to the protection matters of AORs). Examine the same between the Desks vs RMU/SRMs. |
| 6. **Added-Value of the Desk Feedback**: Desks do not always provide much needed substantive feedback to the operations on their plans or the direction of their operations. In fact, the Desks' feedbacks on the regular reports that the field provides was perceived to be limited. | **Desk responsibilities should focus more on providing strategic planning, direction and program review**. Reduce activities that land on a Desk just because no one else wants to do them and that have no real added-value. <span style="color:red">(Who's going to determine the value of each activity that arises?)</span><br><br>Measurable performance objectives need to be introduced. What positive impacts are the Desks expected to bring about? | Since DRRM now assumes a more direct approach to fundraising than in the past, given the colossal increase of UNHCR's budget and the simultaneous large scale emergencies, the **division of responsibility on advocacy and fundraising with the Desks needs to be clarified**.<br><br>Similarly, technical support being provided by DPSM and DIP are increasingly becoming highly specialized, often reducing interventions of the Desk between them and the operations limited to symbolic involvement, rather than substantive inputs and meaningful coordination. **What roles should Desks play?** | **I.** Examine what roles & responsibilities that were previously performed by the Desks might have been lost by falling into a crack between the current Desks, Regional Offices that took over some of Desk functions, and other support entities at HQs. Upon identification of those, propose where these could be restored for follow-up and execution.<br><br>**J.** Recommend different nomenclature, rather than group all existing Bureau entities with differing functions under one title as "Desk" (e.g., Desk, Liaison Unit, Support Unit, Coordination Desk etc) with proposed definitions & key bench marks. |

| Recurrent findings – In the Past - | Recurrent Recommendations – In the Past - | Validity of the recommendation in Today's UNHCR context | Action Points for Ad Hoc Inspection |
|---|---|---|---|
| 7. **Competency**[26]: Desk officers do not always have the necessary skills and knowledge to effectively deal with their responsibilities. A lot of the "burden" of teaching first time Desk officers falls on the Program Assistants. | Organize specific training for "first time" Desk Officers. Recruitment of Desk Officers should be done based on a more rigorous selection scheme to ensure that staff members with the best profile and skills occupy these posts. | Depending on the established definitions, roles/responsibilities of the Desks, Desk personnel are required to have experiences and relevant competencies in different functional areas. Simultaneous proliferation of emergencies and several "complex" situations might not allow step by step familiarization & training opportunities for newly appointed Desk staff. In this regard, selection/appointment of the readily operational staff might be necessary more acutely than before. It might be useful to examine what concrete measures DHRM/Bureau might have taken over the recent years to accommodate such an exigencies. (Mandatory overlapping period between outgoing & incoming incumbents? Stricter selection criteria for specific expertise or certain preference to particular candidates – for e.g., who has already served in HQs previously? Additional engagement of TAs to augment Desk capacities?). **OR**, Are there nothing being done for the temporary reduction of the Desk outputs at the initial period after the handover-takeover? If so, how long is the approximate duration for the new staff to adjust to the Desk functions? Who is monitoring the level & quality of outputs? | **K. Stock-taking exercise:** Review the relevant documents pertaining to the Desk candidate selection procedure with the profiles of the candidates that had applied and the person that had been selected. Examine whether certain desk functions are not properly discharged because of the shortcomings on the "hard" components (such as JD/TOR, necessary resources to perform the job, structural impediments) **OR** because of the shortcoming on the "soft" components (individual capacity, experiences, team chemistry, procedural negligence etc) Ask Desk Officers and Desk Associates on their capacity gaps and training needs. Cross-check vis GLC re. availability of the trainings, and implication for the non-availability of the training in terms of risk/negative impacts. Inquire with Bureaux what they are doing already in terms of systematic induction, hand-over between outgoing & incoming staff, training, briefing, mentoring etc. Compile "Best Practice" for a possibility for across the board replication. |

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[26] *The issue of incumbent selection process, criteria, competency, training, and evaluation issues might be outside of the scope of the current study. Appropriateness of including this concern is to be discussed*

## IV.   Organigrams of Regional Bureaux – as of Feb 2016

Latest version to be received from respective Bureau and included as the record

* * * * *

## V.   Global Survey (Survey Structure Map + 100 Questions)

Not included due to its large volume

## VI.    Global Survey emerging trends

1. **Very high level of appreciation** of the Desks and its overall functions by clients/stakeholders.
   **Desk's strength today:** Quick short-term interventions (action, information)
   **Weakness:** Proactive engagement in collaborative effort; comprehensive qualitative analysis;
   support that require time and commitment

   ➢ Majority of the Desks appear to be performing well, while 10-15% might be under-performing
   (assessed from various sections of the survey as a whole, including assessment of Desk variants, % levels of
   satisfaction vs dissatisfaction expressed by Clients and Desk self-assessment )
   ➢ **Key to high-performance:** Incumbent competency; good teamwork and team composition; good
   communication with interlocutors
   ➢ **Factors for low-performance**: Level of support from Management; learning opportunities;
   delineation of responsibilities; internal information flow; bureau structure; workload; insufficient
   opportunities/resources for missions to the field; incumbent capacity.

2. **Today's Desks are relatively RBM-conscious**, conducting performance-impact analysis on
   Weekly – Monthly basis (average – assessed by Desks and the Operations they cover).
   However, relatively, Desks are still heavily inclined to resource-driven activities.

   ➢    FOCUS was listed as No. 1 source of data by more than 90% of Desk respondents.

3. Globally, **75% of respondents are uncertain** as to which Desk functions might have been
   moved to **Regional Offices** where regionalization was implemented.

   ➢ Among respondents, HQs interlocutors (such as Divisions) were the least clear about official
   delineation between the Desks and ROs. Bureau respondent group was among the most clear.
   ➢ Despite unawareness in majority, **good proportion of Desk staff and staff in Field operations
   have made their own practical arrangement** and understanding for smooth coordination, whereas
   Bureau and Divisions seem to experience certain coordination problems and confusion.
   ➢ **Added-value of HQ-based Desks:** (1) Physical proximity to the center of decision-making and
   resource allocation; (2) Centrality∗; (3) Multi-faceted nature; (4) Neutrality
   ➢ **Added value of ROs:** (1) Physical proximity to the point of delivery

4. **Functional Overlap between Desks and others** – 45% says "exist" - 32% says "it doesn't"

   ➢ Among **"yes exist"** – 42.5% consider it positive to share responsibilities, while 25% consider it
   negative.
   ➢ Among **"no, overlap doesn't exist"** – 37% says "both sides should do more," 27% says "both sides
   are doing what they are expected to do, while 23% says "Desk can do more"
   ➢ Among **"yes it exist, and it is positive,"** functions that are under **External relations and
   Policy/Strategy categories are unanimously appreciated** (with almost no critical comments
   related to shared responsibilities in those areas); Legal/Protection and Op/Field categories are also positive
   ➢ Among **"yes it exist and it is negative,"** functions that are under **Programme/Budget, and
   Financial/Human Resources related activities received highest concentration of concerns**
   (Those areas also received positive remarks. The views are highly mixed in these categories.)

5. **Bureau-Desk structure** was one of the factors leading to low-performance of Desks.
   As to its **best possible configuration**, the views of the respondents are mixed and divided.

   ➢ Globally, **the most popular configuration option was "Minimum standard with certain
   variations"** (37%), followed by **"Variations with clear definitions for each model"** (27%).
   ➢ Broken down into the 4 respondent groups, Bureau respondents differed from this preference order
   (2nd favorite = **"Total flexibility as Bureau deem fit"** - 26%)
   ➢ Broken down into Geographical areas, Asia Bureau was the strongest advocate of "Total flexibility
   option," followed by Africa Bureau
   ➢ Broken down into Geographical areas, however, operations in the Asia region tend to prefer
   "Minimum standard" option, following the Global trend and the other regions.

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∗ *Broader perspective through cross-fertilisation and harmonization across Desks/Bureaux, as well as vis-à-vis all Divisions, External Interlocutors etc*

# HQs Desk Review in Progress

## 360 Degree Assessment Survey launched online



**Geneva, 28 July** –

The Inspector General's Office is currently conducting a review of the functions of HQs-based Desks.

In this connection, the IGO has recently issued a survey involving more than 700 colleagues in Field and at the HQs. In this interview, the Inspector General, Mengesha Kebede, elaborates on this exercise.

### What is this "Desk Review" and why are you doing it now?

In the past, there have been 6 similar reviews of the Desk function in UNHCR. They were carried out by various entities such as internal task forces, IGO, OIOS, and a consultancy firm. The latest review was conducted by PDES in 2004-2006. Since then, UNHCR's operational environment has changed dramatically.  Not only have large-scale complex emergencies multiplied and pushed financial and staffing requirements to unprecedented levels, but UNHCR has also undergone structural changes and adopted new tools. These include the regionalization process, the establishment of resource management units within the Bureaus and the introduction of new tools and frameworks, such as Focus, MSRP and results-based management to name just a few. Donor expectations have also evolved and they demand greater accountability and value for money.

