



CF/RAI/USAA/DB01/HS/2003-00099

Full Item Register Number [auto] **CF/RAI/USAA/DB01/HS/2003-00099**

ExRef: Document Series/Year/Number **CF/SP/M/1994-001/Ch12**

Record Item Title

UNICEF Management Study, Chapter XII [12] = Structure, Dec 30, 1994

Date Created / on Item **30-Dec-1994** Date Registered **19-Sep-2003** Date Closed/Superceeded

Primary Contact **Booz, Allen & Hammilton Inc.**
Owner Location **Record & Archive Manage Related Functions=80669443**
Home Location **History Related Records =60909132**
Current Location **CF/RAF/ZW/T870_-____-539177189 > ISS - Records Man**

Fd1: Type: IN, OUT, INTERNAL?
Fd2: Lang ?Sender Ref or Cross Ref
F3: Format

Container Record **CF/RAF/ZW/T870_-____-539177189**
Container Record (Title) **UNICEF Management Study Task Force Executive Summary This is one**

N1: Numb of pages **23** N2: Doc Year **0** N3: Doc Number **0**

Full GCG Code Plan Number
Record GCG File Plan

Da1:Date Published Da2:Date Received Date 3 Priority

Record Type **A02a Item Hist Corr - CF/RAI/USAA/DB01/HS**

DOS File Name

Electronic Details **No Document**

Alt Bar code = RAMP-TRIM Record Number **CF/RAI/USAA/DB01/HS/2003-00099**

Notes

Marked by vendor as confidential, Internal Use Only."this report is confidential and intended solely for use and information fo the the client to whom it is addressed. But quite freely available to UNICEF etc. See related . report to the Executive Board on 03 October 1994

Print Name of Person Submit Images

Signature of Person Submit

Number of images without cover

JOHN MANFREDI

John Manfredi

24

BLANK PAGE

Back of

Cover Sheet

CF/SP/M/1994-001/ch12

XII. STRUCTURE

Blank Page

STRUCTURE PERMITS US TO GROUP RESOURCES AND ACCOUNTABILITIES TO BEST RESPOND TO STRATEGIC NEEDS AND POLICIES

There is never “only one way” to structure an institution

- We will present most recommendable ways
- But special situations may require adapting alternative solutions

Such adaptation should not be perceived as an abandonment of the change program

- As long as the guiding priorities are respected
- Certain roles should be defended to the fullest extent possible against political expediency; we will identify these

But we are realistic enough to know that in certain situations other priorities become significant in international institutions

On the next page, we will cite the strategy and policy goals of restructuring at UNICEF

HERE IN BRIEF ARE THE STRATEGY AND POLICY GUIDELINES WHICH EMERGE FROM THE MANAGEMENT STUDY:

Institutionalize strong operational practices among senior team:

- Preserve visionary leadership at the top
- Provide support to the Executive Director for operational quality standards and implementing change
- Institutionalize strategic and operational planning and monitoring

Increase resources against critical functions:

- Focus intensified resources on finance, systems and administrative functions
- Re-launch new, dynamic approaches to modern human resource practices
- Revitalize greeting card business with commercial business approaches

GUIDELINES, CONTINUED...

Fortify "front-line" system:

- Bring new leadership to field management, and exploit important relationship among Emergency, Supply and Field Operations – (also high profile for emergencies)
- Clarify the role of the Regional Office, reporting relations in the field, sector desks, etc.

Increase knowledge center strength:

- Establish UNICEF as primary advocate for children; increase access to state of the art developments and interventions

Codify public relations functions

- Facilitate consistency of messages between different points of contact with public

Increase influence on National Committee activities

Increase reliability of field data reporting

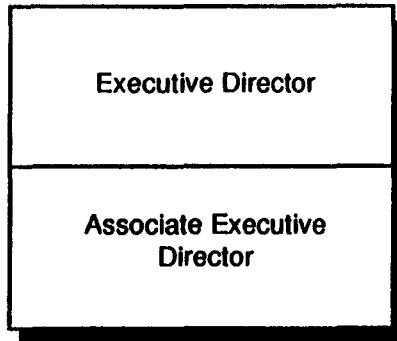
Improve productivity throughout the organization

AT THE CORE OF THE STUDY: THE EXECUTIVE DIRECTOR'S JOB IS TOO COMPLEX AND DEMANDING FOR ANY ONE PERSON

We consider the addition of an Associate Executive Director indispensable, with particular focus on:

- Ensuring highly professional administrative standards
- Presiding over the change process long-term

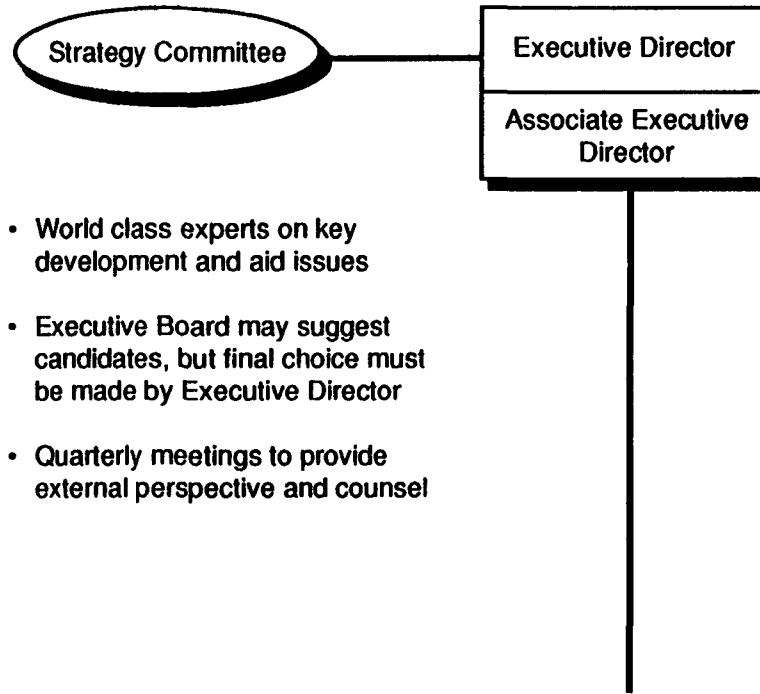
"OFFICE OF THE EXECUTIVE DIRECTOR"



- Preserve externally-focused visionary and advocacy role mastered by Jim Grant
- Establish support role focused on bringing transparency, accountability and process excellence to UNICEF capabilities
- **In an ideal world**, the Executive Director role would be positioned as that of a dynamic Mr./Ms. "Outside" along the lines of the Jim Grant model
- In an ideal world, the Associate Executive Director would be a highly **qualified hands-on administrator** with a high level of experience in running big, complex institutions. And the person would not normally be a political appointee. High professional qualifications and good experience "fit" are critical
- However, this is not always entirely possible. The governance role of the Board should include ensuring that this skill mix is sound

UCFORE (1) PM019 • 12/94/NY.R

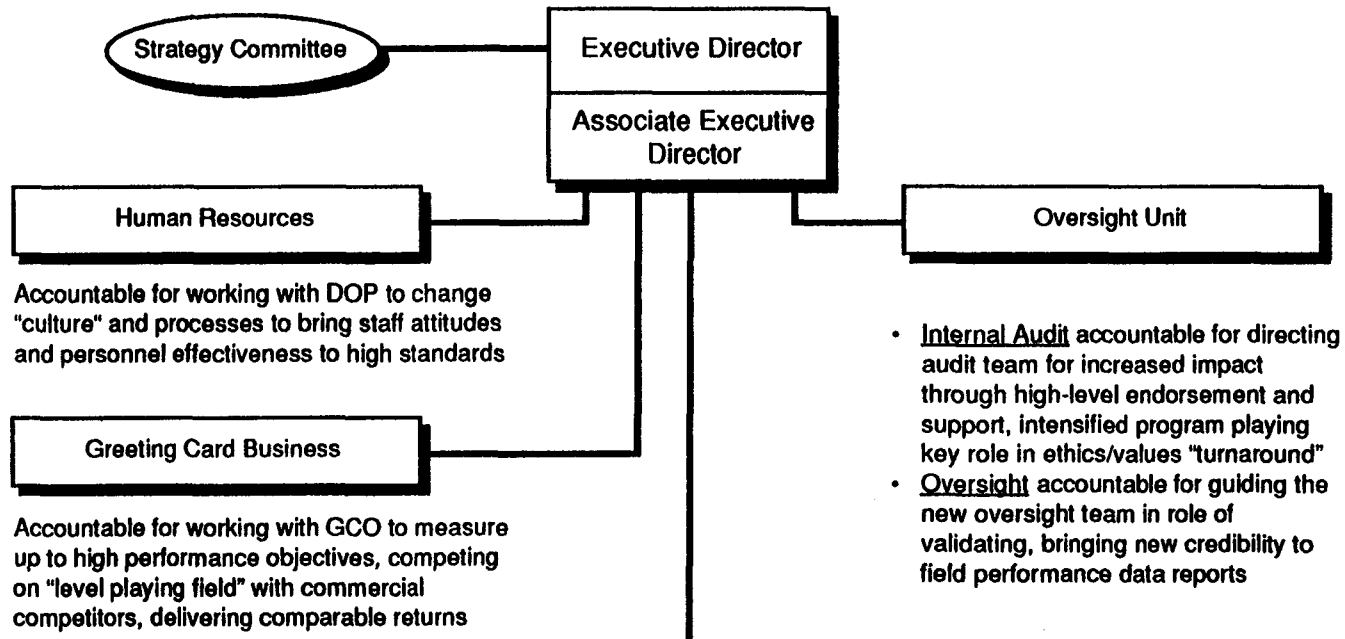
STRATEGY COMMITTEE TO PROVIDE BROAD COUNSEL ON SUBSTANTIAL STRATEGIC CHOICES. EXECUTIVE BOARD IS OF COUNSEL ON MAJOR GOVERNANCE ISSUES, BUT DOES NOT PRETEND TO CONSIST OF SOCIAL/TECHNICAL EXPERTS



