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MANAGEMENT SURVEY OF UNICEF

Note by the Executive Director

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GENERAL COMMENTS

1. The title of the management survey by the Scandinavian Institutes for Administrative Research (SIAR) before the Board (E/ICEF/AB/L.147), "The strengthening of the best traditions of UNICEF" summarizes, as the SIAR team has said in its letter of transmittal, "the leading ideas of the report".

2. In keeping with the SIAR method of work, the survey, though presented on SIAR's own responsibility, is the result of very extensive consultation between SIAR and the UNICEF secretariat at all levels. This consultation took place, essentially, in three stages: first, discussion with me and with a number of UNICEF staff on objectives and procedures for the survey; second, work with a number of staff groups as described in paragraph 5 of the report; and finally extensive consultation with me and a small group of senior staff on the draft report itself, including the action to be taken as a result. As the work progressed, we were able to reach a meeting of minds with SIAR on most points and, more important, accelerate a process of change which will be to the long-term benefit of UNICEF. Before discussing the substance of the report, I have four general comments to make:

(a) On the whole, and with a few reservations noted below, largely in nuance rather than important substance, I agree with the recommendations of the report;

(b) I should like, formally, to record my appreciation to SIAR for their great interest in UNICEF and devoted work on its behalf. This is evident, not only in the report itself, but in the very practical fact that they have given considerably more time to this endeavour than required by the strict terms of their contract;

(c) I should also like to record my appreciation to the Executive Board for its action in supporting this survey. It has been, as noted, a productive exercise in self-analysis allowing for participation by the staff and can result in strengthening of the organization as a whole; and

(d) Finally, I believe the staff of UNICEF - at headquarters and in the field - also deserve special commendation on this occasion. They have, in many countries, taken on additional work in the programme field as a result of the economic crisis and a series of natural disasters affecting children. Despite this, many have also given unstintingly of their time, energy and imagination to the management survey with a view to improving the organization as a whole. Their response has been, for me, a moving testimony to the inherent strength of UNICEF.

3. I feel that an important value of this exercise is that it has forced UNICEF to look squarely at some problems, of which we have been aware, but perhaps not adequately faced because of the need to give attention to programme matters, including emergencies, that seemed to have higher priority. It has reinforced our convictions as to the main lines along which the organization should develop, and enabled us to make a start toward doing more in this regard. I have in mind, particularly, such matters as further decentralization to the field, strengthening of personnel administration and more attention to sharing of valuable experience throughout the organization.

ACTION ON SIAR RECOMMENDATIONS

4. Since I generally agree with the recommendations, I shall not comment on each one separately. Rather, it may be more useful to group my remarks around what I consider to be the five major themes of the report on which further action is indicated. They are: strengthening of the field organization; the multi-centre principle, including the development of "knowledge networks"; the role and structure of headquarters; personnel management; and cost control.

Strengthening the field organization

5. From its inception, UNICEF has been essentially a field-oriented organization. In the first years, Europe was originally the "field" and the bulk of the staff was deployed there. Soon thereafter, when UNICEF turned its attention to the developing countries, the first regional office was not a level interposed between headquarters and the field, but rather a first extension of headquarters to the new field. This was rapidly followed by the creation of a series of area and country offices headed by UNICEF representatives, supported and, to some extent, directed by regional directors. In more recent years, this process of strengthening the field has continued. Thus, for example, from 1965 to 1975, the proportion of all posts in the manning table (international, national officers and general service) assigned to field offices, has increased from 63 per cent to 70 per cent, or 74 per cent if project personnel were added. During this decade, UNICEF expenditure increased from \$30 million in 1965 to a prospective \$130 million in 1975, i.e., by some 330 per cent while total manning table staff increased by only some 41 per cent. In addition, the staff, especially in the field, have also taken on major new functions, notably, encouraging planning authorities to give higher priority to services for children, and advice on the design of such services in a comprehensive way and most importantly, at the village level. The value of such staff activities is hard to measure in quantitative terms, but they can be extremely important in the long run.

