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Policy directives to the drug programme of the United Nations Office on Drugs and Crime and strengthening the drug programme and the role of the Commission on Narcotic Drugs as its governing body, including administrative, budgetary and strategic management questions: role of the Commission as the governing body of the drug programme of the United Nations Office on Drugs and Crime: administrative, budgetary and strategic management questions

Commission on Crime Prevention and Criminal Justice

Nineteenth session

Vienna, 17-21 May 2010

Item 8 of the provisional agenda**

Strategic management, budgetary and administrative questions

Changes required to the strategic framework and their implications for the United Nations Office on Drugs and Crime and for the allocation of resources to the subprogrammes of the programme of work, and the establishment of the independent evaluation unit and the sustainability of the Strategic Planning Unit

Report of the Executive Director***

Summary

The present report has been prepared pursuant to Commission on Narcotic Drugs resolution 52/14 and Commission on Crime Prevention and Criminal Justice resolution 18/6, in which the Commissions requested a report on the implications for

* E/CN.7/2010/1.

** E/CN.15/2010/1.

*** The mandate for the present report emerged from the reconvened fifty-second session of the Commission on Narcotic Drugs, held on 1 and 2 December 2009, and the reconvened eighteenth session of the Commission on Crime Prevention and Criminal Justice, held on 3 and 4 December 2009.



the United Nations Office on Drugs and Crime of the adoption of a thematic and regional programme approach (including allocation of resources) and on the implementation of the measures requested with regard to the re-establishment of an independent evaluation unit and the sustainability of the Strategic Planning Unit. Chapter I of the report covers the realignment of functions as part of the operationalization of the thematic and regional programme approach, including the required redeployment of resources. Chapter II deals with the re-establishment of the independent evaluation unit and the sustainability of the Strategic Planning Unit.

I. Realignment of functions in the United Nations Office on Drugs and Crime: benefits and efficiency gains

1. Following close consultations with Member States and staff in 2009, the United Nations Office on Drugs and Crime (UNODC) has undertaken an internal realignment of the Division for Operations and the Division for Treaty Affairs. To enable the pooling of expertise in the two divisions under common thematic areas, the following thematic clusters, reflecting the divisions' key mandates, have been established: organized crime and illicit trafficking; corruption and economic crime; justice; health and livelihoods; and terrorism prevention. The realignment is also intended to better allocate the responsibilities and accountability of staff members by eliminating duplication, overlapping and internal competition for resources.

2. In addition, the realignment is in line with the Office's streamlining of its strategic planning and implementation tools to ensure maximum consistency in its objectives, policy approaches and management arrangements, both at headquarters and in the field, through the development of thematic and regional/country programmes.

3. The realignment responds directly to recommendations made by the Office of Internal Oversight Services of the Secretariat, which in 2006 requested UNODC to review its terms of reference and the Secretary-General's bulletin on the reorganization of UNODC (ST/SGB/2004/6) to clarify the functions of the respective divisions, branches and sections, avoid duplication and highlight complementarities and comparative advantages between its different components. The role and functions of working teams were to be encouraged and incorporated in the review to allow collaboration among sections, branches and divisions for determined outputs and projects. The 2006 annual evaluation report of the Independent Evaluation Unit of UNODC recommended a comprehensive approach to fulfilling United Nations drug and crime mandates and a strategic approach in establishing the partnerships required to ensure the effective and efficient fulfilment of its mandates.

A. Efficiency gains

4. The new working arrangements will enable integrated planning by UNODC along thematic and regional lines, bringing together normative and programmatic functions in the delivery of services to Member States. The basic principles underlying the realignment and its efficiency gains are summarized below.

1. Synergy between normative work and capacity-building

5. In the past, the division of labour between the Division for Treaty Affairs and the Division for Operations, which nominally followed a divide along normative and operational lines, generated duplication, overlapping and even internal competition for resources.

6. To address this divide, the realignment creates clusters of expertise around the five key thematic focus areas. This will ensure that the experts currently located in

the two divisions will be able to implement UNODC mandates in a truly holistic way, as they will perform both normative and operational work.