- World class experts on key development and aid issues
- Executive Board may suggest candidates, but final choice must be made by Executive Director
- Quarterly meetings to provide external perspective and counsel

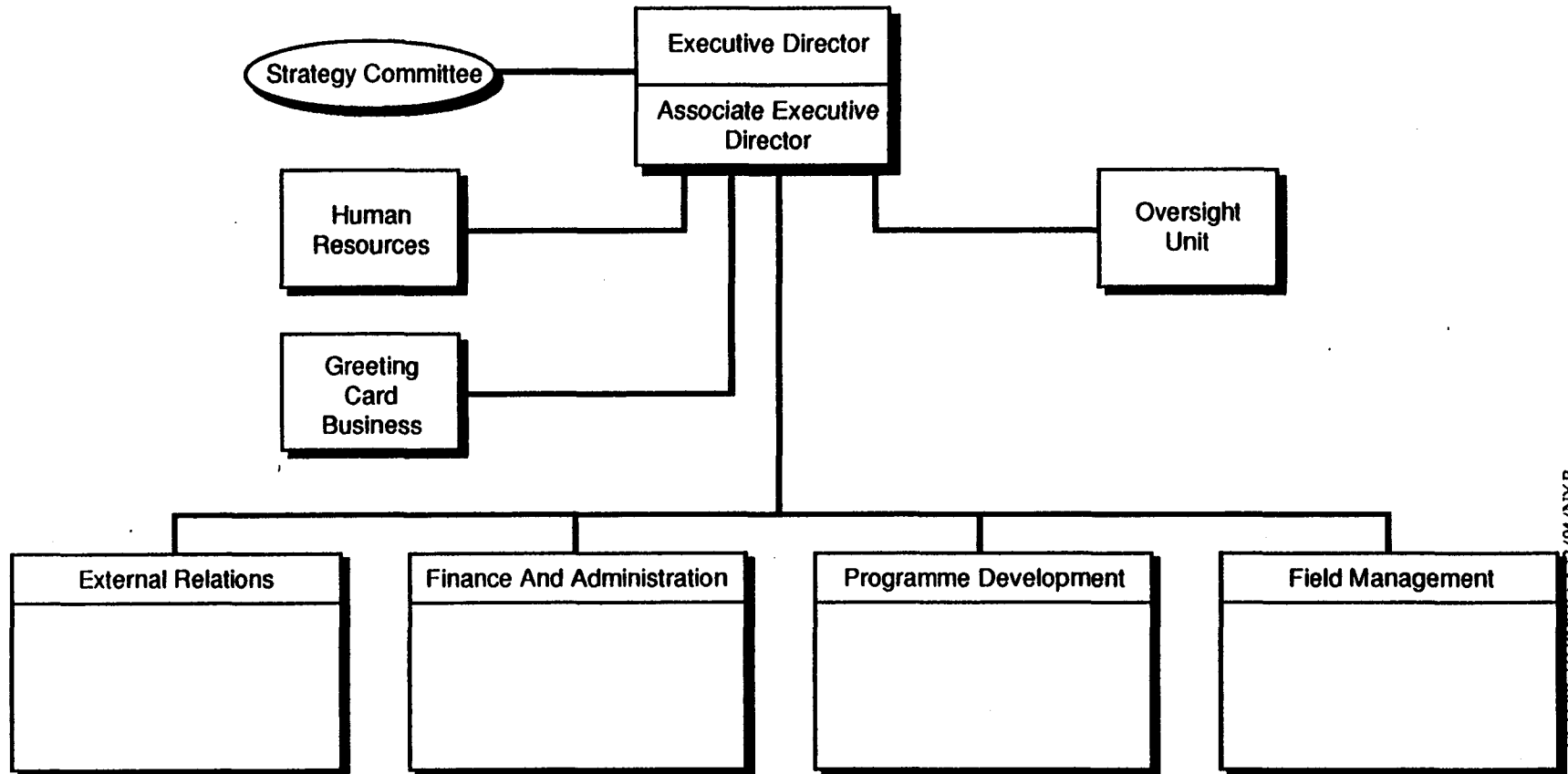
UCFORE (1) PM018 • 12/94/NY.R

THE ASSOCIATE EXECUTIVE DIRECTOR'S ROLE PERMITS NEW LEADERSHIP FOR ACTIVITIES WHICH DEMAND HIGH STANDARDS FOR ACCOUNTABILITY AND EXCELLENCE OF PERFORMANCE



UCFORE (I) PM017 • 12/94/NY.R

FOR ALL PRACTICAL PURPOSES, PROGRAMME DIVISION HAS IN EFFECT BEEN OVERSEEING COUNTRIES AND REGIONS. TIME HAS COME TO POSITION FIELD AS A STANDALONE ENTITY



UCFORE (U) 12/94/NY.R

EACH OF THE FOUR GROUPS IS DETAILED ON THE PAGES THAT FOLLOW

Field...

COUNTRY EMPOWERMENT: A FUNDAMENTAL KEY TO SUCCESS. IMPORTANT TO STRENGTHEN SUPPORT, UPGRADE ACCOUNTABILITY FOR OVERALL PERFORMANCE WITHOUT REDUCING ESSENTIAL COUNTRY STRENGTH

New concept of Field Management Group provides:

- Specific and dedicated accountability for overall field excellence
- Oversight and responsibility for adherence to approved policies and procedures
- Spokesperson for field interests and needs in dialogue with other Deputies and the Office of the Executive Director
- As leader of the Country and Regional Offices, the new Deputy is accountable for making Regions more integrated and valuable to country offices:
 - More effective and cost-efficient in supporting Country offices
 - More meaningful in their roles, bringing richer support to Countries
 - More authoritative in their positions (without impinging unduly on the “empowerment” principle)