I believe that a stock-taking exercise at this juncture is quite timely and pertinent. Since the issue is closely linked to the ongoing regionalization process and organizational management, we have consulted with ODMS and obtained its support in an advisory capacity. The idea is not to look for faults with the current state of affairs, but to further improve the support and services being provided by a key function at Headquarters (the Desk) to field operations and other stake holders. As an organization, we are already doing well to cope with the level of challenges. That said, we can always do better. The Review will examine the challenges, relevance and added-value of the Desks in this much transformed operational environment.

### That sounds reassuring! Some colleagues might be nervous to be inspected by the IGO, with an apprehension that something they are doing is proven wrong!

I am perfectly aware that there is certain a perception in UNHCR that whenever the IGO is mobilized, something must be wrong. This review is not a standard inspection, much less an investigation! The review exercise will identify good practices – something we always try to do when conducting inspections. We will determine what is working well and not so well, and identify recurrent concerns, existing gaps, duplication and overlap with other functions in the Bureau. This will allow the IGO to come up with practical recommendations to ensure that the HQs-based Desks are optimally equipped to serve and support Operations.

### With the release of 360 degree assessment survey last week, where do we stand in the course of this Review?

The ongoing survey is designed to be an integral phase of the Review, which we want to keep as inclusive and consultative as possible. Prior to that, we did preliminary research and identified recurrent issues and still relevant recommendations from past studies. Through the survey, we are soliciting the views of concerned colleagues, including the staff working in Desks and their "clients" in the field and at HQs. Based on an analysis of the survey results, we will hold thematic group discussions with relevant colleagues in the Bureaus and Divisions.

### Is it correct to understand that this is the first time such a large-scale multilateral survey is being conducted on operational issues?

I could be wrong, but as far as I know, it might be the largest exercise -- depending on the actual response rate, of course, which remains to be seen!  Originally, we sent it to more than 680 staff members proposed by Bureaus and Divisions, but as soon as it was released, we received additional requests to include more participants. So, in total, 740 colleagues have so far received the online link to the survey. That said, what is important here is not the total number of participants who received the survey link, but the actual number and quality of the responses we receive. No survey can be considered a success unless there are good feedbacks! I therefore appeal to all colleagues who received the link to the survey to candidly share their experience and insights by completing the survey - even during a period of summer holidays. The survey is anonymous, most parts are easy multiple choice questions, while there are ample spaces to express one's direct concerns in free text format as well.

### Speaking of the response rate of the Survey, how are you doing so far?

I don't think we are doing bad all, though it has been only one week after the launch of the survey.  We can tell that more than 30% of participants already started working on the survey, with many of them having completed it.  We can see that participants are providing substantive feedback, including relevant and interesting written text.  I am also encouraged by the fact that approximately 40% of those who already completed the survey have volunteered to participate in the next steps of this exercise (e.g. in the thematic group discussions). This is proof, in my opinion that many colleagues are committed to UNHCR as an organization and want to contribute to improving the work of the Desk. So, we will see.

### Overall, what do you envisage as an impact of this "Desk Review" exercise?

At the end of the day, I envisage the review to be a critical snap shot of where we stand and hope that it will conclude with a set of very practical recommendations that will be taken seriously by senior management, implemented and followed through.  Implementation will contribute to an optimal performance of the Desks and consequently to improved operational performance at field level and better services for persons of concern.

### Thank you very much, Sir, for your time and sharing of your Office's work-in-progress. Good luck!

Thank you! I should mention that, besides the Bureaux, divisions such as DER and DIP have been very supportive of this exercise, including the survey.  The cooperation we have seen by the various entities at HQs has revived my optimism for UNHCR as a learning organization.



**<Information>**

The 360 degree assessment Survey under the 2015 IGO Desk Review contains sections on:

- Desk Self-Assessment;
- Bureau Assessment of their Desks;
- RO/CO Assessment of their Desk;
- SWOT analysis by Divisions and other stake holders at HQs;
- Thematic topics for overlap functions of the Desks and others; Impacts of new tools, Transition in Desk functions; Good practices; and Induction for newly arrived colleagues.

**For those staff who have been identified as participants, but have yet to respond, kindly complete the survey <u>by 16 August online</u>** (Remember to press **"done"** at the last page of the survey to submit the results)**.**

| * Additionally suggested as Desk functions - streamlined channel of communication for "Review of individual cases" — **Traditional Desk Functions** | **Actual Tasks:** — Overlaps (shared esponsibilities) between the Desks & the others - that were mentioned as "Positive"  •  Lead responsibility ... ⊙, Coordination responsibility ... O, Technical/expert inputs ... ⌘  •  Advisory support/Contribution of feedbacks ... ★, Back-up support to the lead responsibility ... B     p. 55 | Desk | SRM/RMU | DFAM | DHRM | D.Dir/OpMngr | SLA/DIP | DPSM | DER | DESS | RO/CO |
|---|---|---|---|---|---|---|---|---|---|---|---|
| **Genenal/Policy - Strategy** | | | | | | | | | | | |
| 1 Collection, analysis, dissemination, clearance of operational information/data | • Collect country/region-specific information and data | | | | | | | | | | |
| | • Monitor implementation of policies **(policy compliance)**, strategies, objectives and plans | | | | | | | | | | |
| | • Analyse, disseminate and clear information and data, concerning areas of responsibilities | | | | | | | | | | |
| | • Communicate relevant policies, decisions, and updates | | | | | | | | | | |
| 2 Analysis of strategies, plans and priorities | • Analyse/prioritise strategies, plans, needs of the Field/Region (including financial, material and human resources plans/requirements) | 4 | | | | X | | X | | | |
| 3 Contribution towards policy formulation & strategy development | • Support development of pertinent policy, long-term planning, and setting of priority at the Headquarters, and with the Operations | 1 | | | | X | | | | | |
| | • Support development of protection policy and strategy in close collaboration with DIP, legal advisors and the Field | 3 | | | | | X | | | | |
| 4 Provision of guidance/feedback to the Field and within HQs | • Provide guidance, instructions and feedbacks to the Field | 5 | | | | X | X | | | | |
| | • Compile information and draft inputs for HQs papers/reports | | | | | | | | | | |
| | • Prepare/provide briefings for Senior Management, HQs units, staff on mission etc | | | | | | | | | | |
| 5 Coordination & advocacy of internal support to the operations as the ambassador of the Field | • Act as a focal point for Field and HQs in emergency and non-emergency | | | | | | | | | | |
| | • Act as a catalyst for policy decision / influence policy making at HQs | | | | | | | | | | |
| | • Act as an advocate for needs and strategies of the Field | | | | | | | | | | |
| | • Mobilise HQs support / secure resource for the Field | | | | | | | | | | |
| | • Coordinate activities and support with HQs units for timely decision/response for the Field | | | | | | | | | | |
| | • Facilitate rapid response and deployment of resources to the Field in Emergency | | | | | | | | | | |
| | • Undertake missions in order to perform responsibilities of the Desk, as required | | | | | | | | | | |
| 6 Ensuring accountability; Oversight support | • Support and follow-up on oversight activities such as internal audits, inspections and compliance with recommendations | | | | | | | | | | |
| **Programme/Budget** | | | | | | | | | | | |
| 7 Participation in (annual) programme | • Support/participate in (annual) programme planning, review, submissions | 3 | X | X | | | X | X | | | |
| 8 Support to programme implementation & monitoring | • Monitor, analyse and control implementation of programme/projects & ensure policy compliance | 7 | | X | | | | X | X | | |
| | • Provide advice/assistance/follow-up on implementation | | | | | | | | | | |
| | • Follow-up and provide feed-back on programme reporting | | | | | | | | | | |
| 9 Support to budgetary/financial management of the Field | • Contribute to resource allocation process: Prioritisation, reallocation, processing of Budget Committee submissions | 1 | | | | | | | | | |
| | • Monitor project expenditures and implementation rate (Operations resources & performance analysis) | 3 | X | X | | X | | X | | | |
| | • Support and follow-up on external audits | | | | | | | | | | |
| 10 Support for technical needs of the Field | • Coordinate technical support to the field, support technical evaluation missions, etc., as required | O | | | | | | ⊙ | | | |
| 11 Programme evaluation | • Participation in programme evaluation: Provide analysis, undertake missions, collaborate with evaluative body | | | | | | | | | | |
| **Protection** | | | | | | | | | | | |
| 12 Support to protection programming | • Support mainstreaming of protection concerns into programmes (GBV, child protection, education, mixed migration, stateless, etc.) | | | | | | | | | | |
| 13 Monitoring of protection activities | • Monitor overall protection delivery and solutions impact in the Field/Region (analysis, advice, setting of outputs/standards etc) | 3 | | | | | | X | | | |
| **Administration/Human Resources** | | | | | | | | | | | |
| 14 Support to administrative and human resources needs of the Field | • Coordinate/provide overall administrative support to the field, as required | | | | | | | | | | |
| | • Provide briefings for new recruits/appointees/deployees to the Field operation(s) | | | | | | | | | | |
| | • Provide/coordinate timely overall staffing support to the field (post creation/advertisement, appointments, contract extension, training) | 3 | X | | | | | | | | |
| | • Provide support on security matters (MOSS compliance, training, resources, equipment needs, etc.) | 3 | X | | | | | | | X | |
| **Supply & Logistics** | | | | | | | | | | | |
| 15 Support to supply/logistic needs of the Field | • Participation in the HQs Committee on Contracts on behalf of the Field | 1 | | | | | | | | | |
| | • Follow-up on Field procurement requests for timely delivery | | | | | | | | | | |
| **External Relations** | | | | | | | | | | | |
| 16 Liaison with external entities | • Establish /maintain contacts with Permanent Mission, government, UN agency, inter-govermental organization, NGO and partner | 5 | | | | | | X | X | | |
| 17 Resource mobilisation (appeals, briefing, reporting, etc.) | • Support fund-raising activities, including donor briefings, preparation of donor updates, participation in donor missions, etc. | 2 | | X | | | | | X | | |
| | • Prepare/compile/contribute to appeals/reports to donors and other UN agencies | | | | | | | | | | |
| 18 Contribution towards PI activities | • Provide support to public information activities | | | | | | | | | | |