Manning table: comparison of  
headquarters and European office posts with field posts

	<u>1965</u>				<u>1975</u>			
	Prof. (int'l. & nat'l.)	%	Total manning table	%	Prof. (int'l. & nat'l.)	%	Total manning Table	%
Headquarters and European office	87	37	276	37	128	34	353	30
Field office	151	63	478	63	246	66	814	70
Total	238	100	754	100	374	100	1167	100

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Strengthening the office of UNICEF representatives

Representative's operational responsibility

6. I agree with a basic SIAR recommendation that the UNICEF representative at the country or area level should be directly responsible to the Executive Director for the preparation and implementation of assistance, in accordance with the assistance policies laid down by the Board and the commitments approved. The regional director would thus not be in the operational line of command to UNICEF representatives in offices other than his own, except at the request of the Executive Director. (The regional director's functions are dealt with in paragraphs 16-24.) Obviously, most of the UNICEF representatives' normal working contacts with the "Executive Director" are and would continue to be with the headquarters divisions.

7. This would not represent a substantial change from the present real situation in most (but not all) of our regions. There are, however, advantages in clarifying the formal arrangements.

Visits to field offices

8. The UNICEF representative should be responsible for calling on the advice he needs, from within UNICEF or from elsewhere. He may need additional budget resources for consultants so that he may use advisers within the country or the region, and not have to rely only on staff provided by headquarters or the regional office. The object of this clarification is to place clearer responsibility upon the UNICEF representative to call for advice as and when required.

9. However, good management does require that we retain the practice of visits to the UNICEF representative which do not depend on his invitation, though they would normally be arranged in agreement with him. I intend to retain this flexibility.

10. These arrangements regarding visits differ from present practice in establishing a clearer line of command within the UNICEF representative's office in that the views of functional advisers will be advisory, and the UNICEF representative will have a clearer responsibility for project preparation and implementation. However, apart from supervisory visits (see discussion on the role of headquarters, paras. 33-37), he also should accept the discipline of analysis of project proposals (see paras. 11-12).

Project "previews"

11. I believe it is desirable to retain a thorough discussion and preview of proposals for assistance projects. This, however, should be done in the office of the UNICEF representative, in direct contact with the staff concerned, and as far as possible, at a time that fits in with the country cycle of work, usually related to a national five-year plan. (SIAR supports this in Chapter 6:1 on the work cycle.)

12. This differs from present practice to the following extent. While we have had a steady growth of previews held in the offices of UNICEF representatives, there are still some held at regional offices. A second change is to make a greater effort to arrange the timing to suit that of the country's own planning and budgetary procedure. This will be done as far as possible. Obviously, it will not always be possible to arrange a visit at a date that is best for the field.

#### "Knowledge networks"

13. A few field offices will become centres of advice in certain fields for the organization as a whole, instead of having such advice usually located in headquarters. This will strengthen the offices where such advisory services are located. (This subject is treated at greater length below, paras. 26-32.)

#### Management training

14. I propose to implement the SIAR recommendation that some more formal training in management, organization, and personnel work would be given regularly to field representatives and people who are preparing to occupy such posts.

#### Staffing

15. The manning tables of UNICEF representatives' offices will remain under annual review, with some refinement of criteria of workload. In accordance with the principle of the "unitary budget" discussed below, they will be requested to take more responsibility for cost control.

#### Modification of function of regional directors

16. I propose to keep the function of regional director, as described below. At the present time we have three main patterns of regional organization. In Bangkok, Beirut and Santiago, we have a regional director concentrating purely or primarily on his "regional" functions; in Abidjan and Nairobi, we have directors who are also administering directly an area office; and in New Delhi and Lagos, we have directors who are serving countries without UNICEF representatives as intermediaries. <sup>1/</sup>

17. These different patterns have grown up in respect to different needs, and experimentation in search of a more effective form of organization. I am ready to accept SIAR's view that we should work towards greater uniformity in the sense of having each director have his own area which he serves directly in addition to his "regional" functions. In other respects, duties of regional directors might differ, depending on circumstances.

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<sup>1/</sup> In the case of New Delhi, this is true for the greater part of the work relating to India. The director's office also services Afghanistan, Bhutan, Nepal, and Sri Lanka through three UNICEF representatives.