 - Effective voices communicating downward the strategies and policies of UNICEF
 - Operators of a needed “checks and balances” capability

Regions...

TIMING IS RIGHT: SEIZE THIS OPPORTUNITY TO MOBILIZE REGION ROLE AFTER 20 YEARS OF UNCERTAIN AND UNAPPRECIATED POSITIONING; MAKE IT A FORCE FOR “VALUE ADDED” RATHER THAN REPUTED “FIFTH WHEEL” ROLE

- Remarkable number of Country Reps call for abolishing regions: “I go to New York where the decisions are made”
- Where regions are successful, it’s not because of the support they get or the logic of the structure, it’s because of the personality and style of the region head. “They know I’ve been around. They trust me.”
- The Executive Director calls them “my eyes and ears”
 - But 300 sets of eyes and ears make for a fragmented, complex structure and they are expensive – especially when the demands and expectations are modest
 - In staff survey, region personnel indicated less pride in their work than others
- “Like many UN agencies, UNICEF may be a little overstaffed (...in administration and support services) although it is far more efficient than most other UN agencies in the field. Headquarters could be streamlined to perform support and public advocacy functions. The regional offices could perform many of the country support functions. Overall, there is ... scope for improved efficiencies...”

International Authority, Population and Development Studies

CONCLUSION: THE REGIONS ARE (A) UNDERUSED, (B) OVERSTAFFED, (C) NEEDED TO BRING NEW ORDER TO THE FIELD ORGANIZATION

Regions...