# List of Desk Functions (Red sheet – Negative overlaps between the Desks and the others)

| * Additionally suggested as Desk functions - streamlined channel of communication for "Review of individual cases" — **Traditional Desk Functions** | **Actual Tasks:** — Overlaps (shared esponsibilities) between the Desks & the others - that were mentioned as "Negative"<br>Lead responsibility … ⊙, Coordination responsibility … O, Technical/expert inputs … ��<br>Advisory support/Contribution of feedbacks … ★, Back-up support to the lead responsibility … B | Desk | SRM/RMU | DFAM | DHRM | D.Dir/OpMngr | SLA/DIP | DPSM | DER | DESS | RO/CO |
|---|---|---|---|---|---|---|---|---|---|---|
| **Genenal/Policy - Strategy** | | | | | | | | | | |
| Collection, analysis, dissemination, clearance of operational information/data | • Analyse, disseminate and clear information and data, concerning areas of responsibilities | | | | | | | | | | |
| | • Communicate relevant policies, decisions, and updates | | | | | | | | | | |
| 2  Analysis of strategies, plans and priorities | • Analyse/prioritise strategies, plans, needs of the Field/Region (including financial, material and human resources plans/requirements) | | | | | | | | | | |
| 3  Contribution towards policy formulation & strategy development | • Support development of pertinent policy, long-term planning, and setting of priority at the Headquarters, and with the Operations | | | | | | | | | | |
| | • Support development of protection policy and strategy in close collaboration with DIP, legal advisors and the Field | | | | | | | | | | |
| 4  Provision of guidance/feedback to the Field and within HQs | • Provide guidance, instructions and feedbacks to the Field | | | | | | | | | | |
| | • Compile information and draft inputs for HQs papers/reports | | | | | | | | | | |
| | • Prepare/provide briefings for Senior Management, HQs units, staff on mission etc | | | | | | | | | | |
| 5  Coordination & advocacy of internal support to the operations as the ambassador of the Field | • Act as a focal point for Field and HQs in emergency and non-emergency | | | | | | | | | | |
| | • Act as a catalyst for policy decision / influence policy making at HQs | | | | | | | | | | |
| | • Act as an advocate for needs and strategies of the Field | | | | | | | | | | |
| | • Mobilise HQs support / secure resource for the Field | | | | | | | | | | |
| | • Coordinate activities and support with HQs units for timely decision/response for the Field | | | | | | | | | | |
| | • Facilitate rapid response and deployment of resources to the Field in Emergency | | | | | | | | | | |
| | • Undertake missions in order to perform responsibilities of the Desk, as required | | | | | | | | | | |
| 6  Ensuring accountability; Oversight support | • Support and follow-up on oversight activities such as internal audits, inspections and compliance with recommendations | | | | | | | | | | |
| **Programme/Budget** | | | | | | | | | | | |
| 7  Participation in (annual) programme | • Support/participate in (annual) programme planning, review, submissions | 1 | | | | | X | X | | | X |
| 8  Support to programme implementation & monitoring | • Monitor, analyse and control implementation of programme/projects & ensure policy compliance  <Strong controversy + divided opinions> | 3 | X | | X | | X | X | | | X |
| | • Provide advice/assistance/follow-up on implementation | | | | | | | X | | | X |
| | • Follow-up and provide feed-back on programme reporting | | | | | | | X | X | | X |
| 9  Support to budgetary/financial management of the Field | • Contribute to resource allocation process: Prioritisation, reallocation, processing of Budget Committee submissions | 1 | X | X | X | X | X | X | X | | |
| | • Monitor project expenditures and implementation rate (Operations resources & performance analysis) | ★ | B | | | | | | | | ◉ |
| | • Support and follow-up on external audits | 1 | | ◉ | | | | | | | B |
| 10  Support for technical needs of the Field | • Coordinate technical support to the field, support technical evaluation missions, etc., as required | | | | | | | | | | |
| 11  Programme evaluation | • Participation in programme evaluation: Provide analysis, undertake missions, collaborate with evaluative body | | | | | | | | | | |
| **Protection** | | | | | | | | | | | |
| 12  Support to protection programming | • Support mainstreaming of protection concerns into programmes (GBV, child protection, education, mixed migration, stateless, etc.) | | | | | | | | | | |
| 13  Monitoring of protection activities | • Monitor overall protection delivery and solutions impact in the Field/Region (analysis, advice, setting of outputs/standards etc) | 2 | | | | | X | | | | |
| **Administration/Human Resources** | | | | | | | | | | | |
| 14  Support to administrative and human resources needs of the Field | • Coordinate/provide overall administrative support to the field, as required | 5 | O | | | | | | | | ◉ |
| | • Provide briefings for new recruits/appointees/deployees to the Field operation(s) | | | | | | | | | | |
| | • Provide/coordinate timely overall staffing support to the field (post creation/advertisement, appointments, contract extension, training) | 2 | B | | ◉ | | | | | | B |
| | • Provide support on security matters (MOSS compliance, training, resources, equipment needs, etc.) | | | | | | | | | | |
| **Supply & Logistics** | | | | | | | | | | | |
| 15  Support to supply/logistic needs of the Field | • Participation in the HQs Committee on Contracts on behalf of the Field | 1 | | | | | | | | ◉ | |
| | • Follow-up on Field procurement requests for timely delivery | 1 | | | | | | | | ◉ | |
| **External Relations** | | | | | | | | | | | |
| 16  Liaison with external entities | • Establish /maintain contacts with Permanent Mission, government, UN agency, inter-govermental organization, NGO and partner | | | | | | | | | | |
| 17  Resource mobilisation (appeals, briefing, reporting, etc.) | • Support fund-raising activities, including donor briefings, preparation of donor updates, participation in donor missions, etc. | | | | | | | | | | |
| | • Prepare/compile/contribute to appeals/reports to donors and other UN agencies | | | | | | | | | | |
| 18  Contribution towards PI activities | • Provide support to public information activities   Desk to perform support role if there is no reporting/ExtRel Officer designated | ★ | | | | | | | | | |

