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Notes
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XV. IMPLEMENTATION

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THE GREATEST CHALLENGE: IMPLEMENTATION

- The hopes of the secretariat and the Board, dedicated contributions of a thousand people, plus NGO friends, Delphi panel members and many others could all have been for naught if implementation were to fail

- Not to mention the negative impact on the morale and motivation of the staff if this initiative were to finish in "limbo": *"I told you so"*

- Particular challenge: process change in an environment that has not been "change-friendly" in the past

- But at the same time we are faced with an opportunity to demonstrate to the world that meaningful change CAN be brought about by committed leadership into UN institutions

FIRST, A SUMMARY OF RECOMMENDATIONS TO BE IMPLEMENTED:

Structure:
- Introduce an Associate Executive Director to provide qualified internal, administrative leadership at the highest level; retain external orientation in the Executive Director position
- Form a Strategy Committee comprised of external world class experts for broad counsel on substantive strategic choices
- Increase priority and accountability of Human Resources and Greeting Card business by having them report directly to the Associate Executive Director
- Introduce Oversight Group, including Internal Audit as well as "Field Oversight" to ensure integrity in performance data reporting
- Position Field Management Organization as a standalone entity, including Countries, Regions, Supply, Emergency, Evaluation and Research, Data and Statistics, and Programme Information
- Rely on Regions to be team leaders, counselors and quality controllers in Field Management unit; empowered to point just short of making country reps' decisions for them
- Redeploy Geographic Sector desk functions to Regions and Field Management group leadership
- Maintain Programme Policy and Development at Headquarters
- Create a single External Relations Communication unit
- Increase visibility and priority of National Committee management and NGO relations
- Increase Finance and Information Systems effectiveness as consequence of more focused group portfolio

SUMMARY OF RECOMMENDATIONS...

Mission and Emergencies:
- Reconsider overall mission, and emergencies in the context of mission, as demanded by pressures of UN reform and increasing level of emergency situations
- Clearly define nature of UNICEF's role in emergencies – options include selecting a particular functional role or using a spending cap over a period of years
- Improve operational effectiveness in emergencies, through increased preparedness, more proactive staff deployment, increased support to countries and increased cost effectiveness

NGOs and Other Agencies:
- Increase commitment to working with partners to better leverage UNICEF's skills and resources
- Promote this priority from the most senior levels in the organization
- Implement changes in daily country operations, such as including relevant NGOs in the programme planning process

SUMMARY OF RECOMMENDATIONS...

Human Resources:
- Focus attention on resolving distress level; restore integrity to key human resources processes
- Minimize redefinition of posts
- Revise rotation policy: limit required rotations; where required, enforce with few special concessions
- Simplify international professional recruiting process; minimize senior interventions
- Decouple merit recognition from post advancement process
- Implement thorough evaluation process for all staff; develop means to handle non-performers
- Clearly articulate staff development opportunities and "how-tos" for advancement, particularly for general service staff
- Link training programs to needed staff skills
- Update personnel policies manual; assess entitlement processing demands and reevaluate staffing as needed

SUMMARY OF RECOMMENDATIONS...

Programming:
- Focus headquarters technical advisors on maintaining expertise and developing policies
- Increase priority and urgency at ICDC; integrate into strategic planning process
- Technical advisors do not manage field priorities; this to be done by Field Management organization
- Introduce more checks on country representative accountability, through Field organization, including Regions, and Oversight group, including Internal Audit
- Shorten the country programme planning process; reduce cost and increase timeliness
- Increase mid-programme flexibility, through proactive use of midterm and annual reviews
- Consider conducting programme plans more often than once every five years
- Consolidate monitoring (data gathering) functions of all headquarters units
- Develop monitoring formats which acknowledge the operating complexities of UNICEF's work, including the inputs of governments and NGOs affecting results
- Rely on regions to bring new value, "checks and balances" to country evaluation process
- Continue building "lessons learned" database and build field use

SUMMARY OF RECOMMENDATIONS...