REGION OFFICERS BECOME TEAM LEADERS, COUNSELORS AND QUALITY CONTROLLERS IN STRENGTHENED FIELD DIVISION; EMPOWERED TO POINT JUST SHORT OF MAKING COUNTRY REPS' DECISIONS FOR THEM

Concrete activities which help increase success in country offices

- Program monitoring necessarily in countries: needed to run programs
 - But program evaluation becomes a region activity; inappropriate that countries evaluate themselves
 - Collaborate with HQ evaluation team; build network of qualified external sources for running evaluations
- Support country programming process and CPR
 - Shape regional input to negotiating regional/local goals; bring region overview to CPR process
- Provide technical support on cost-effective basis
 - Survey offices to establish tough-mindedly how much technical support is really needed
 - Make cost/value trade-offs. Avoid duplication with stand-alone offices
 - Focus on limited number of primary sector areas, eliminate inflation, duplication
- Support local offices and HQ by building a region “constituency”. Use external region conferences for region-level influence building advocacy

Regions...

REGIONS SHOULD HAVE TWO VITAL RESPONSIBILITIES THAT HAVE TO DO WITH QUALITY, COMPLIANCE AND CHANGE

- (1) Ensure adherence to UNICEF guidelines on correct practice for operational matters such as finance, human resources, IRM, OAM, etc.
 - Ensure HQ rules are being respected. Press for transparency, accountability
 - Play lead role in eliminating known “bad practices”
 - Follow up in region for implementation of auditors’ recommendations, etc.

- (2) Assume responsibility within the region for being *primary change agent* in implementing the new “turnaround” program that derives from the Management Review
 - Guiding others in implementing renewal program is role of highest importance

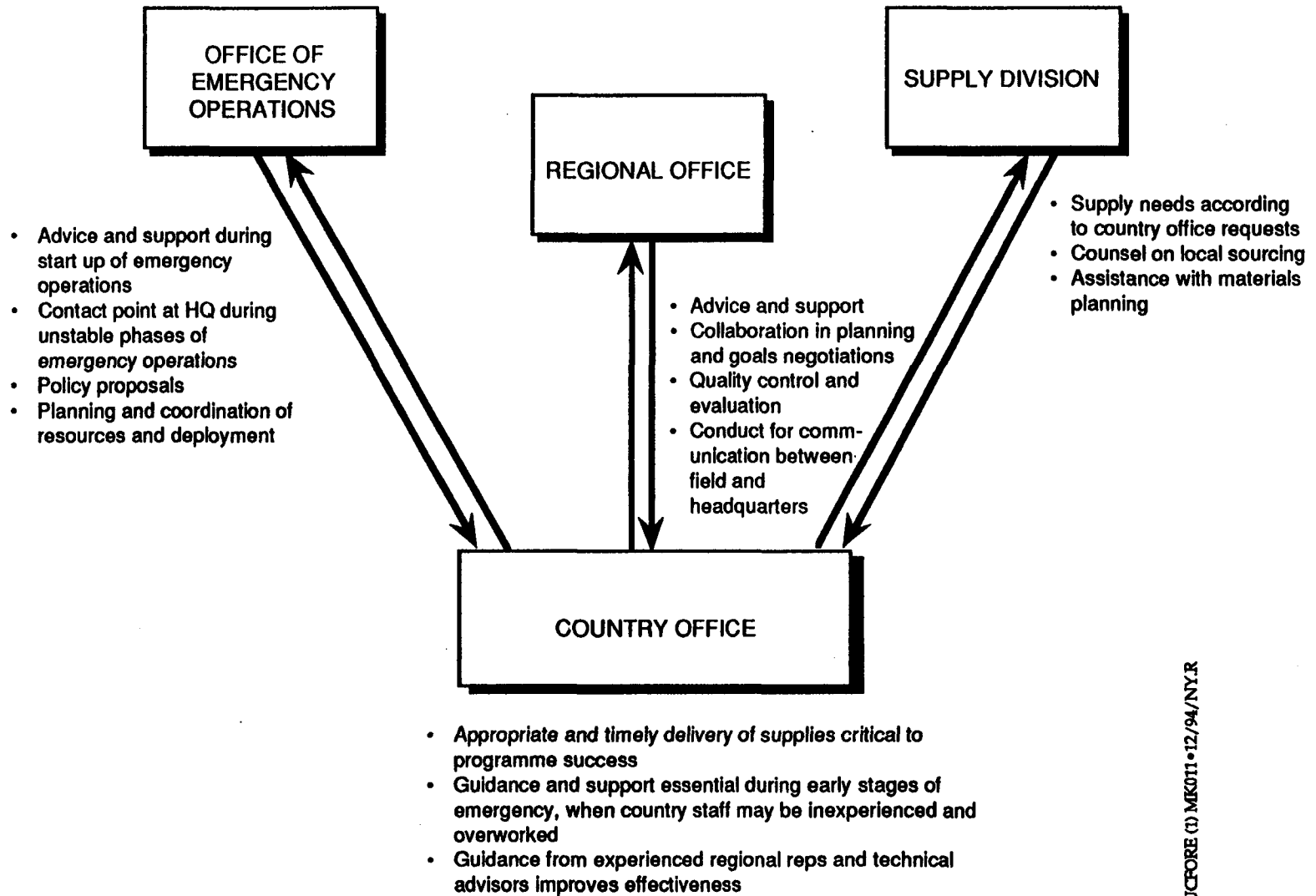
...AND OF COURSE, CONTINUE TRADITIONAL ROLE OF COUNSELOR, COACH, “FATHER CONFESSOR” TO COUNTRY REPS. (THESE ARE HIGHLIGHTS. FULL JOB DESCRIPTION WILL COME FROM REGION WORKSHOP) .