7. As a result of the realignment, UNODC will be better equipped to link up normative and legal work with operational activities to strengthen the institutional capacity of States to effectively implement the drug and crime conventions, the international instruments on terrorism and existing standards and norms in crime prevention and criminal justice.

8. The creation in 2008 and 2009 of interdivisional task teams was the first step demonstrating the benefits of an integrated approach. By focusing on specific regions, the task teams channel headquarters-based expertise to regional and country offices requiring specific technical input that it would be uneconomical to outsource at low levels of programme volume.

9. At the same time, such pooling of expertise enables the thematic cluster groups to allocate tasks among their staff on a regional basis. As the teams of experts have thus far been too small to afford an effective regional division of labour, the realignment provides them with the critical mass to do so. This will enable the experts to focus their work better and develop more in-depth knowledge of regional needs and priorities. The realignment will thus actually help UNODC to acquire a truly integrated regional and thematic perspective.

10. Another aspect of efficiency gains can be seen in the decentralized planning, monitoring and reporting of operational activities. This not only streamlines procedures, but also enhances accountability and promotes a results orientation at the grass-roots level.

2. Strengthened support for thematic and regional programmes

11. With the support of Member States, two types of instruments have been developed to operationalize the strategy for the period 2008-2011 for UNODC, both by topic and geographically. Those instruments are the thematic programmes and the regional programmes. The realignment will enable these two tools to achieve their full potential.

12. As strategic tools, the thematic and regional programmes are fully interlinked inasmuch as the regional programmes translate at the operational level the policy guidance framed by the thematic programmes. The latter are essentially a “policy” document providing a conceptual synthesis of UNODC work in each of the thematic focus areas. Their main objective is to provide Member States with a clear overview of UNODC work on key thematic priorities representing the various components of the Office’s expertise in the areas of advocacy, research, legislative and legal support, norm setting and technical assistance. As such, the thematic programmes, which are being developed by UNODC headquarters, provide an overview of the mandate and strategy of UNODC in a particular thematic area.

13. The regional/country programmes, for their part, adopt a bottom-up approach, ensuring full consultation at the field level with Member States as to their priorities; and by so doing, they set out clear objectives for the Office’s provision of technical assistance and partnership-building. The principles underlying this approach are:

(a) Full ownership by partner countries through alignment with regional/national policies and priorities;

(b) An integrated framework linking the normative and operational aspects of the Office's work at the regional/national level;

(c) A move from a project-based approach to a "programme approach";

(d) More effective cooperation and planning with other United Nations entities and other multilateral donors.

14. The regional programming approach is supported by Member States, as reflected in Economic and Social Council resolution 2009/23. In line with the new approach, UNODC has developed a new generation of regional programmes covering East Asia and the Pacific, Eastern Africa, Central America and the Caribbean, and the Balkans. This approach has resulted in concrete, immediate benefits in the regions in terms of improved policy, strategy, programming and mobilization of resources for the provision of expertise and implementation of programmatic work.

15. Additional regional programmes will be launched in 2010, including in West Africa, North Africa and the Middle East, Southern Africa, Central Africa, West and Central Asia, and Latin America, including the Southern Cone, in full consultation with the countries of these regions.

3. Strengthened system of governance in providing policy direction to the Office

16. The complex funding structure of UNODC has meant that financial "crises" have been an unfortunately familiar event. This, in turn, has led to what may be called a crisis of perception. On the one hand, special-purpose contributions have been rising at unprecedented rates; on the other, the Office's overhead (the basic managerial and administrative functions that need to be performed) cannot be covered by general-purpose contributions, which remain more or less stable at the best of times and decline heavily in times of turmoil. Not only do all these factors lead to uncertainty, they also hamper the ability of UNODC to deliver effectively and efficiently. In order to engage Member States more fully in the task of guiding and supporting UNODC and overseeing its performance, the realignment has fostered a number of processes. As mentioned above, the regional programming approach is firmly anchored in the political will and realities of the regions concerned. It involves consultations with experts of the countries of the region concerned to determine needs and priorities at the regional and national levels and subsequent high-level political endorsement of the regional programmes. This process ensures that UNODC initiatives in the field are closely linked to regional and country priorities and that they are fully backed by political leaders.