18. The basic functions which I intend to ask regional directors to perform, in addition to those of his own area office, are set forth below.

Senior professional colleague

19. This is SIAR's formulation, which I think is a good one. SIAR sees the regional director advising UNICEF representatives only on their request, deriving his "authority" or influence from his experience and ability rather than from his position in a hierarchy. I believe a senior professional colleague should, however, be more active than envisaged by SIAR and should also, within this framework, exercise leadership with respect to the definition of policy as it is to be applied in the regional context. He should also encourage and stimulate the UNICEF representatives in his region.

Reporting to the Board

20. The regional director should continue the useful practice of reporting to Board sessions, and being available for the discussion of conditions in, and assistance projects for, his region. As in the past, he may be accompanied by a UNICEF representative concerned with an important project submission to that session and/or by the head of a "knowledge network".

Orientation and training of staff

21. This would continue to be a regional director's responsibility where this is arranged at the regional level.

Regional liaison and consultation functions

22. UNICEF needs a means of harmonizing its work with that of specialized agencies with which we are working at the regional level, as well as with other organizations like the United Nations Economic and Social Commissions and the regional banks. The regional directors should deal with the more general questions without taking over those concerning a particular project that can be handled by correspondence between the UNICEF representative and the regional office of any other agency concerned.

Executive Director's "alter ego"

23. The regional director would participate in "preview" discussions and would visit country and area offices from time to time on behalf of the Executive Director. While such visits would preferably also be at the request of the UNICEF representative, that would not be contingent on such a request. (To visit the office does not mean that he supercedes the UNICEF representative in dealings with the Government(s) that the latter is serving.) The regional director would be available to be a "trouble-shooter" or even to take over the direction of a UNICEF representative's office, if requested to do so by the Executive Director. He also has the task, broadly on behalf of the Executive Director, to encourage contributions to UNICEF from Governments in his region (a task that will vary in importance in different regions) and to stimulate the production of information about UNICEF's work that can be used by headquarters in its fund-raising and other information activities.

Advice concerning international professional staff

24. Since the international professional staff should continue to be available for service anywhere in the world, they have to come under a central personnel administration. The advice of regional directors as well as UNICEF representatives about their evaluation, assignment, etc. is useful, but the regional director would no longer be the exclusive channel for such advice.

Conclusions

25. To summarize, under this heading, SIAR's recommendations constitute, to my mind, a set of general principles along which we should work toward implementation rather than a "blue print" which must be imposed upon the organization immediately. I believe this approach is in line with SIAR's thinking. What I wish to stress, however, is that the changes, as they are introduced, should not be seen by anyone in UNICEF or outside as gains or losses in importance or prestige by one group of staff or another. Specifically, the UNICEF regional directors and the UNICEF representatives both have exceedingly important roles to play in UNICEF as a whole, and the changes that are involved are based purely on pragmatic considerations in order to build UNICEF as a whole to function more efficiently.

The multi-centre principle and  
the development of "knowledge networks"

26. The recommendations of SIAR on these subjects should help to increase effectiveness, decentralize staffing, and strengthen professional competence of our staff.

27. The principal justification of the recommendations seem to me to stem from a combination of the realization that knowledge, especially in UNICEF's innovating field of work, evolves to a large extent from practical experience, and is therefore developed in an office with a large involvement in the substantive field concerned; also from the realization that, with rapid improvement in global communications, it is possible to have a variety of centres of knowledge in a particular programme/supply field throughout the world and still retain adequate over-all control and supervision.

28. SIAR has used the name "knowledge network" to describe what might also be called a "programming group" or "programming speciality group". It is a means to improve the knowledge and skill of programme officers working with a particular category of projects, e.g., child health, child nutrition, village water supply, and education. One of our offices having a considerable volume of assistance projects in one of these fields would be a "centre" where a senior programme officer ("leader") would be ready to advise and help other programme officers working with similar projects (the "network").

29. This is an attractive proposal for increasing programming competence, and for the support of the professional quality of our staff, because at present, programme officers have too few organized means for exchanging their experience and improving their competence.