## Desk Function Assessment (By the HQs Division respondents) :

The **Question 45** examined aspects on Desk functions in terms of **"Importance," "Performance Effectiveness," "State of Neglect," "Redundancy"** and **"Desk Variation"**
Functions are listed below by the number of "votors" under each category (Top to Bottom)

| Top | Important Desk Function | Effectively performed Desk Function | Neglected Desk Function | Redundant Desk Function | Depends on the Desk |
|---|---|---|---|---|---|
| 1 | Participation in Annual Programme Planning <57> | Participation in Annual Programme Planning <37> | Eusuring accountability & oversight support <29> | Monitoring protection activities <20> | Coordination & Advocacy of internal support as the ambassador of the Field <35> |
| 2 | Collection/analysis/dissemination/clearance of operational info/data <57> | Coordination & Advocacy of internal support as the ambassador of the Field <29> | Collection/analysis/dissemination/clearance of operational info/data <25> | Programme evaluation <18> | Provision of guidance/feedback to the Field & within HQs <34> |
| 3 | Analysis of strategies, plans & priorities <54> | Support to administrative & human resources needs of the Field <29> | Contribution towards policy formulation & strategy development <25> | Support to supply/logistic needs of the Field <16> | Collection/analysis/dissemination/clearance of operational info/data <33> |
| 4 | Provision of guidance/feedback to the Field & within HQs <52> | Support to budgetary/financial management of the Field <26> | Programme evaluation <25> | Faciliation & support to protection programming <15> | Resource mobilisation (appeals, briefing, reporting etc) <33> |
| 5 | Support to programme implementation & monitoring <51> | Facilitate support for technical needs of the Field <26> | Support to programme implementation & monitoring <24> | Liaison with external entities <14> | Analysis of strategies, plans & priorities <32> |
| 6 | Coordination & Advocacy of internal support as the ambassador of the Field <49> | Collection/analysis/dissemination/clearance of operational info/data <25> | Faciliation & support to protection programming <24> | Contribution towards PI activities <14> | Eusuring accountability & oversight support <29> |
| 7 | Support to budgetary/financial management of the Field <45> | Provision of guidance/feedback to the Field & within HQs <23> | Provision of guidance/feedback to the Field & within HQs <23> | Facilitate support for technical needs of the Field <13> | Support to supply/logistic needs of the Field <26> |
| 8 | Contribution towards policy formulation & strategy development <44> | Support to programme implementation & monitoring <22> | Contribution towards PI activities <23> | Support to administrative & human resources needs of the Field <10> | Support to administrative & human resources needs of the Field <25> |
| 9 | Resource mobilisation (appeals, briefing, reporting etc) <44> | Resource mobilisation (appeals, briefing, reporting etc) <21> | Analysis of strategies, plans & priorities <22> | Eusuring accountability & oversight support <10> | Liaison with external entities <25> |
| 10 | Support to administrative & human resources needs of the Field <43> | Liaison with external entities <21> | Resource mobilisation (appeals, briefing, reporting etc) <21> | Support to budgetary/financial management of the Field <9> | Contribution towards PI activities <25> |
| 11 | Facilitate support for technical needs of the Field <42> | Support to supply/logistic needs of the Field <21> | Coordination & Advocacy of internal support as the ambassador of the Field <17> | Contribution towards policy formulation & strategy development <8> | Support to programme implementation & monitoring <24> |
| 12 | Eusuring accountability & oversight support <40> | Analysis of strategies, plans & priorities <19> | Support to budgetary/financial management of the Field <17> | Resource mobilisation (appeals, briefing, reporting etc) <7> | Facilitate support for technical needs of the Field <22> |
| 13 | Liaison with external entities <39> | Monitoring protection activities <19> | Support to administrative & human resources needs of the Field <17> | Support to programme implementation & monitoring <6> | Support to budgetary/financial management of the Field <21> |
| 14 | Programme evaluation <39> | Contribution towards policy formulation & strategy development <18> | Monitoring protection activities <17> | Analysis of strategies, plans & priorities <3> | Contribution towards policy formulation & strategy development <21> |
| 15 | Contribution towards PI activities <34> | Eusuring accountability & oversight support <18> | Facilitate support for technical needs of the Field <15> | Collection/analysis/dissemination/clearance of operational info/data <3> | Participation in Annual Programme Planning <17> |
| 16 | Faciliation & support to protection programming <33> | Faciliation & support to protection programming <18> | Liaison with external entities <15> | Coordination & Advocacy of internal support as the ambassador of the Field <2> | Programme evaluation <17> |
| 17 | Monitoring protection activities <27> | Programme evaluation <14> | Participation in Annual Programme Planning <9> | Provision of guidance/feedback to the Field & within HQs <2> | Faciliation & support to protection programming <17> |
| 18 | Support to supply/logistic needs of the Field <26> | Contribution towards PI activities <12> | Support to supply/logistic needs of the Field <9> | Participation in Annual Programme Planning <2> | Monitoring protection activities <15> |

Step 1 (1) Desk functions were **shaded with different gradation by the level of assessed importance** :

| Top 5 rating = Strong Yellow & Bold | Next 5 = Lemon | Next 3 = Pale Yellow | Bottom 2 = aqua |
|---|---|---|---|

Step 2 (2) **Gaps** are assessed by reviewing how **those functions rated "important"** are rated for the **"Effective performance"** - **"Neglected performance"** - 'Redundant function" - "Desk Variants"

**Effective:** The most critical gap in performance effectiveness of Desk function appears to be in **"Analysis of strategies, plans and priorities."**
**"Support to Programme implementation & monitoring,"** as well as **"Provision of Guidance/Feedback to the Field & within HQs"** also are assessed to be less well-performed, despite their importance rating
**Neglected:** **"Collection/analysis/dissemination/clearance of operational info/data"** ranked as the 2nd most neglected function, despite its top importance rating.
**"Support to programme implementation & monitoring"** & **"Provision of Guidance/Feedback"** again ranked as the 3rd & 4th neglected functions, corresponding with gaps projected under "Performance Effectiveness"
**Redundant functions which others should perform:** The assessment coincided, more or less accurately, with what are assessed to be "less important functions" of the Desks
**Desk variation:** 4 out of Top 5 functions listed under "Desks variation" were from the 5 most "important" Desk functions, indicating gap areas where targetted training (or other measures) might be needed.
Put all together, **"Participation in Annual Programme Planning"** seems to be the only important function which is considered to be "effectively performed," "least neglected," "least redundant" with less variants.

## XIII.　Comparative review of the Budget and Expenditure Transitions (Period 2005 – 2014)

### ❖ Comparative Review of the Budget & Expenditure Transitions (Period: 2005 - 2014)

#### 1. Global Budget & Expenditure of "Programme Activities" - excluding Operational Reserve and JPO pogramme)

| | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 |
|---|---|---|---|---|---|---|---|---|---|---|
| Budget | 1,333,837,985 | 1,387,940,429 | 1,426,749,670 | 1,772,583,925 | 2,182,202,303 | 3,136,041,863 | 3,701,226,642 | 4,064,733,880 | 5,084,341,005 | 6,233,108,206 |
| Expenditure | 1,132,917,373 | 1,090,890,254 | 1,332,448,364 | 1,586,413,764 | 1,742,320,591 | 1,867,062,430 | 2,171,509,373 | 2,349,103,669 | 2,963,814,474 | 3,348,081,927 |

#### 2. Budget transition of Policy & standard Setting entities (Divisions +) and of Operations Management (Bureaux)

| | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | + |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Policy & Std-settin | 117,465,274 | 129,226,297 | 125,125,424 | 122,797,386 | 122,972,516 | 130,517,949 | 144,566,188 | 132,344,042 | 139,704,603 | 150,013,039 | 28% |
| Ops Mgmt Arm | 32,788,872 | 32,830,955 | 27,341,741 | 27,329,882 | 25,121,880 | 26,860,897 | 32,683,792 | 33,719,328 | 34,815,950 | 35,583,411 | 9% |

#### 3. Adjusted Budget transition of Policy & standard Setting entities (Divisions +) and of Operations Management (Bureaux) - with "Global Programme" (PS)

| | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | + |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Policy&Std-settin | 117,465,274 | 129,226,297 | 125,125,424 | 122,797,386 | 122,972,516 | 130,517,949 | 144,566,188 | 132,344,042 | 139,704,603 | 150,013,039 | + |
| Policy&Std Arm w | 173,747,418 | 170,053,999 | 184,246,724 | 190,807,947 | 186,234,458 | 203,576,593 | 232,515,802 | 228,172,553 | 241,499,234 | 261,619,749 | 51% |
| Ops Mgmt Arm | 32,788,872 | 32,830,955 | 27,341,741 | 27,329,882 | 25,121,880 | 26,860,897 | 32,683,792 | 33,719,328 | 34,815,950 | 35,583,411 | 9% |

#### 4. Budget transition of Policy & standard Setting entities with "Global Programme" (PS) vis a vis "Global Programme" (OP)

| | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Policy&Std Arm w | 173,747,418 | 170,053,999 | 184,246,724 | 190,807,947 | 186,234,458 | 203,576,593 | 232,515,802 | 228,172,553 | 241,499,234 | 261,619,749 | 51% |
| Global Programm | 30,951,627 | 32,985,605 | 60,065,233 | 54,932,518 | 74,629,073 | 68,961,213 | 100,212,865 | 88,597,250 | 123,062,858 | 176,221,000 | 469% |
| | | | | | | | | | | | 1 - 9.2 |