RECOMMENDED APPROACH TO REGION ECONOMIES AND WORKLOAD FACTOR: GET COSTS SIGNIFICANTLY DOWN, THEN CONSIDER INCREASING NUMBER OF REGIONS

- Region activities should be focused, simplified, to produce office size of 20 - 30 people rather than present 50 or more
 - In our view, this is more consistent with the activities and the demand for services indicated here, as well as impending changes in funds available
- Then re-examine workload and support needs
 - Present structure was determined top-down based on management priorities, political issues, etc., not bottom-up based on workload, local needs, etc.
- Redefine structure, especially in cases where countries served number toward 23-25. Factors to consider:
 - Language mix
 - Development level
 - Country alliances
 - Work agenda as on preceding pages
- 2-3 more regions might be justifiable as a result
- But: important to produce substantial savings first, not after, such move
 - Even with 9 offices, total staff should come down 15 - 20%
 - Key job of new head of Field Management Group

Field...

EMERGENCY AND SUPPLY ARE BOTH INTEGRAL TO SUCCESSFUL FIELD ACTIVITIES



UCFORE (1) MK011 • 12/94/NY.R

Field...

FIELD MANAGEMENT GROUP ALSO TO INCLUDE CENTRAL DATA GATHERING AND EVALUATION RESOURCES AT HEADQUARTERS

- Data Gathering and Statistics unit to gather in a consolidated manner all monitoring figures used by Headquarters staff
- This group derives from today's Programme Statistics, but differs in some fundamental ways
 - Gathers data for a larger variety of uses; handles requests from others in Headquarters and disburses results when available
 - Does not do extensive analysis; assessment of data done by Programme Development group (discussed next)
 - Does not perform financial/accounting functions
 - Present arrangement allows Programme management to move funds without transparency and accountability
 - Financial functions of Programme Statistics to move to DFM
- Evaluation and Research unit to prepare annual program of country office evaluations
 - Coordinate and set guidelines for regional office management
 - Maintain lessons learned databases; disseminate learnings
- Programme Information Management Unit in Field Division for now – but to be evaluated by external experts conducting review of overall information systems mission and approaches (see Chapter XI)
- Social Policy and Economic Analysis contribution unclear; candidate for redeployment

Field...

SECTOR DESK FUNCTIONS NOW FIT BEST AT REGIONAL LEVEL OR IN OFFICE OF NEW DEPUTY FOR FIELD MANAGEMENT GROUP

- Regions to assume primary responsibility for supporting the CPR process (although final signoff would not occur in the regions – rather in collaboration between head of Field and Programme Development groups)
- Deputy, Field, has a broad mandate, and limited number of sector staff could be deployed to support team
- Improved management of functions identified throughout this study should markedly reduce the level of traffic between field offices and headquarters – reducing need for so-called “post-box” function

Examples include:

- Reducing headquarters technical advisor intervention
- Consolidating requests for operating data

PROGRAMME DEVELOPMENT GROUP AT HEADQUARTERS TO IMPROVE UNICEF'S POSITION FOR ADVOCACY TO 2000 AND BEYOND

- Small, core staff of technical/policy advisors focused on building knowledge centers and preparing policy documentation on intervention approaches
- ICDC, strengthened to help establish UNICEF as the primary advocate for children (as urged by NGOs and others worldwide)
- Planning and Coordination office to propose sector priorities and policies – in collaboration with Executive Director, Strategy Council and technical/policy advisors