30. The leader of the group working in similar fields of programming would encourage and help other programme officers to familiarize themselves with the advice from specialized agencies, to extend their reading, to arrange some seminars, and so on.

31. I should, however, also point out certain constraints:

(a) We will, of course, continue not to duplicate the resources of technical advice available in the United Nations system;

(b) Such groupings of programme officers working in similar fields will have to come into existence with UNICEF headquarters' agreement, and the location of centres of information needs to be made known to all offices;

(c) In considering the desires of programme officers to join a group, we will also have to consider the needs of the organization for the number of programme officers to be concerned with the subject, and whether their own basic training fits them for it. The agreement of the UNICEF representative for a programme officer to work in a particular field will also be required;

(d) The centre of such a grouping could only be in an office where the UNICEF representative agrees that there is the necessary scope;

(e) The effective operation of a "knowledge network" will require more travel by its members for meetings among themselves and to disseminate the knowledge acquired to other offices;

(f) The "knowledge networks" cannot be the only means of delivering to programme officers the information they need for their work; headquarters also has a role to play from its contacts, as with outside research centres, and from special conferences such as the World Food Conference in Rome last November; and

(g) The idea is a new one and I believe "knowledge networks" will develop rather slowly.

32. In summary, under this heading, I think the Board will find this an interesting new concept. We have moved a little way in this direction by some specialization in the field of nutrition in Santiago and Beirut. It is, however, encouraging that SIAR has, from its own experience, suggested that we should significantly strengthen this process, and we intend to do this. Naturally, arrangements will have to be made so that headquarters, as well as the various field offices, benefits from the intellectual contributions of these knowledge centres, and that adequate control is exercised over them, particularly in view of our primary responsibilities as a secretariat to function in accordance with Board policies and to present suitably co-ordinated recommendations to the Board in the field of policy. There may also be, perhaps not sufficiently recognized by SIAR, consequent requirements for increased staff resources in order to enable the networks to function properly and for headquarters to remain sufficiently informed and in ultimate control to ensure the carrying out of Board policies.

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It is not, at this point, possible to quantify these needs in terms of staff, but it is important that the Board be aware of these potential requirements. My intention as indicated, is to proceed rather slowly and carefully in the development of the "knowledge networks", especially in the initial stages, so that the "bugs" can be discovered and resolved without detriment to the functioning of the organization as a whole.

#### The role and structure of headquarters

33. SIAR states, on the basis of its experience, that any headquarters has essentially two functions: the provision of services and supervision. It further states that there is a natural tendency for these two functions to become blurred within headquarters with a consequent decline in efficiency. While recognizing that officers at the senior level must necessarily exercise both functions, SIAR points out that it is useful to be aware of the distinction between them. SIAR also recommends greater emphasis on the service functions of some divisions, and more emphasis on over-all supervision by a top group. (The normal functions of internal audit, other measures for financial control, etc., would, of course, not be affected.)

34. This recommendation is a natural corollary to other recommendations, already discussed, for placing UNICEF representatives in a direct line of authority with headquarters, strengthening the professional competence of the staff through such means as career planning, management training, etc., and perhaps, especially, through the development of "knowledge networks".

35. Stated as a general operating principle and as a direction in which we should move, I would agree with these recommendations. It is, however, important to point out that complete implementation of them depends on a significant strengthening of many field offices, both qualitatively and quantitatively. I intend to move in this direction as rapidly as manpower and financial resources permit.

#### Visits to the field

36. As regards supervision, SIAR feels this can best be accomplished through more and better planned visits to the field by one or more members of the "executive team" (see paras. 40-41). Through participation in this team and through proper briefing, the members would be able to assess over-all performance of the offices, rather than performance in the particular speciality of the visiting member only.

37. SIAR has said a useful standard would be for every office to be visited at least once a year. This visit should include a minimum core function of assessing the general performance of the office and any new requirements it may have, reducing the present degree of reliance on paper reports. In certain offices there will also be additional requirements because of the size of the office and the special problems arising. While agreeing with the general objective, I do not believe that the objectives of such visits, i.e., general assessments of

office performance and needs, can be adequately accomplished by the visits of the small management group suggested; therefore, we should draw on other senior staff at headquarters and on regional directors to share in this work. Greater uniformity of view in assessing the over-all competence of field offices on the part of all "visitors" could be obtained by systematic preparation and planning together of the schedule of visits. These arrangements would differ from present practice by reducing "specialized" visits and by expanding the number of visits of this over-all nature paid to field offices.