17. In addition, the Secretariat has been lending full support to a standing intergovernmental working group on governance and finance. This group engages with UNODC on issues of substantive and managerial importance, allowing Member States to have a better understanding of the Office's activities and programmatic work.

4. Work of the Office at the upstream policy and operational levels

18. Increased mandates fuel increased expectations. A key part of the UNODC strategy for delivering value is the expansion of its efforts at the upstream policy level while supporting technical cooperation based on validated good practice.

Accordingly, the Office's work has focused on building political consensus around the importance of the rule of law being considered an integral component of the development agenda. This includes close consultation with Member States at a high policy level in the identification of regional and national priorities and closer integration with the United Nations system-wide planning processes and other international efforts. The realignment, in particular the consolidation of headquarters-based field support in the Integrated Programme and Oversight Branch, is intended to strengthen and expand UNODC operational partnerships with all relevant stakeholders, United Nations agencies, multilateral and bilateral bodies, non-governmental organizations and civil society organizations. In this context, inter-agency work and partnership-building will constitute the UNODC programme of work.

B. Redeployment of resources

19. In order to achieve optimal realignment of the functions performed across the Division for Treaty Affairs and the Division for Operations, staff members working in the same thematic area have been grouped into a thematically based cluster that is responsible for both the normative and operational aspects of the work in that particular thematic area. The organization charts contained in the annex provide detailed information, by level and source of funding, on the posts assigned to each of the thematic clusters and other cross-cutting functions performed in the two divisions. An organization chart of UNODC as a whole is also provided to give an overview of the distribution of all posts and functions in the Office.

1. Organization and resourcing of the thematic clusters

20. The thematic clusters will be organized and resourced as described below.

(a) Organized Crime and Illicit Trafficking Branch

21. Most of the posts currently approved for the Organized Crime and Criminal Justice Section of the Division for Treaty Affairs and for the Law Enforcement, Organized Crime and Anti-Money Laundering Unit and the Anti-Human Trafficking and Migrant Smuggling Unit of the Division for Operations will be redeployed to the Organized Crime and Illicit Trafficking Branch in the Division for Treaty Affairs. Project-funded activities in the areas of human trafficking, money-laundering, container control, organized crime and serious crime previously performed in the Division for Operations will be grouped into this Branch (see table 1). This will allow for consolidation of the Office's work as guardian of the United Nations Convention against Transnational Organized Crime and the drug control conventions, creating a closer link between the normative work, intergovernmental policy formulation of treaty-based organs, such as the Conference of the Parties to the Organized Crime Convention, and technical assistance provided to Member States to implement the Convention in a seamless, coherent continuum. This Branch will be headed by the D-1 post funded out of the

regular budget and currently approved as Deputy Director, Division for Treaty Affairs, and Chief, Treaty and Legal Assistance Branch.¹

Table 1
Organized Crime and Illicit Trafficking Branch: staffing by category and source of funding

Category	Regular budget posts	Temporary posts			Total
		General-purpose funds	Programme support cost funds	Special-purpose funds	
Professional and above					
D-1	1	-	-	1	2
P-5	1	1	-	2	4
P-4	6	-	-	2	8
P-3	2	-	-	5	7
P-2/1	2	-	-	4	6
Subtotal	12	1	-	14	27
General Service					
Principal level	-	-	-	-	-
Other level	2	-	1	4	7
Subtotal	2	-	1	4	7
Total	14	1	1	18	34

(b) Corruption and Economic Crime Branch

22. All of the posts currently approved for the Corruption and Economic Crime Section of the Division for Treaty Affairs and some of the posts approved for the Justice and Integrity Unit of the Division for Operations working on issues related to corruption and judicial integrity will be pooled into the Corruption and Economic Crime Branch (see table 2). Similar to the logic followed for the integration of functions under the Organized Crime and Illicit Trafficking Branch, this movement of posts seeks to consolidate anti-corruption work previously divided between the two divisions. The Corruption and Economic Crime Branch will be headed by a new regular budget post at the D-1 level approved by the General Assembly for the biennium 2010-2011.