#### 5. Budget transition of Operationa Management Arm vis a vis Operations in the Field

| | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Operations Mgmt | 32,788,872 | 32,830,955 | 27,341,741 | 27,329,882 | 25,121,880 | 26,860,897 | 32,683,792 | 33,719,328 | 34,815,950 | 35,583,411 | 9% |
| Field Operations | 1,085,953,591 | 1,130,958,706 | 1,138,344,764 | 1,480,743,858 | 1,872,673,180 | 2,818,283,938 | 3,312,006,847 | 3,691,947,526 | 4,661,949,724 | 5,735,698,716 | 428% |
| | | | | | | | | | | | 1 - 47.5 |

#### 6. Budget Ratio - Policy & standard Setting Arm, Global Programme (PS), Operations Management

| | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 |
|---|---|---|---|---|---|---|---|---|---|---|
| Policy & Std-settin | 117,465,274 | 129,226,297 | 125,125,424 | 122,797,386 | 122,972,516 | 130,517,949 | 144,566,188 | 132,344,042 | 139,704,603 | 150,013,039 |
| Global Programm | 56,282,144 | 40,827,702 | 59,121,300 | 68,010,561 | 63,261,942 | 73,058,644 | 87,949,614 | 95,828,511 | 101,794,631 | 111,606,710 |
| Operations Mgmt | 32,788,872 | 32,830,955 | 27,341,741 | 27,329,882 | 25,121,880 | 26,860,897 | 32,683,792 | 33,719,328 | 34,815,950 | 35,583,411 |

#### 7. Expenditure Ratio - Policy & standard Setting Arm, Global Programme (PS), Operations Management

| | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 |
|---|---|---|---|---|---|---|---|---|---|---|
| Policy & Std-settin | 104,231,652 | 112,369,775 | 121,185,063 | 119,755,748 | 118,848,180 | 126,972,103 | 143,237,556 | 132,076,891 | 136,525,353 | 147,036,202 |
| Global Programm | 47,331,747 | 37,624,100 | 55,401,819 | 62,254,156 | 58,718,088 | 68,410,846 | 85,103,881 | 93,567,879 | 100,153,769 | 109,744,257 |
| Operations Mgmt | 29,667,423 | 26,755,945 | 25,845,663 | 26,790,356 | 23,739,461 | 26,403,332 | 32,371,495 | 33,708,939 | 34,444,006 | 35,583,410 |

33

Chart 1: Global Budget vs Expenditure 2005-2014
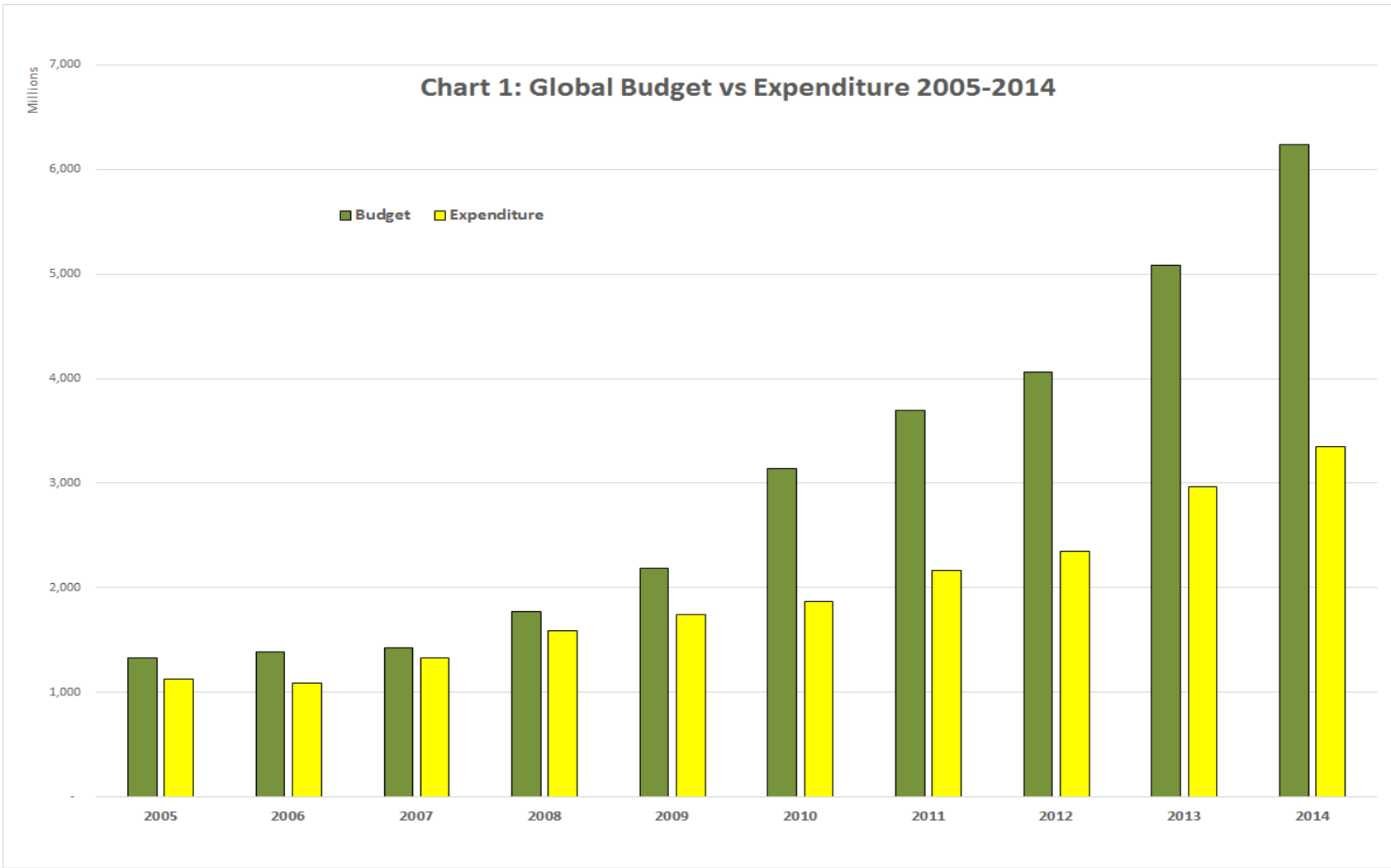
## Chart 2: Budget Transition (Simple)



Legend: Policy & Std-setting Arm, Ops Mgmt Arm
Y-axis: Millions (-, 50, 100, 150, 200, 250, 300)
X-axis: 2005, 2006, 2007, 2008, 2009, 2010, 2011, 2012, 2013, 2014
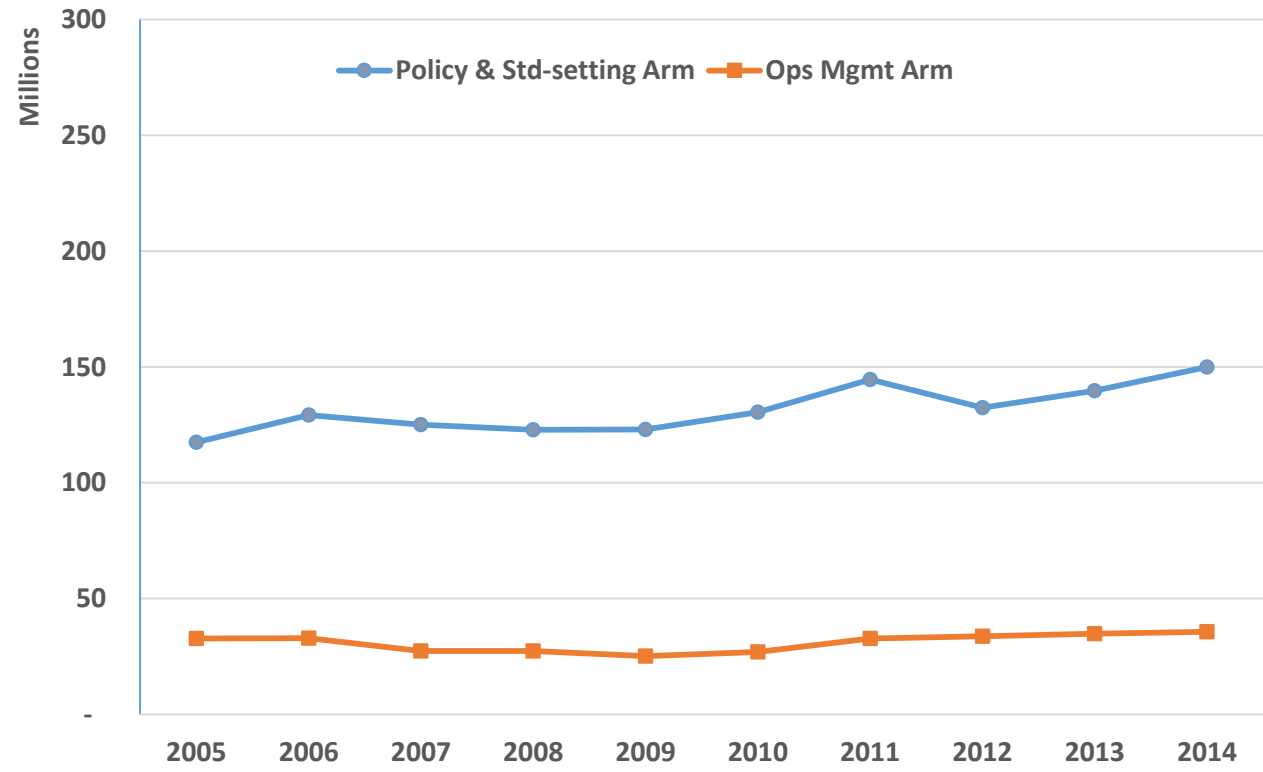
## Chart 3: Budget Transition (including Global Programme PS)