#### Co-ordination

38. SIAR also suggests that there is a need to give greater attention to co-ordination in headquarters in view of the greater complexity of our work and the larger resources handled now and prospectively. I agree.

39. While trying to avoid bureaucratic excess, we intend to make regular weekly senior staff meetings - or ad hoc meetings as necessary - the core of the decision-making process of the organization, especially on matters requiring interdivisional co-ordination or those involving major operational policy. These meetings are now being more carefully prepared; decisions are recorded and disseminated as appropriate. I also plan to have field representatives more frequently attend these staff meetings for the purpose of discussing questions of policy and operations.

#### The "executive team"

40. As already suggested above, SIAR recommends that a major organizational device for accomplishing the functions of both supervision and co-ordination should be an "executive team". Its possible composition is suggested in diagram 6:5. <sup>2/</sup> While accepting the general concept or purpose for such a group, I do not consider it desirable to establish an "executive team" in any formal sense with the implication that some senior staff members are always members of the team while excluding others with definite contributions to make.

41. Firstly, the senior people who share with me the responsibility for direction and supervision are in the field as well as at headquarters. Secondly, even among those located at headquarters (together with two or three people who, it is proposed, would come in from the field several times a year) it is not possible to designate a group of fixed membership that is small enough for effective "team work" and large enough to include all those who have a major substantive contribution to make on a given issue. Therefore I believe that the best arrangement is to keep composition of meetings fairly flexible and related to the over-all management problems to be dealt with. This will also avoid a false distinction between those who are "on the team" and those who are not.

42. As regards the top echelon of headquarters, I generally agree with the functional duties as suggested by SIAR, i.e., that the programme and planning functions should be merged; that the external relations function needs more centralized direction, possibly by one person; that personnel should be the exclusive responsibility of one person; and that we should give more attention to the emergencies function. On the other hand, I do not believe that a

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<sup>2/</sup> Contained in E/ICEF/AB/L.147/Corr.1.

specific post of services director is needed at this time. As such, co-ordination is not a full-time function and can be performed by the means indicated above. However, I believe we do need a new post for what is commonly described as "research and analysis"; this does not involve research projects by UNICEF, but rather becoming familiar with research being carried on in various quarters relating to UNICEF's fields of interest. This post should be filled by someone from the developing countries with experience in development planning. Consequently, I do not think it is necessary to enlarge the present number of posts in headquarters at the top echelon, but I have proposed, in the 1976 budget estimates, an upgrading to provide a second post at the ASG level and another at the D-2 level.

43. Finally, I have a reservation about paragraph 179 of the SIAR report on the possibility of a "leaner headquarters to do a better job" as a result of simplification and improved co-ordination. I hope that headquarters can be "leaner" in relation to the total staff, once our field offices have become adequately staffed, both qualitatively and quantitatively. We may also decide to move one or two of our few headquarters' functional specialists, who now work in effect as nuclei of "knowledge networks", to a base in the field. We do, however, perceive a lack of adequate staffing for such functions as research and analysis, co-ordination with other organizations, reporting, representation at meetings, etc. SIAR believes a feeling of staff shortage is healthy, throughout the organization, and, up to a point, I agree; I certainly have no intention of recommending major increases in headquarters' staff for these functions. Nevertheless, this cautionary note seems necessary.

#### Personnel management

44. One of SIAR's major recommendations, which I support, is that UNICEF should strengthen its personnel work through additional staff and a greater degree of formal professional management. SIAR recommends that in order to receive the full attention that it deserves, personnel management should not also have to deal with the handling of administrative and programme support budgets, and administrative (office) services; personnel management should be the exclusive responsibility of a director reporting directly to the Executive Director. The SIAR suggestion is that the preparation and control of the administrative and programme support budgets should be under the direction of the Comptroller.