¹ This post will retain the title and perform the functions of Deputy Director, Division for Treaty Affairs.

Table 2
Corruption and Economic Crime Branch: staffing by category and source of funding

Category	Regular budget posts	Temporary posts			Total
		General-purpose funds	Programme support cost funds	Special-purpose funds	
Professional and above					
D-1	1	-	-	-	1
P-5	2	-	-	2	4
P-4	4	-	-	3	7
P-3	2	-	-	3	5
P-2/1	4	-	-	1	5
Subtotal	13	-	-	9	22
General Service					
Principal level	-	-	-	-	-
Other level	2	-	-	5	7
Subtotal	2	-	-	5	7
Total	15	-	-	14	29

(c) **Terrorism Prevention Branch**

23. All of the posts currently approved for the Terrorism Prevention Branch of the Division for Treaty Affairs will remain in this thematic cluster (see table 3). The Branch will continue to be headed by the regular budget post at the D-1 level approved for the Terrorism Prevention Branch.

Table 3
Terrorism Prevention Branch: staffing by category and source of funding

Category	Regular budget posts	Temporary posts			Total
		General-purpose funds	Programme support cost funds	Special-purpose funds	
Professional and above					
D-1	1	-	-	-	1
P-5	1	-	-	2	3
P-4	2	-	-	6	8
P-3	2	-	-	4	6
P-2/1	-	-	-	5	5
Subtotal	6	-	-	17	23
General Service					
Principal level	-	-	-	-	-
Other level	2	-	-	5	7
Subtotal	2	-	-	5	7
Total	8	-	-	22	30

(d) Justice Section

24. The following posts will be moved to reinforce the Justice Section: some of the posts approved for the Justice and Integrity Unit and for the Law Enforcement, Organized Crime and Anti-Money Laundering Unit of the Division for Operations; one Programme Officer post funded from programme support cost resources in Technical Cooperation Section I of the Division for Operations; one Associate Drug Control and Crime Prevention Officer post funded by the regular budget and approved for the Organized Crime and Criminal Justice Section of the Division for Treaty Affairs; and one Programme Assistant post funded by the regular budget and approved for the Integrated Programming Unit of the Division for Operations (see table 4). The Section will be headed by the regular budget post at the P-5 level approved for the Governance, Human Security and Rule of Law Section of the Division for Operations.

Table 4

Justice Section: staffing by category and source of funding

Category	Regular budget posts	Temporary posts			Total
		General-purpose funds	Programme support cost funds	Special-purpose funds	
Professional and above					
P-5	1	-	-	-	1
P-4	3	-	-	1	4
P-3	3	1	1	-	5
P-2/1	1	-	-	-	1
Subtotal	8	1	1	1	11
General Service					
Principal level	-	-	-	-	-
Other level	1	1	-	-	2
Subtotal	1	1	-	-	2
Total	9	2	1	1	13

(e) Health and Livelihoods Branch

25. The Health and Livelihoods Branch will be allocated all the posts currently approved for the Health and Human Development Section of the Division for Operations and one additional post from the Division² (see table 5). The Branch will be headed by a new D-1 post, funded primarily from programme support cost resources.³

² One Team Assistant post funded from programme support cost resources currently approved for Technical Cooperation Section II.

³ In order to ensure cost neutrality, the funding for a P-4 post funded by programme support cost resources for a Programme Coordinator to provide backstopping from Vienna for the Regional Office for the Russian Federation and Belarus will be used for this new D-1 post and supplemented with special-purpose funds already pledged for this purpose.