Legend: Policy&Std-setting Arm, Policy&Std Arm with Global Programme PS
Y-axis: Millions (-, 50, 100, 150, 200, 250, 300)
X-axis: 2005, 2006, 2007, 2008, 2009, 2010, 2011, 2012, 2013, 2014
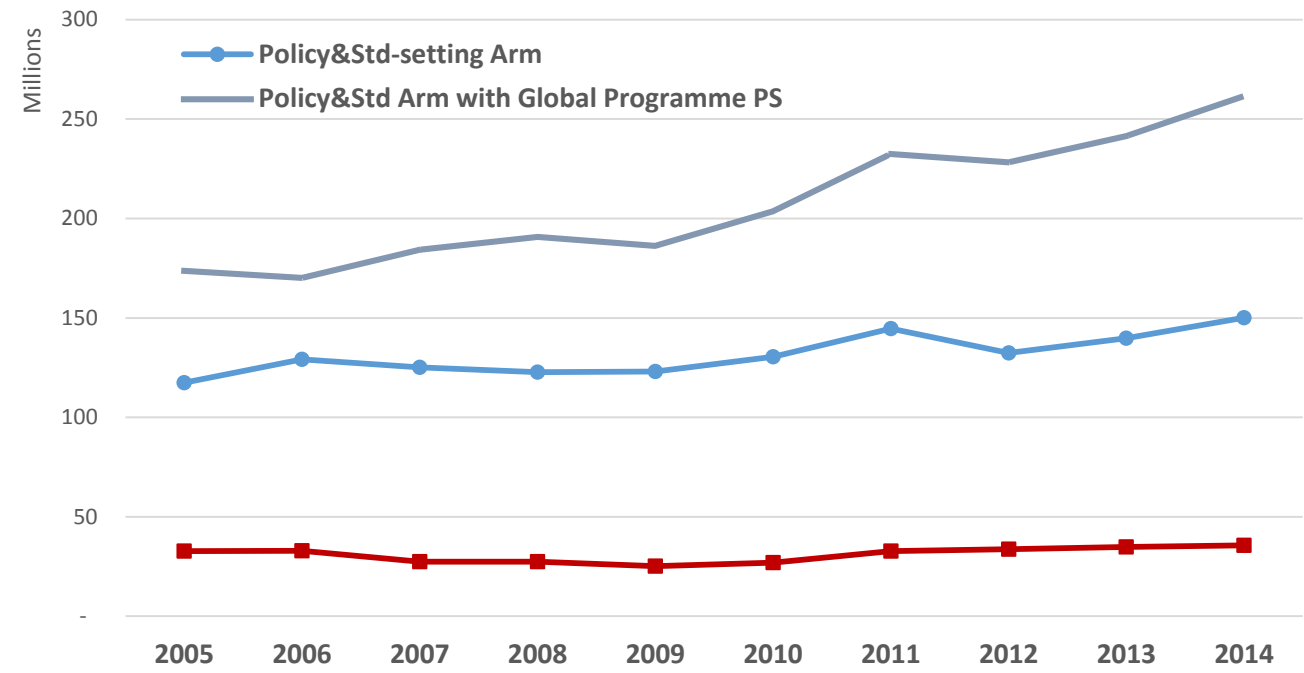
## Chart 4: Budget of Policy&Std Arm vis-a-vis Global Prog Activities (OP)



Legend: Global Programme (OP), Policy&Std Arm with Global Programme PS
Y-axis: Millions (-, 50, 100, 150, 200, 250, 300)
X-axis: 2005, 2006, 2007, 2008, 2009, 2010, 2011, 2012, 2013, 2014
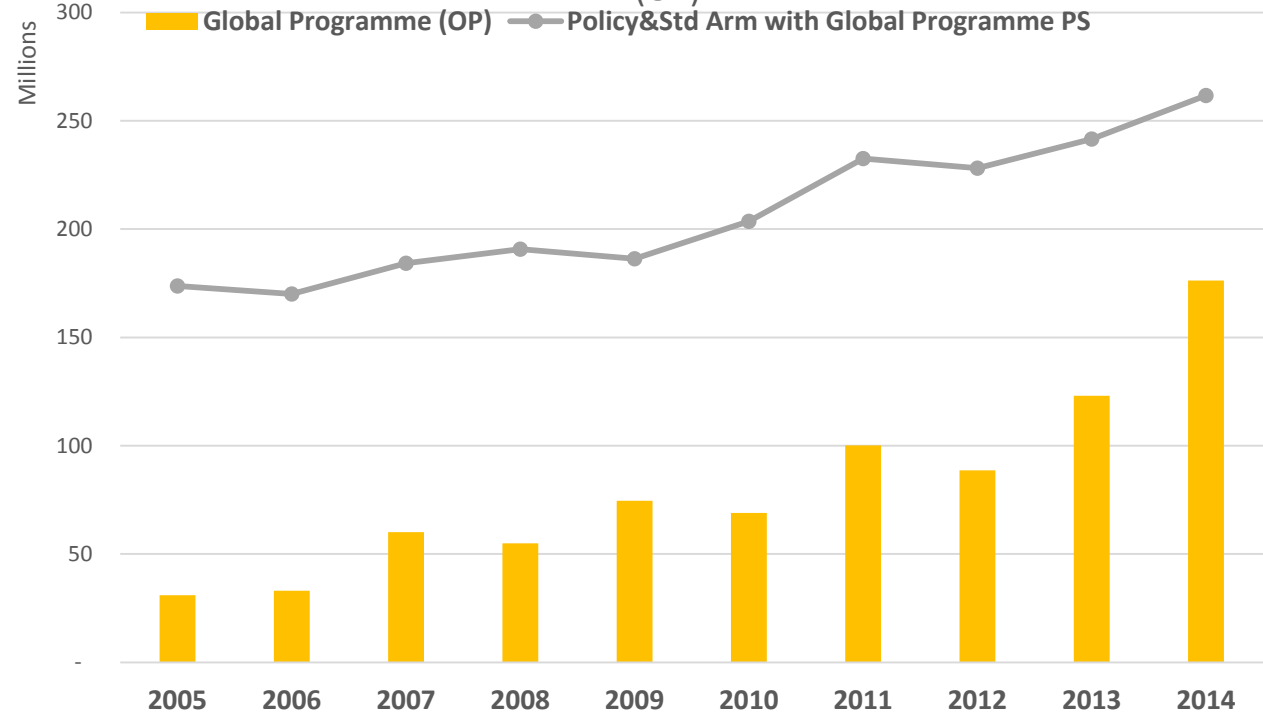
## Chart 5: Budget of Op Mgmt Arm vis-a-vis Field Operations