45. More provision would be made for career planning and consequently for the training of our staff. Various aspects of training have been referred to above; it will also require some increased budgetary provision. The UNICEF staff personnel working group (see para. 2 above) have recommended that, as part of career planning, staff members who aspire to be UNICEF representatives should serve some time in as many as possible of the operational divisions such as supply and finance, and get experience in personnel work and general management. They and SIAR recommend a broader range of staff rotation between headquarters and the field.

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46. I would propose to follow these indications, noting however that the separation of budgetary and manning table questions from the control of the director responsible for personnel could make it more difficult for him to deal with personnel requirements, and could require more effort to reconcile different assessments of need by him and the Comptroller.

47. There are a number of aspects of conditions of service which have been known for some time to require improvement, but have received emphasis in the interview programme of the personnel working group. An outstanding example is the costs to staff of transfers. At the present time, allowances funded under the United Nations Rules and Regulations are quite inadequate and people who are transferred every five or six years have to spend some thousands of dollars each time. I am grateful that at its last session the Board opened the way for us to lessen some of our staff housing problems in field stations by purchase.

48. One of the duties of the personnel director will be to examine the main questions relating to conditions of service, and to help the organization to work towards solutions. We are continuously reviewing policies and practices with UNDP whose field staff are suffering similar problems. A director of personnel without other responsibilities will also be able to give more time to the broader interagency discussions of common standards. Some of what needs to be done can be done within the framework of existing United Nations Rules and Regulations, subject to having adequate financial and staff resources. At the same time, a greater effort has to be made than has been possible with our limited staff in the past, to work toward changes in some of these regulations, rules and practices. By and large they were not developed with the needs of field-oriented organizations such as UNDP and UNICEF in mind. A greater appreciation of requirements in the field, including greater flexibility is needed. Our objective is to work out common solutions wherever possible. These also will, in some cases, involve additional budgetary costs. We may also have to consider following UNDP in its current efforts to elaborate its own rules and procedures.

49. Some steps were already taken in the 1975 budget to strengthen personnel work through the addition of a professional post for a recruitment officer, and a few general service posts at headquarters. The 1976 budget estimates, recommend provision for a professional post for career development and training, and for more strengthening of the personnel function at headquarters. It is also proposed to upgrade two posts in Abidjan and Nairobi to professional level as administrative and finance officers, in line with the SIAR recommendation for decentralizing part of the personnel work. 3/

50. With this increased staff, it should be possible to achieve most of the improvements recommended by SIAR, including the establishment of a five-year rolling personnel plan.

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3/ For administrative and finance work in field offices, there would be 5 international posts (Abidjan, Bangkok, Geneva, Nairobi and New Delhi); 11 national officers; 9 expatriate field service or general service posts; and 8 general service local posts. In the personnel section at headquarters, posts would be increased from 3 professional and 11 general service in 1973 to 6 professional and 17 general service in 1976.

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Cost control

51. Among the major concerns of the Board in agreeing to the management survey was the search for answers to a series of interrelated questions in the fields of personnel and cost control. Turning now to cost control, SIAR concluded that the division between administrative services and programme support was justified in principle, and that the classification of expenses now made is reasonably accurate.

52. Naturally, SIAR sought indications about the dimensions of the workload over the next five or ten years for which UNICEF should prepare itself. We had to conclude that UNICEF should be prepared to handle an unpredictable volume of "special assistance", including emergency relief and rehabilitation.

53. I propose to continue to recommend in the administrative and programme support budgets, manning tables necessary for the long-term workload of UNICEF, so far as it can be foreseen. These posts should be used for a "core" or career staff. Where additional personnel are required for special assistance, including emergency relief and rehabilitation, they are now engaged on fixed-term contracts, and the number can be increased or decreased according to the workload.

54. SIAR has also examined the usefulness of the "budget ratio", i.e., the ratio of budget expenditure to total expenditure. They conclude that this is not very useful. While administrative and programme support activities can be accurately separated out, the expenditure used as the denominator is not a good measure of workload; they give a series of reasons in paragraph 159. In general, it is clear that as UNICEF expands its function of advice and co-operation to ministries to help them extend services benefiting children in disadvantaged areas, and to establish suitable patterns of service for this purpose, the expenditure ratio increasingly becomes only a partial measure of workload.