Table 5
Health and Livelihoods Branch: staffing by category and source of funding

Category	Regular budget posts	Temporary posts			Total
		General-purpose funds	Programme support cost funds	Special-purpose funds	
Professional and above					
D-1	-	-	1	1	2
P-5	-	-	-	1	1
P-4	2	-	-	5	7
P-3	1	-	-	2	3
P-2/1	-	-	-	1	1
Subtotal	3	-	1	10	14
General Service					
Principal level	-	-	-	-	-
Other level	1	1	1	4	7
Subtotal	1	1	1	4	7
Total	4	1	2	14	21

(f) Integrated Programme and Oversight Branch

26. All posts currently approved for the Integrated Programming Unit of the Division for Operations and the regional desks (Technical Cooperation Sections I and II of the Division for Operations) will be pooled into the new Integrated Programme and Oversight Branch,⁴ which will be headed by the Deputy Director, Division for Operations (see table 6). The interregional advisers currently reporting to the Division for Treaty Affairs will also be grouped in this Branch. Furthermore, this Branch will be reinforced with an additional P-3 post funded from programme support cost resources previously located in the Monitoring and Support Unit of the Division for Operations. This realignment is meant to sharpen and consolidate the strategic, programming and oversight functions of headquarters-based field support teams. By combining the regional desks with the strategic functions spearheaded by the Integrated Programming Unit in the past year, UNODC will strengthen its operational engagement. The Branch will provide cross-cutting support across the two divisions' management, all thematic clusters and the field office network.

⁴ All staff from the regional desks, except two General Service (Other level) positions funded from programme support cost resources that would be redeployed from Technical Cooperation Section II to the Monitoring and Support Unit.

Table 6
Integrated Programme and Oversight Branch: staffing by category and source of funding

Category	Regular budget posts	Temporary posts			Total
		General-purpose funds	Programme support cost funds	Special-purpose funds	
Professional and above					
D-1	1	-	-	-	1
P-5	-	-	3	-	3
P-4	1	-	6	2	9
P-3	-	-	3	-	3
P-2/1	-	-	1	-	1
Subtotal	2	-	13	2	17
General Service					
Principal level	-	-	-	-	-
Other level	-	1	7	4	12
Subtotal	-	1	7	4	12
Total	2	1	20	6	29

(g) Monitoring and Support Unit

27. The existing Monitoring and Support Unit of the Division for Operations will be reinforced by two additional staff from the regional desk (see footnote 4) and through the redeployment of one General Service (Other level) post funded from the regular budget and currently approved for the Office of the Director, Division for Treaty Affairs. The Unit will be placed for administrative purposes under the Office of the Director, Division for Operations, but will provide cross-cutting support across both divisions' management.

(h) Secretariat to the Governing Bodies Section

28. All posts in the Policy Support Section of the Division for Treaty Affairs will be placed in this cross-cutting group.

2. Impact of the realignment on the staffing table of the Office

29. It should be noted that, in the context of the realigned structure, the cross-functional groups (Integrated Programme and Oversight Branch, Monitoring and Support Unit and Secretariat to the Governing Bodies Section) will provide services to the Division for Operations, the Division for Treaty Affairs and the field network, in addition to working broadly with other UNODC divisions to promote greater integration of work.

30. The net result of the post movements described above is shown in table 7. Specifically, the staffing table of the Division for Treaty Affairs will increase by 3 posts funded by the regular budget, 1 post funded by general-purpose resources, 1 post funded by programme support cost resources and 19 posts funded by special-purpose resources; and the staffing table of the Division for Operations will be reduced by the same number of posts.

Table 7
United Nations Office on Drugs and Crime: staffing by component/division and source of funding

Component/Division	Temporary posts ^b										
	Regular budget posts ^a		General-purpose funds		Programme support cost funds		Special-purpose funds ^b		Total		
	Current	Proposed	Current	Proposed	Current	Proposed	Current	Proposed	Current	Proposed	
Executive direction and management											
Office of the Executive Director	11	11	3	3	-	-	2	2	16	16	
Programme of work											
Division for Treaty Affairs	74	77	-	1	-	1	39	58	113	137	
Division for Policy Analysis and Public Affairs	24	24	27	27	-	-	19	19	70	70	
Division for Operations	22	19	28	27	116	115	114	95	280	256	
Programme support											
Division for Management	91	91	7	7	40	40	22	22	160	160	
Total	222	222	65	65	156	156	196	196	639	639	

^a Includes regular budget posts contained in sections 1, 16 and 28F of the programme budget for 2010-2011.