Legend: Field Operations, Operations Mgmt Arm
Y-axis: Billions (-, 1, 2, 3, 4, 5, 6, 7)
X-axis: 2005, 2006, 2007, 2008, 2009, 2010, 2011, 2012, 2013, 2014
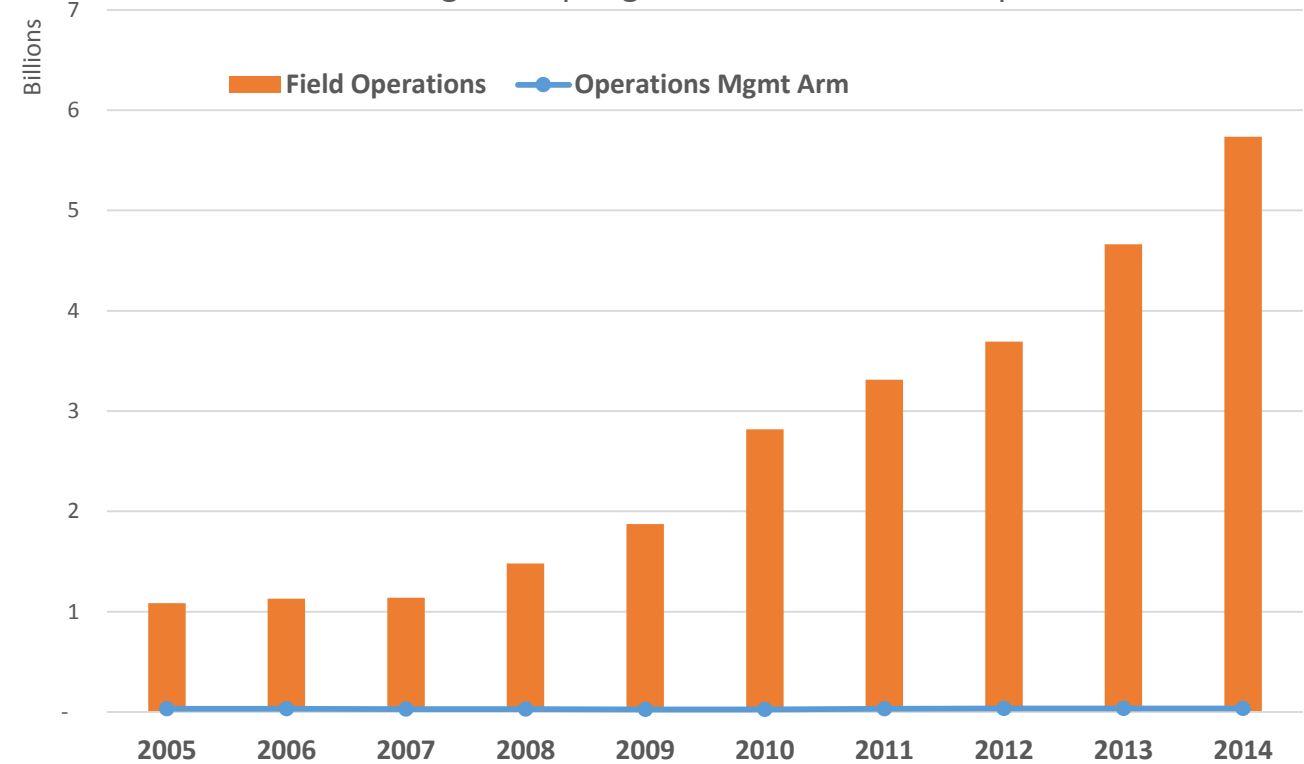
**Charts 6:** Expenditure Ratio - Policy & standard Setting Arm, Global Programme (PS), Operations Management

## Transition A: Number of Policies Issued in past 10 years (All IOM-FOM included = "Raw data")

| | Phase 1 | | | | | Phase 2 | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| **Global Reference Document** | **2006** | **2007** | **2008** | **2009** | **2010** | **2011** | **2012** | **2013** | **2014** | **2015** |
| Policy | 7 | 3 | 13 | 2 | 10 | 21 | 20 | 17 | 12 | 10 |
| Administrative Instructions | 27 | 24 | 19 | 27 | 25 | 22 | 36 | 33 | 22 | 25 |
| Operational Guidelines | 8 | 1 | 5 | 4 | 5 | 8 | 4 | 9 | 10 | 10 |
| Other type of IOM-FOMs/All Staff e-mail | 72 | 67 | 62 | 60 | 49 | 46 | 45 | 32 | 0 | 0 |
| **Global Total** | **114** | **95** | **99** | **93** | **89** | **97** | **105** | **91** | **44** | **45** |
| **1. Of which, funcionally "critical" to the Desks[1]** | | | | | | | | | | |
| Policy | 5 | 1 | 3 | 2 | 3 | 8 | 7 | 8 | 8 | 5 |
| Administrative Instructions | 24 | 21 | 14 | 17 | 19 | 18 | 20 | 10 | 14 | 13 |
| Operational Guidelines | 4 | 1 | 3 | 1 | 1 | 3 | 2 | 4 | 5 | 8 |
| Other type of IOM-FOMs/All Staff e-mail | 7 | 3 | 1 | 2 | 2 | 3 | 5 | 1 | 0 | 0 |
| **"Critical" sub-total** | **40** | **26** | **21** | **22** | **25** | **32** | **34** | **23** | **27** | **26** |
| **2. Of which, funcionally "relevant" to the Desks[2]** | | | | | | | | | | |
| Policy | 0 | 2 | 4 | 0 | 3 | 11 | 12 | 8 | 1 | 4 |
| Administrative Instructions | 2 | 1 | 4 | 10 | 4 | 3 | 10 | 15 | 2 | 6 |
| Operational Guidelines | 4 | 0 | 3 | 3 | 4 | 5 | 2 | 4 | 3 | 3 |
| Other type of IOM-FOMs/All Staff e-mail | 3 | 0 | 2 | 1 | 0 | 1 | 2 | 0 | 0 | 0 |
| **"Relevant" sub-total** | **9** | **3** | **13** | **14** | **11** | **20** | **26** | **27** | **6** | **13** |
| **Type 1 + 2 documents** | **49** | **29** | **34** | **36** | **36** | **52** | **60** | **50** | **33** | **39** |
| Phase 1 total | | | | | **184** | Phase 2 total | | | | **234** |
| | | | | | | → **27% increase** | | | | |

([1] Reference document which must be read by the Desks to properly perform their responsibilities - Desks are expected to **act as "primary" lead**)

([2] Reference document which might be read by the Desks to perform their responsibilities better - Desks **act as "support"** to other lead actors)

37

# Transition B: Number of Policies Issued in past 10 years (All Staff Info type issuance excluded = "Adjusted data")

| Global Reference Document | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 |
|---|---|---|---|---|---|---|---|---|---|---|
| | ← | Phase 1 | | | → | ← | Phase | | | → |
| Policy | 7 | 3 | 13 | 2 | 10 | 21 | 20 | 17 | 12 | 10 |
| Administrative Instructions | 27 | 24 | 19 | 27 | 25 | 22 | 36 | 33 | 22 | 25 |
| Operational Guidelines | 8 | 1 | 5 | 4 | 5 | 8 | 4 | 9 | 10 | 10 |
| ~~Other type of IOM-FOMs/All Staff e-mail~~ | | | | | | | | | | |
| **Global Total** | **42** | **28** | **37** | **33** | **40** | **51** | **60** | **59** | **44** | **45** |
| | | | | | | | | | | |
| **1. Of which, funcionally "critical" to the Desks[1]** | | | | | | | | | | |
| Policy | 5 | 1 | 3 | 2 | 3 | 8 | 7 | 8 | 8 | 5 |
| Administrative Instructions | 24 | 21 | 14 | 17 | 19 | 18 | 20 | 10 | 14 | 13 |
| Operational Guidelines | 4 | 1 | 3 | 1 | 1 | 3 | 2 | 4 | 5 | 8 |
| ~~Other type of IOM-FOMs/All Staff e-mail~~ | | | | | | | | | | |
| **"Critical" sub-total** | **33** | **23** | **20** | **20** | **23** | **29** | **29** | **22** | **27** | **26** |
| | | | | | | | | | | |
| **2. Of which, funcionally "relevant" to the Desks[2]** | | | | | | | | | | |
| Policy | 0 | 2 | 4 | 0 | 3 | 11 | 12 | 8 | 1 | 4 |
| Administrative Instructions | 2 | 1 | 4 | 10 | 4 | 3 | 10 | 15 | 2 | 6 |
| Operational Guidelines | 4 | 0 | 3 | 3 | 4 | 5 | 2 | 4 | 3 | 3 |
| ~~Other type of IOM-FOMs/All Staff e-mail~~ | | | | | | | | | | |
| **"Relevant" sub-total** | **6** | **3** | **11** | **13** | **11** | **19** | **24** | **27** | **6** | **13** |
| | | | | | | | | | | |
| **Type 1 + 2 documents** | **39** | **26** | **31** | **33** | **34** | **48** | **53** | **49** | **33** | **39** |
| | Phase 1 total | | | | **163** | Phase 2 total | | | | **222** |
| | | | | | | → 36% increase | | | | |

([1] Reference document which must be read by the Desks to properly perform their responsibilities - Desks are expected to **act as "primary" lead** )

([2] Reference document which might be read by the Desks to perform their responsibilities better - Desks **act as "support"** to other lead actors)