55. Therefore, SIAR has recommended for budget review and cost control the use of what they call the "unitary budget". This means that each unit having authority under the Executive Director to spend funds should prepare and discuss with headquarters a total budget of personnel, assistance and other expenditure; should manage, under general supervision, this budget once it is approved; and should be continuously aware of the cost consequences of all its activities. This form of presentation also permits better scrutiny by management in UNICEF, and by the Board.

56. We have made a first step in this direction in the preparation of the budget estimates for 1976, which show programme assistance and budgetary expenditure for each field office. Because of the variations in actual conditions in which the various field offices work, and the requirements for a different "mix" in the kinds of UNICEF assistance offered, it is not possible to propose simple, standardized measurements for comparison of costs among different field offices. What is more important is an attitude of cost awareness, a budgetary plan covering both programme assistance and budgetary estimates, and a clear location of responsibility for administering that plan. I intend to follow generally other recommendations for cost control relating to the financial plan, the elaboration of more refined cost measurements, and budgetary revision (paragraph 170 of the SIAR report).

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## COST OF IMPLEMENTATION OF SIAR REPORT

57. In general, the actions I propose to take should lead to greater effectiveness, and better use of our personnel resources. Thus, UNICEF's expanding workload could be handled with a smaller increase of staff than otherwise. Like SIAR, I find it almost impossible to calculate "savings" to be expected from these concepts.

58. On the other hand, certain identifiable additional items of cost can be foreseen, though actual costs cannot be calculated.

### Personnel staff

59. In the 1976 budgetary estimates, one new post and two upgradings are proposed at the professional level at headquarters. There may be need to upgrade the posts of other administrative and finance officers for others of our larger offices in future.

### Staff training

60. The proportion of time staff spend in improving their capacity will be increased. More careful planning of career development will imply more attendance at formal training courses. The more formal training of UNICEF representatives in management, administration and personnel matters will require some of their time and a certain amount of expenses for providing necessary training.

### Conditions of service

61. Improvement of the conditions of service of field staff will involve some increased costs.

### More personal contact with field offices

62. The proposal for more thorough visits to field offices requires heads of divisions to spend time away from headquarters. This will require some strengthening of divisions to free their deputies from some of the operational work they are now doing.

### "Knowledge networks"

63. There will have to be some strengthening of offices containing knowledge centres, so that the leader of the centre can give a proportion of his time to this work.

### Travel

64. More travel will be required for: directors in headquarters; field staff participating in the Appointments and Promotion Committee; an annual meeting of eight to ten UNICEF field staff; the attendance two or three times a year of regional directors and field representatives at general management and coordination meetings in headquarters; and travel related to "knowledge networks".

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## SUMMARY CONCLUSIONS

65. It may be useful, as set forth below, to summarize the steps that I have outlined, in slightly different terms.

### Decentralization

66. The report is valuable not only in recommending further decentralization but in indicating a number of steps that could be taken to make it effective. These include: decentralization of more responsibilities to UNICEF representatives; clarifying the servicing of the field by regional offices and headquarters divisions as an element to be kept separate from supervision; bringing field staff more into headquarters' discussions of important questions; and asking field offices to take the lead in some special assignments and "knowledge networks".

### Personnel

67. This involves strengthening the staff for handling of personnel questions; giving more attention to career development; providing for more staff training; and maintaining a long-term personnel plan, including provision to deal with the problem of retirements.

### Strengthening staff professional capacity

68. In addition to more formal training, leadership and communication among programme officers who are specializing in a main field of UNICEF assistance ("knowledge networks") will also help to achieve strengthening the professional capacity of our staff.

### Over-all management

69. This requires more attention to over-all co-ordination and management, especially in headquarters where it implies some reassignment of responsibility at the top echelon; and in supervisory relations between headquarters and field offices. As part of this, an important element is to improve cost control through a "total" or "unitary" budget for each office of headquarters division.

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149(C-8): EXEC. DIRECTOR'S RECOMMENDATIONS

UNICEF

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