^b Includes posts funded from special-purpose funds in the staffing tables and encumbered as of 20 January 2010. Many of these posts are of a temporary nature, and the level of such posts is subject to frequent changes. Positions funded by special-purpose resources and administered by the United Nations Development Programme are not included.

C. Relation to the strategic framework for the period 2010-2011

31. There is no change in the context of the strategic framework for the period 2010-2011. The thematic and regional programme approach will be reflected in the proposed strategic framework for the period 2012-2013.

II. Establishment of an independent evaluation unit and sustainability of the Strategic Planning Unit

32. In Commission on Narcotic Drugs resolution 52/14 and Commission on Crime Prevention and Criminal Justice resolution 18/6, the Commissions requested the Executive Director of UNODC to report on the implementation of paragraphs 16-18 of those resolutions, including on the sustainable and predictable financing of the head of the Strategic Planning Unit in the future.

A. Re-establishment of the Independent Evaluation Unit

33. Pursuant to paragraph 16 (a) of the resolutions, the regular budget post at the P-5 level, corresponding to the Chief, Strategic Planning Unit, has been redeployed from subprogramme 2, Policy and trend analysis, to Executive direction and management, and the Chief, Independent Evaluation Unit, is being recruited. Upon recruitment of the Chief of the Unit, UNODC will be in a better position to implement paragraphs 16 and 18 of the resolutions. Nevertheless, in addition to the regular budget post at the P-5 level, voluntary contributions are required for in-depth evaluations and a sustainable, effective and operationally independent evaluation unit. For the Unit to be fully operational and implement the workplan for the biennium 2010-2011 of which the Commissions took note in paragraph 20 of the resolutions, extrabudgetary resources would be required to provide for five positions (one P-4, one P-3, one P-2 and two General Service (Other level)) and an operational budget for evaluation work. This represents a requirement of \$1,560,000 per biennium. The current level of voluntary contributions available for evaluation being \$800,000, an additional \$760,000 is required to ensure the effective functioning of the Unit in the biennium 2010-2011.

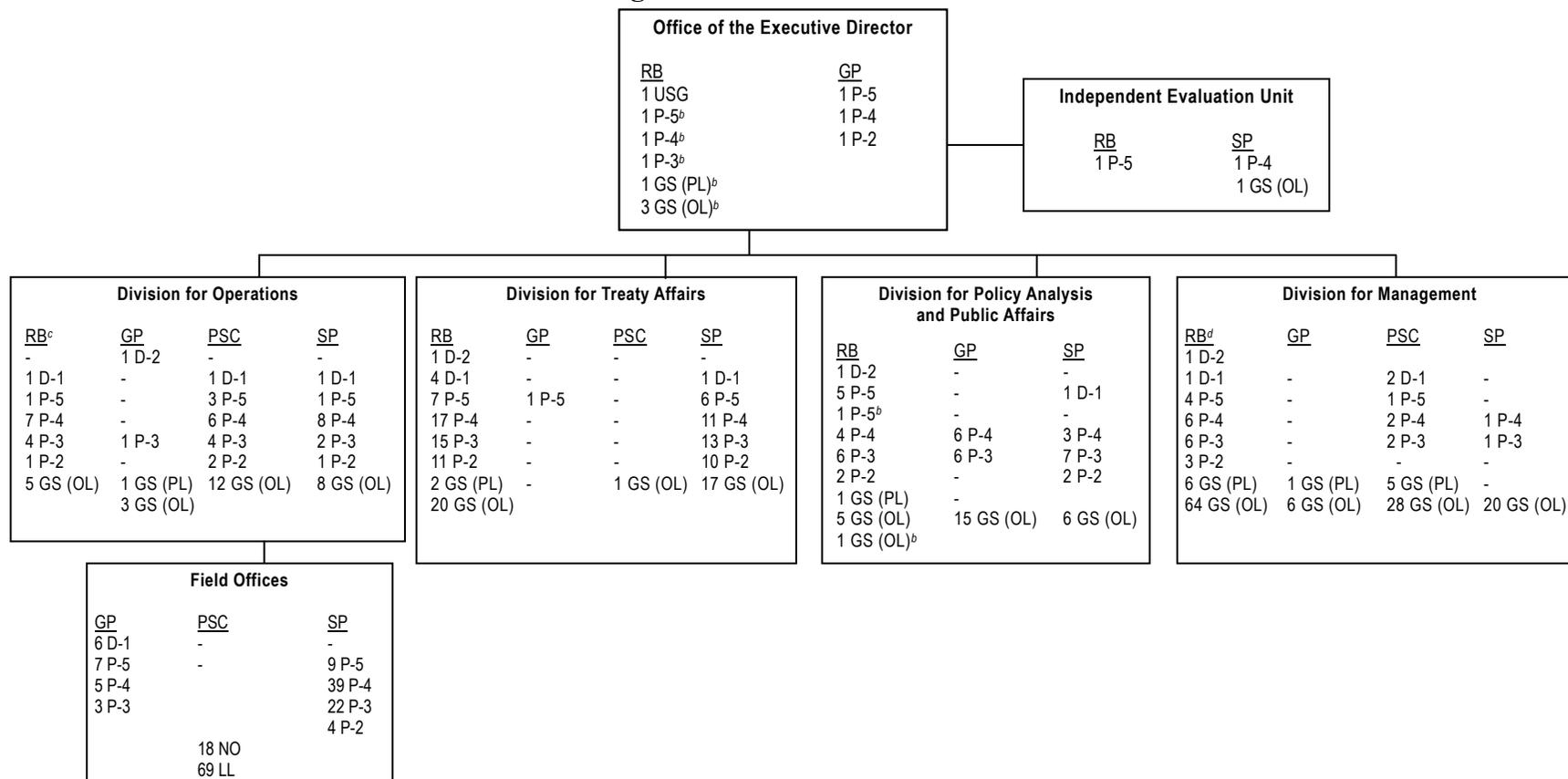
B. Sustainability of the Strategic Planning Unit