Global Goals:
- Introduce a collaborative process for goals definition on an ongoing basis; regions to coordinate country inputs for dialogue with headquarters
- Derive target levels based on analysis of technical possibilities and "best case" examples available
- Set differential target levels from the start to recognize different country starting points, rather than requiring a special concessions process
- Eliminate use of global funds (PF 90's) for headquarters staff (may require change in funding and Board approval procedures)
- Articulate clear principles for global funds allocation to field offices and implement in a transparent way
- Require explicit reporting on the use of global funds allocations toward goals objectives

Supply:
- Integrate Supply Division more effectively into the field operations of UNICEF rather than "spinning it off" as an outside, self-financing quasi-commercial operation
- Invest in systems analysis and re-engineering to improve productivity, delivery time and cost-effectiveness; information management will be an important element
- Develop operating policies aimed at high performance in terms of customer service levels to UNICEF emergencies and UNICEF country organizations before looking outward to broader customer base
- Institute improved monitoring to provide a continuous "read" on customer satisfaction

SUMMARY OF RECOMMENDATIONS...

Fundraising:
- Introduce more effective "traffic control" of country representatives to donor capitals
- Investigate potential improvements in supplemental donation processing, through joint development with donors of universal standards
- Separate greeting card business and private sector fundraising units; put qualified experience, know-how into each function
- Dedicate efforts to turnaround of greeting card business, including: focused efforts on high sales potential markets, streamlined design selection, improved inventory management and revised approaches to spurring creative market development
- Consider opportunities to expand product offerings substantially, to include items such as novelty items, toys, etc., with aid of marketing and retailing experts (avoid tax "pitfalls")
- Examine opportunities to reduce costs of private sector fundraising; consider National Committee commissions and other cost items
- Manage National Committees more proactively through (newly strengthened) External Relations manager
- Modify and manage National Committee commissions and costs over time

SUMMARY OF RECOMMENDATIONS...

Information and Communication:
- Integrate activities; install focal leadership in a single organization unit
- Create communication strategy guidelines drawn from UNICEF core mission and goals
- Restructure resources to facilitate coordination and internal support and coherence: simplify processes; fortify publication review process
- Ensure NY/Geneva operational cooperation and harmony
- Invest selectively in field effectiveness analyses, including survey of editors and journalists, at least once every 2 years
- Apply cost effectiveness criteria to media and editorial spending decisions; monitor funds, production costs, staff time; develop action plans by audience segment
- Introduce effective budgeting process and meaningful measurement process for communication results
- Help launch proactive program for supervising external relations activities of National Committees

SUMMARY OF RECOMMENDATIONS...

Financial Systems:
- Build "transparency" into UNICEF's value system; a standard for staff performance; not only "Is it right?" but also "Is it clear? Can it be understood? Can it be readily demonstrated?"
- Build transparency and accountability into process design and organization change criteria, e.g. the division of accounting responsibilities, responsibility for cash balances, etc.
- Eliminate double budgeting. Integrate programme and administrative budgets for country offices; develop a more analytical budgeting process
- Improve transparency in process for presenting multiple budgets to the Executive Board
- Implement improvements in global funds budgeting and reporting
- In collaboration with IRM, upgrade information systems in field and headquarters to facilitate field data submission, headquarters financial closures, etc.
- Modify headquarters organization structure to include all accounting functions; all budgeting within DFM
- Build field capabilities to handle transaction processing and monitoring
- Enforce policies re: reporting use of cash assistance

ˌSUMMARY OF RECOMMENDATIONS...