CLOSE COLLABORATION BETWEEN FIELD MANAGEMENT AND PROGRAMME DEVELOPMENT DEPUTIES WILL BE ESSENTIAL TO SUCCESS

- The two functions are necessarily interdependent
 - As UNICEF's history attests, there is a danger of the policy group becoming isolated if close relations with the field organization are not maintained
 - Likewise, a field group too removed from the knowledge center might operate at less than peak effectiveness due to lack of qualified information
- The answer lies in the deputies, and their dedication to team work

Examples of shared agenda include:

- Exchange information about emerging issues – intervention options and needs at the local level
- Design pilots for field testing of newly identified interventions
- Develop criteria for CPR adequacy against both field programming concerns and technical/policy perspectives; jointly sign off on CPRs

THIS COLLABORATION IS FUNDAMENTAL – IF NEEDED, SENIOR MANAGEMENT MUST INTERVENE TO ENSURE COOPERATION

TURNING TO EXTERNAL RELATIONS, CREATE A SINGLE “COMMUNICATION” UNIT; INCREASE VISIBILITY AND ACTIVITY OF NATIONAL COMMITTEE MANAGEMENT

- Communication Division to include all the public relations and communication activities scattered throughout the organization – to increase coordination and reduce duplication
 - Division of Information
 - Division of Public Affairs
 - Programme Communication
 - Fundraising Materials Unit (GCO)
- Current National Committee section to report directly to Deputy – increase visibility and recognize importance for both fundraising and communication activities – as well as “New Alliances” hypothesized to react to anticipated fund shortages (see Delphi report)
- Private sector fundraising to remain in External Relations rather than move with the greeting card business
- GCO Regional Support Centres to be closed
 - Construct is redundant with the region office structure; increases building and administrative costs
 - Advisors who work with field offices to move to the appropriate regional offices

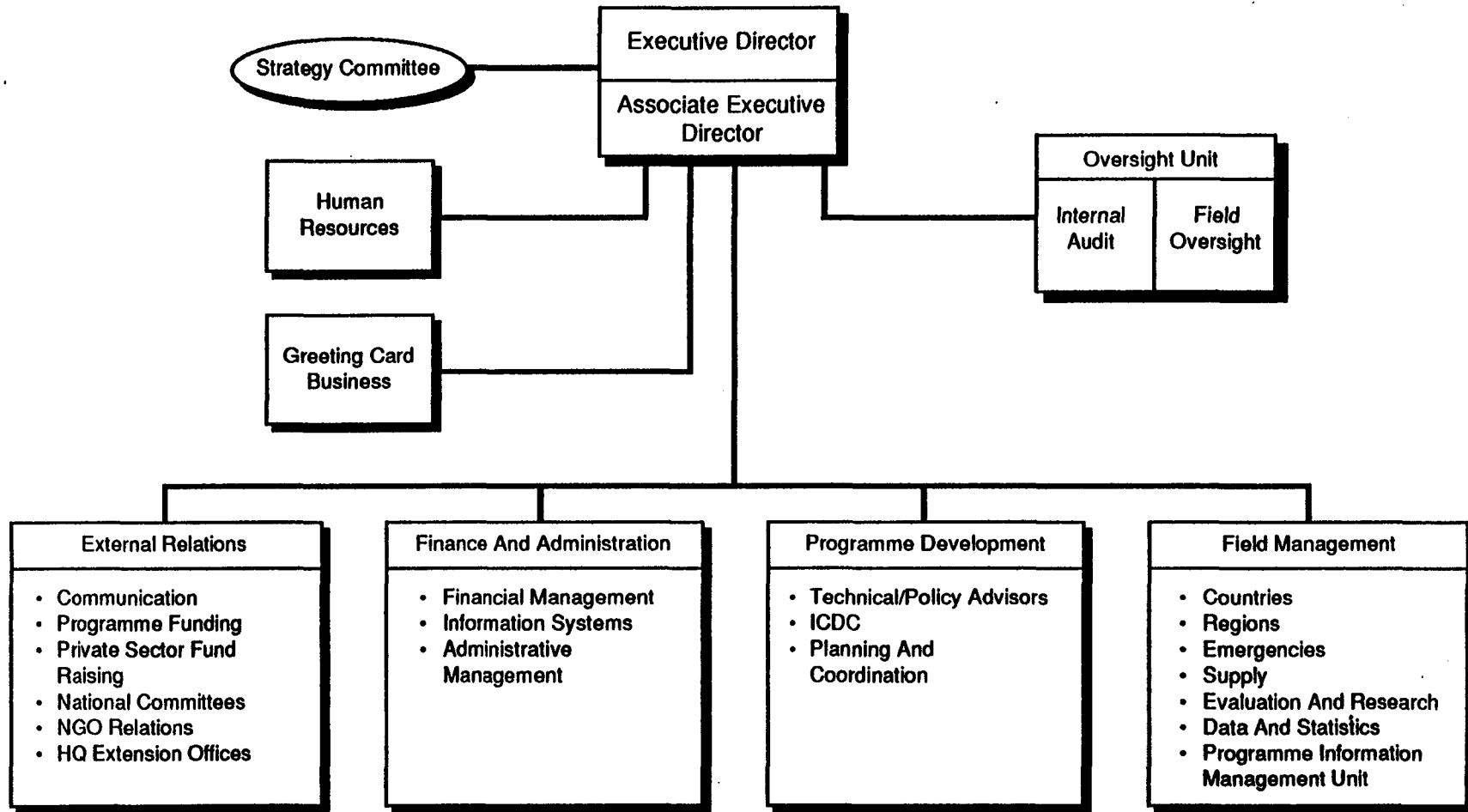
Operations...