34. As a consequence of the redeployment of the regular budget post at the P-5 level (Chief, Strategic Planning Unit), the Strategic Planning Unit is fully funded from voluntary contributions. In accordance with paragraph 17 of the resolutions, to ensure the sustainability of the Unit, consistent with the importance of the functions performed by it, extrabudgetary resources are required to provide for six positions (one P-5, one P-4, one P-3, one P-2 and two General Service (Other level)) and an operational budget. This represents a requirement of \$1,680,000 per biennium to be funded from voluntary contributions. The current level of voluntary contributions available for strategic planning being \$739,200, an additional \$940,800 is required to ensure the effective functioning of the Unit in the biennium 2010-2011.

35. In the resolutions, the Commissions also invited Member States to increase general-purpose contributions to restore and strengthen the functions and activities discontinued in the biennium 2008-2009. One of the functions discontinued was that of the Chief, Policy Analysis and Research Branch. The report of the Executive Director on the consolidated budget for the biennium 2010-2011 for UNODC referred to the difficulties that would be encountered by that Branch due to abolition of the post (E/CN.7/2009/13-E/CN.15/2009/23, para. 46 (a)). Accordingly, given some flexibility in extrabudgetary contributions, it is proposed that the D-1 post of Chief, Policy Analysis and Research Branch, be reinstated. It is anticipated that the realignment of the Division for Operations and the Division for Treaty Affairs will result in changes to the programme structure that will have an impact on the structure and composition of the Division for Policy Analysis and Public Affairs.

United Nations Office on Drugs and Crime: organizational structure and post distribution^a

A. United Nations Office on Drugs and Crime overall



Abbreviations: GP, general-purpose funds; GS (OL), General Service (Other level); GS (PL), General Service (Principal level); LL, Local level; PSC, programme support cost funds; SP, special-purpose funds; NPO, National Professional Officer; RB, regular budget; USG, Under-Secretary-General.

^a Does not include Associate Experts.