Information Systems:
- Generate strategic guidelines for information resource management; where IRM fits into profile of overall mandate and goals of UNICEF, including concepts of return on investment: "What is it worth for UNICEF to have "Capability X?"
- Conduct comprehensive review of IRM mission and business processes
- Undertake program and organization changes to address improvement opportunities, e.g., new assessment of outsourcing
- Implement business process changes to realize improvements in service levels
- Review Programme Manager in terms of scope, costs, and senior management support
- Re-evaluate Migration Project for cost/value relationship and business risk

Accountability and Cost Effectiveness:
- Through leadership, role-modeling, training and reinforcement, shape UNICEF's culture to one in which accountability is clear and taken seriously
- Empower auditors and oversight unit to monitor accountability, but depend even more on impact of overall "value system change"
- Principles of accountability apply to cost-effectiveness. As stewards of funds for children, all staff must assume accountability for prudent management of that trust
- Ensure that accountability principles are enforced by processes for appraisal, promotion, reward. Separate out personnel who are unable to honor that trust, at any level

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SUMMARY OF RECOMMENDATIONS...

Governance:
- Make conscious decision to launch a "new era" of support, collaboration, transparency and accountability between Board and Secretariat
- Review and redefine roles: Board priorities are policy, strategy and oversight; Secretariat priorities are strategy and effective management
- Develop basic strategy plan as key to dialogue
- Use meeting agenda as the "lever" which focuses the Board on the most important issues; consider agenda planning on annual cycle

THE KEY ISSUES TO BE ADDRESSED IN THE IMPLEMENTATION PROCESS

- Prioritization - deciding sequence for changes

- Organization - plotting out all the structural implications

- Communicating as early as possible - "campaign" prepared in advance

- Developing buy-in and "ownership"- sponsors and agents of change

- Designing the critical action plans - major staff involvement

- Active collaboration with managers and staff to produce change

- Monitoring and perfecting new structures and processes

- Periodic measurement of progress against goals and milestones

EACH OF THESE ISSUES WILL BE DISCUSSED BRIEFLY ON SUBSEQUENT PAGES...

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KEY ISSUES TO BE ADDRESSED:

Prioritization: This implementation undertaking involves attacking an old culture and processes that have built up over many, many years. It will take 2 years or more to make all needed changes. Impossible to undertake the broad horizon of changes on a broad front. Must lay out a "critical path" of sequential priorities. This should be influenced by practical issues such as urgency, resources, availability of key people, and very importantly the relative priority attached by the Executive Board and the leadership of the secretarial.

Organization: The structural changes will require much analysis and pre-planning. Some managers will have to be assisted in thinking through the implications of change in personal briefing sessions. Other structural changes will require accompanying process changes, and experience has demonstrated that the "workshops" contribute much to that aspect of the implementation. This reminds us to observe that <u>"improvised" implementation produces chaos. It must be planned with exquisite care before launching the program.</u>

KEY ISSUES...

Communicate: The communicating connected with this kind of program ranges from individual team meetings to newsletters, GSA meetings, announcement videos, etc - all "exquisitely" planned as well. The timing is particularly important. "Go public" too early and management may not be fully prepared. Do it late and the world will already know... but not well.

Ownership: The communication, the dialogue and the operating collaboration with secretariat personnel will have been successful if "buy-in" has been achieved. Buy-in means that a staff member says to himself/herself and others, "This is not being imposed. I believe in it." This is not an endangered idea in UNICEF. The workshop participants "bought in" solidly. It can be made to work.

Action Plans: We do not recommend going outside UNICEF and bringing in squads of professional "implementers". (When we refer to needed outside systems experts, they are not "implementers", of course.) It is indispensable that UNICEF staff "buy in" and participate in planning their own implementation plans. This is dealt with in both this chapter as well as the separate memorandum on implementation submitted to secretariat leaders in December.

KEY ISSUES...

Collaboration: Many a campaign like this died a-borning because the leadership "sent out word" to get the job done and were rarely seen thereafter. Executive body language is important: the bodies have to be seen. The leader of the change process must have a team of dedicated colleagues who will very visibly participate, share and encourage the staff at all levels.

New structures: Not withstanding all the preparation, implementation is a learning process too. Over the 2-3 years that this turnaround will take, UNICEF staff must be willing to experiment and change; accept that not everything works perfectly; must be willing to go back to the "drawing board" and try new answers, and in the process develop new structures, new processes, new solutions.