IN THE OPERATIONS AREA, REPOSITIONING HUMAN RESOURCES AND SUPPLY LEAVES A MORE MANAGEABLE MANDATE – FINANCE AND IRM ARE BOTH HIGH PRIORITY IMPROVEMENT AREAS

- Creating fully transparent financial reports and the systems to support them will be a substantial project
- Likewise, reexamining the mission and approach to information systems will require significant time and attention
- Expert external counsel recommended in both of these areas; coordinating these projects will require attention from both the Deputy and new Associate Executive Director

THESE IMPROVEMENTS ARE TOO CRITICAL FOR THE ORGANIZATION TO RISK OVERLOADING THE RESPONSIBLE DEPUTY

THE REVISED ORGANIZATION:



UCFORE (1) PM016 • 12/94/NY.R

Note: This is "ideal" recommended structure. Assignment of responsibilities between Executive Director and Associate can be negotiated between them if particular circumstances require

THE PROPOSED STRUCTURE INCLUDES ADDITIONS OF TWO HIGH-PROFILE POSITIONS, ALONG WITH REDUCTIONS THROUGHOUT THE ORGANIZATION

ADDITIONS	REDUCTIONS
<ul style="list-style-type: none"> • Associate Executive Director 	<ul style="list-style-type: none"> • Regional Offices to be half or even one-third current size
<ul style="list-style-type: none"> • Deputy, Field Management Group 	<ul style="list-style-type: none"> • Geographic Sector Desks to be eliminated, some staff redeployed
<ul style="list-style-type: none"> • Additional capabilities needed could be addressed with limited headcount additions (including external hires) or outsourcings (additional regions, if any, would be staffed with transfers) 	<ul style="list-style-type: none"> • Technical Sector advisors dramatically reduced, about 25% of staff to remain • Reductions throughout due to revised Personnel practices: <ul style="list-style-type: none"> – Philosophy of zero growth, retraining versus hiring new – New discipline in PERs to push poor performers out – Reduction in use of retired staff, temporary and consultants – Use of project contracts in a manner more consistent with definition – allow to expire when task no longer required or individual no longer productive

OPERATIONAL SAVINGS LIKELY AS A RESULT

- The consulting team has not conducted, nor been asked to conduct, a cost reduction study per se
- In working with other organizations, including private industry and the military, we typically find that if more than 5 years have passed since the last cost reduction exercise, there are opportunities to reduce costs by at least 15%
- It would be unreasonable to expect UNICEF to reach the 15% level, given the constraints associated with being a UN agency, its personnel practices and so forth
- However, if one held UNICEF to one-third the target, or a 5% reduction in that would translate to roughly \$25M in savings
 - Reduction of this magnitude does not happen overnight
 - Implementing structural process and human resource changes, with an eye toward staff reduction over time, would allow progress toward this goal
- Primary and focal responsibility for productivity improvements belong in the mission of the new Associate Executive Director