## XX.  Standardisation of Desk Nomenclature

Proposed variation of Nomenclature with key benchmarks **<DRAFT – to be solidified upon consultation with stakeholders, including Desks, Bureaux, RMU, DHRM, ODMS, Field Operation etc>:**

| Nomenclature | Location | Type of Operations covered | Level of Decentralisation | Main interactions | Functional Focus (related cluster of functions) | Composition & Expertise |
|---|---|---|---|---|---|---|
| **"Desk"**<br>**(Bureau Desk)**<br><br><br>**Applicable to Standard "traditional" Desks at HQs that act as "Embassy"** | **HQs Bureau** | ▪ Stand-alone Operations oriented to Assistance Programme for refugees and IDPs<br>(Emergency/Stable/protracted) under a Country Representative<br><br><br>e.g., HQs Desk that cover Pakistan, Ethiopia, Colombia, Russia etc | Activities are **_moderately decentralized_**<br><br>Operational/policy decision-making at country level is taken by the Country Representative<br><br>Strategic guidance and day to day support is provided by the Bureau; Desk plays substantive role in coordinating HQs support, monitoring | Interacts mainly with Country Offices and HQs units for substantive interventions & coordination activities, with occasional contacts with partners and donor/host government representatives (at EXCOM/Briefings, during field missions etc)<br><br>**Ratio of interactions:**<br>70% Field – 30% HQs?<br><br>*Hypothetical assumption for a draft format* | • Strategic/Policy analysis and guidance (2, 3, 4);<br>• Advocacy & Resource mobilization (5, 7, 16, 17, 18);<br>• Resource allocation support (2, 4, 7, 9);<br>• Programme monitoring (1, 2, 4, 6, 8, 9, 11, 13);<br>• Info gathering/custodian, contribution to reporting (1, 4, 8, 9, 16, 17);<br>• Ensuring accountability, providing oversight support (2, 4, 6, 8, 9, 11);<br>• Coordination of overall HQs support (5, 6, 8, 9, 10, 12, 14, 15); | <Programme/Protection/Operation/ Field/Admin/External Relations><br><br>**Sr Desk Officer / Desk Officer**<br>**Sr Programme (Desk) Associate/ Programme (Desk) Associate**<br><br><Options><br>(Head of Desk) if specific requirements are justified, and clear delineation of responsibilities vis Deputy Director, Sr Desk Officers, Regional Representative are established<br>(Operation Manager) if specific requirements are justified and TORs are not same as a Head of the Desks, and clear delineation of responsibilities vis Deputy Director, Sr Desk Officers, Regional Representative are established<br><br>(Senior Legal Advisor) /<br>(Reporting Officer) in case a particular Desk are required of extraordinary legal advices/reporting requirements which needs attention of full time dedicated staff (otherwise, such position can be pooled within a Bureau)<br>and/or<br>(Secretary) in case a particular Desk is composed of a big structure with multiple optional positions as listed |
| **"Liaison Desk"**<br>**(Bureau Liaison Desk)**<br><br><br>**Applicable to Desks at HQs that act as "Consulate"** | **HQs Bureau** | ▪ Regionalised operations oriented to Programmes for refugees and IDPs under a Regional Representative<br><br>*and/or*<br><br>▪ Operations oriented to Legal Protection, Donor Relations and Advocacies<br><br><br>e.g., HQs Desks that cover RO Canberra, RO Bruxelles, BO Japan, RO Washington, RO Pretoria, RO Dakar, etc | Activities are **_highly decentralized_** and day to day operational/policy decision-making is taken at the point of delivery by the Country Representative, keeping the Bureau informed<br><br>Desks pursue HQs process, cater services to HQs entities that require coordination and operational info/analysis | Interacts mainly with Liaison Offices, Regional & Country Offices, while direct interventions with HQs units might be less frequent<br><br>with occasional contacts with partners and donor/host government representatives (at EXCOM/Briefings, during field missions etc)<br><br>Focused on information-sharing and coordination.<br><br>**Ratio of interactions:**<br>60% HQs – 40% Field? | • ~~Strategic/Policy analysis and guidance~~;<br>• Advocacy & Resource mobilization;<br>• Resource allocation support;<br>• Programme monitoring support;<br>• Info gathering/custodian, contribution to reporting;<br>• Ensuring accountability, providing oversight support<br>• Coordination of HQs support (5, 6, 8, 9, 10, 12, 14, 15);<br>• Technical support & Back-up; | <Legal Protection, Policy, PI, Donor relations, Programme expertise><br><br>(Senior Liaison Officer)<br>(Liaison Officer)<br><br>(Senior Legal Advisor)<br>(Legal Officer)<br>(Policy Officer)<br><br>(Reporting Officer)<br>(Donor Relations Officer)<br>(PI Officer)<br><br>(Programme Officer)<br>(Senior Programme Associate)<br>(Programme Associate)<br>(Secretary) |

| | | | | | |
|---|---|---|---|---|---|
| **"Support Desk"** (Operation Support Unit)<br><br>**Applicable to Desks at HQs that perform back-stopping functions to fully decentralised operations** | HQs Bureau | ▪ Large complex emergency operations directly managed by a senior level coordinator (D2, D1) on the ground, where policy decision-making is largely done at the point of delivery<br><br>e.g., HQs Desk that covers Syria Situation | Activities are **_FULLY decentralized_** and operational/policy decision-making is done at the point of delivery by the Director/Deputy, and/or Representative, or, Senior level coordinator | Interacts mainly with Senior level coordinator for CO/ROs in emergency to facilitate the rapid support from HQs in coordination with HQs Units<br><br>Pronounced interactions vis-à-vis SMC and External Relations (Donors, Media, Partner HQs etc)<br><br>**Ratio of interactions:**<br>70% Field – 30% HQs?<br><br>[Hypothetical assumption for a draft format] | • ~~Strategic/Policy analysis and guidance;~~<br>• Advocacy & Resource mobilization;<br>• Resource allocation support;<br>• Programme monitoring support;<br>• Info gathering/custodian, contribution to reporting;<br>• Ensuring accountability, providing oversight support;<br>• Coordination of HQs support (5, 6, 8, 9, 10, 12, 14, 15);<br>• Technical support & Back-up;<br>• High level representation of the operations on the ground;<br>• Briefing, consultation, reporting; | <Programme/Protection/Operation/ Field/Admin/External Relations><br><br>**Sr Desk Officer** / **Desk Officer**<br>**Sr Programme (Desk) Associate/ Programme (Desk) Associate**<br><br><Options><br>(Head of Desk) if specific requirements are justified, and clear delineation of responsibilities vis Deputy Director, Sr Desk Officers, Regional Representative are established<br>(Operation Manager) if specific requirements are justified and TORs are not same as a Head of the Desks, and clear delineation of responsibilities vis Deputy Director, Sr Desk Officers, Regional Representative are established<br><br>(Senior Legal Advisor) /<br>(Reporting Officer) in case a particular Desk are required of extraordinary legal advices/reporting requirements which needs attention of full time dedicated staff (otherwise, such position can be pooled within a Bureau)<br>and/or<br>(Secretary) in case a particular Desk is composed of a big structure with multiple optional positions as listed |
| If a Desk Counterpart is deemed necessary in the field:<br><br>**"Coordination Unit"** **(Regional Coordination and/or implementation)**<br><br>= A team on the ground that interacts with **"Liaison Desk"** and/or **"Support Desk"** at the HQs | **Regional Office** or other Field location (Director's Office, Hub) | Regionalised Operations<br><br>e.g., Multi-functional team in DO Jordan that covers Syria Situation, or RO Bangkok, which oversees regional policy development, implementation and coordination | Activities are **_highly/fully decentralized_** and operational/policy decision-making is done at the point of delivery by the Country/Regional Representative in consultation with the Director/Deputy Director, or, Senior level Coordinator | | • Strategic/Policy guidance at Regional level;<br>• Resource allocation support & Monitoring at ;<br>• Advocacy & Resource mobilization at ground level;<br>• Info gathering/maintenance Coordination, Reporting;<br>• Technical support & Back-up;<br>• Structural and HR guidance & support | (Sr Coordination Officer) (equivalent of HQs Desk Officer, generalist? Or Operations manager)<br><br>(Senior Legal Advisor) / (Reporting Officer)<br><br>(Sr Programme Officer) (Programme Officer) (Sr Programme Associate) (Programme Associate) (Sr Admin/HR Officer) (Sr. Admin/HR Associate) (Admin/HR Associate)<br><br>etc. |

**Basic Principle:**

1. In order to avoid confusions, the title of "Desk" must be preserved only for institutional entities that are located at the Geneva HQs and embedded in a Regional Bureau.
2. Among the Desks, 3 variations are proposed for the standardised nomenclature, depending on their functional differences.
3. Regional Offices that take up functions that are similar to Desk's multi-lateral functions at the HQs (sub-regional level coordination, liaison, implementation support, advocacy, etc) can be defined as "Coordination Unit" that link with the HQs and with country offices as a unified channel of communication, and distinguished as such from standard Programme Unit, Protection Unit of country offices.