Measurement: All processes at UNICEF should be monitored and appraised and so should this one. As each major implementation element is articulated, the team should build into that unit of work, at the front end, the appropriate milestones and objectives that will permit measurements of success and the bases for replanning or corrective steps, during the course of the work.

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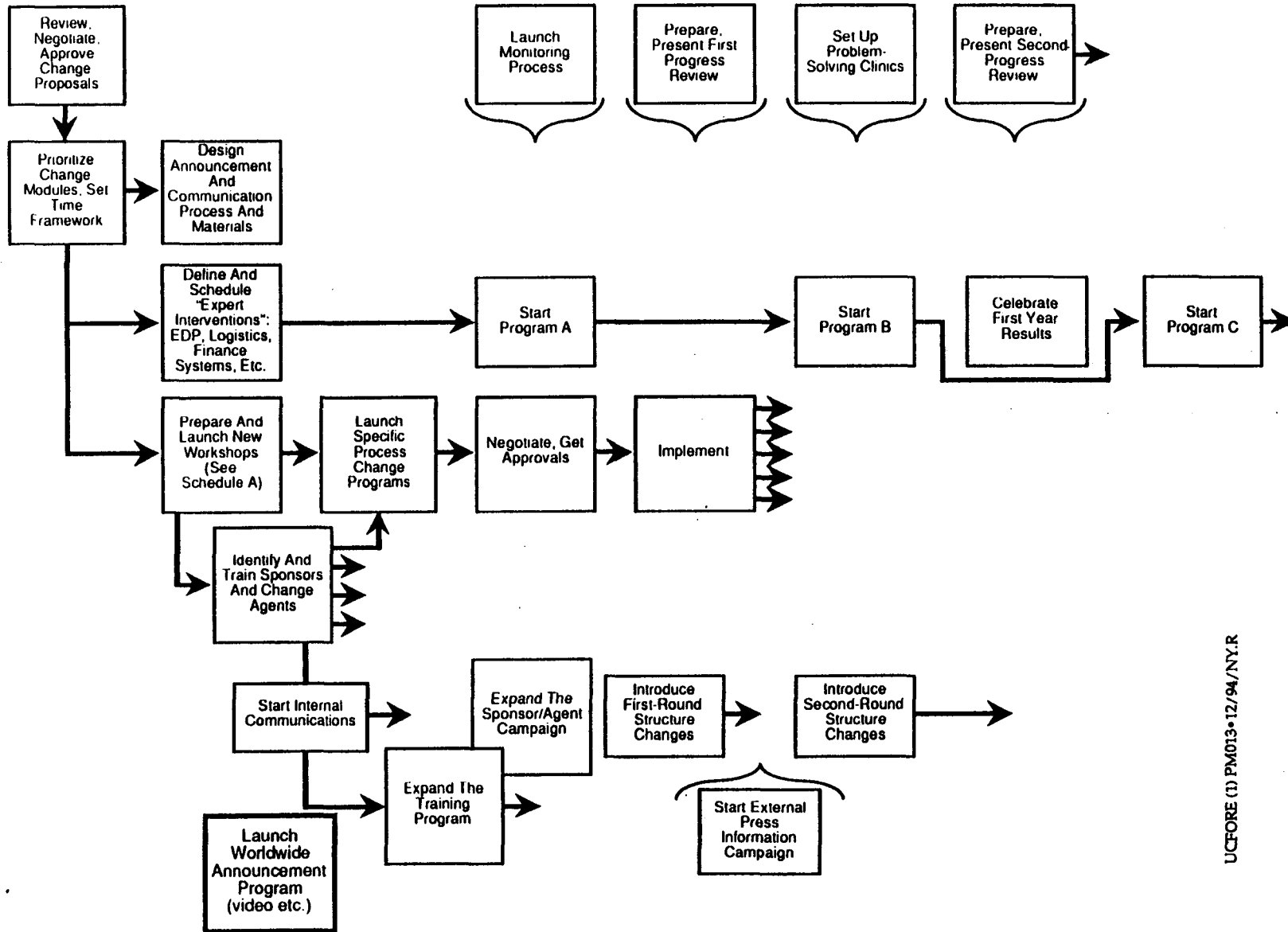
Implementation...