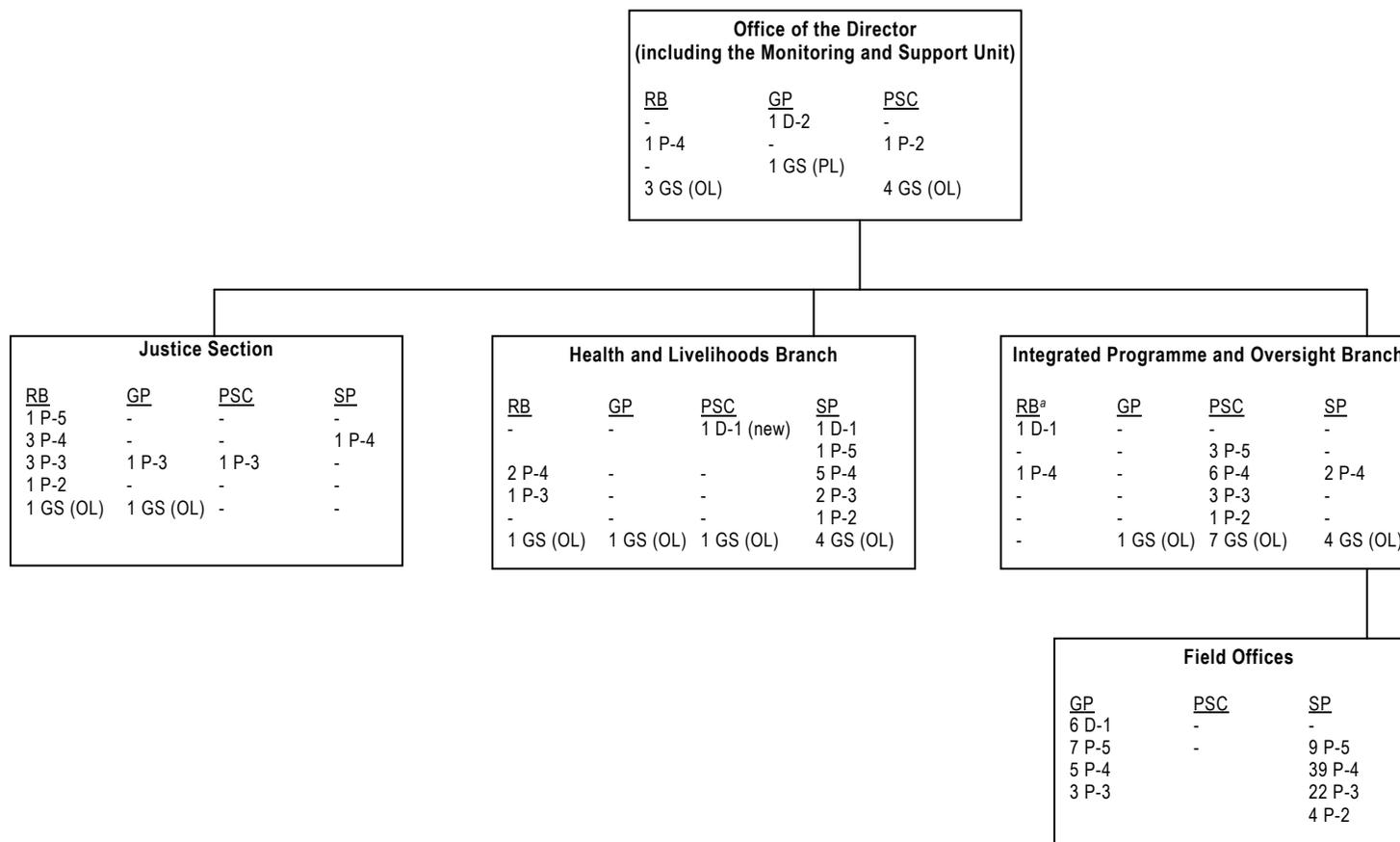
^b Posts funded from the regular budget, section 1, Office of the Director General, Vienna.

^c Does not include two General Temporary Assistance positions (one L-6 and one L-5) funded from the regular budget, section 22, Regular programme of technical cooperation.

^d Posts funded from the regular budget, section 28F, Administration, Vienna.

B. Division for Operations

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^a Does not include two General Temporary Assistance positions (one L-6 and one L-5) funded from the regular budget, section 22, Regular programme of technical cooperation.

C. Division for Treaty Affairs