ROLE OF EXECUTIVE DIRECTOR IS CRITICAL TO IMPLEMENTATION SUCCESS

- For practical reasons, he may choose to delegate to another respected leader the role of "prime mover" of the change process

    - But it must be eminently clear that he is driving the change

    - Otherwise a negative signal that could handicap the program

- Indispensable that the change program be perceived as <u>HIS</u> program

- Executive Director must take some visible pro-active forward-looking steps to demonstrate seriousness about culture change: "It starts with me"

    - Then he can delegate to appointed Champion of change. "Here's a person I trust; I stand behind him/her.

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Examples...

HERE ARE EXAMPLES OF MAJOR CONTRIBUTIONS WHICH COULD BE UNDERTAKEN BY THE EXECUTIVE DIRECTOR:

- Makes video announcement to the organization about the importance and the rationale for the new change program

- Communicates priority to top management team, announced role of leader of change process

- Reviews names of candidates for team leadership and membership, congratulates the leaders

- Ensures that the Executive Board is engaged periodically to understand focus, direction and results, give counsel

- Holds private sessions with leader of change process and other key managers involved to share views, have one-on-one talks about being on the team and supporting the program.

WHOEVER AGREES TO TAKE ON THE ASSIGNMENT OF CHANGE LEADERSHIP IS IN FOR AN EXTREMELY CHALLENGING ASSIGNMENT

Major organization change involves

- Periods of low stability

- Times of high energy levels, sometimes difficult to channel

- Staff worries about who is in control of the situation

- Fatigue sets in, and people yearn for "the good old days"

- Conflicts occur as people find themselves in unfamiliar situations

Change leader will need fullest support from the key people near him/her in the organization.

RULE ONE FOR THE EXECUTIVE DIRECTOR AND HIS DELEGATED LEADER OF THE CHANGE PROCESS: ARTICULATE CLEARLY WHERE UNICEF IS HEADED

- Pronounce clearly the definition of the "desired state" - the destination of the change process

  - A credible picture

  - Why it's worth the trouble to get to that destination

  - The management study has assembled much of the rationale

- Values, culture and policy

- Strategy and priorities

- Organization and processes

- Major procedures

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SUPPORT OF THE CHANGE PROCESS IS A CHAIN REACTION

- Those at highest level must legitimize and advocate the change effort

  - Through word and example

- Their sponsorship should "cascade" down through the organization

- Deputies must be committed to change

  - And their direct reports

  - And theirs

  - And so on

  - Ultimately, a sponsorship chain extends to all individuals at all levels.

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IT WILL HELP TO INVOLVE AS MANY STAFF MEMBERS AS POSSIBLE "UP FRONT"

- *Impossible - and undesirable - to completely separate design from implementation*

- That is rationale of the three workshops already conducted (NGOs, Global Goals, Human Resources)

  - Today's "designers", future implementers/change agents - now 36

  - With same formula in 1995, 10 panels will produce 120 more change agents

  - Team participation was excellent. New workshops could be launched early in 1995

- Important implementation role of the workshops:

  - Probe issues
  - Propose priorities
  - Lay out implementation steps
  - Produce buy-in
  - Create change agents

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Outlook...

THERE IS REASON TO BE ENCOURAGED

- Lack of commitment of top management would have been an obvious threat

  - We have reason to hope this is not going to be a problem

- Encouraging attitude at the top: Executive Director and three Deputies have all spoken to us about

  - "Implementing change as quickly as possible"

  - <u>"Leaving a legacy of a renewed institution"</u>

- The institution at all levels has been outspoken in expressing its will for change

  Booz•Allen & Hamilton has been honored to serve UNICEF, its Board and its Secretariat. We appreciate the support and openness which this undertaking has received. We sincerely hope that the study will be the first step in a renaissance for UNICEF and its powerful vision for the future.

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