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Strengthening the management of UNICEF
A progress report by the Executive Director

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INTRODUCTION

1. This is the last of three annual special reports requested by the Board on strengthening the management of UNICEF. 1/ It, therefore, appears useful to recapitulate and give an up-dated account of the main lines of action taken since the 1975 management survey, and to indicate the continuing and additional efforts planned.
2. In seeking the services of a management consultant firm, the Executive Director hoped that UNICEF would get help in "laying down lines for the development of its organizational structure for the next five to ten years". The survey was carried out over a period of a year by a Scandinavian Institutes for Administrative Research (SIAR) team. UNICEF staff groups participated in the survey and the approach was that of joint problem solving. The title of the SIAR report "The strengthening of the best traditions of UNICEF" summarized, according to its authors, the leading purpose of the survey, building on "the well-known strengths of UNICEF: its ability to combine a down-to-earth practicality with far-reaching analysis, its flexibility without losing sight of the ultimate goal and its highly motivated and very able staff led by a non-bureaucratic management". 2/
3. The Executive Director, in his note to the Board in 1975 commenting on the survey, pointed out that it had been "a productive exercise in self-analysis allowing for participation by the staff... 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". 3/
4. The recommendations of the survey were regarded by the Executive Director and the Board as constituting a set of general principles along which UNICEF should work toward implementation, rather than a "blueprint" to be imposed upon the organization immediately. In approving the main lines of action proposed by the Executive Director, the Board felt that such actions should not distract UNICEF from performing its primary task of bringing aid to programmes benefiting children; rather, management changes should proceed in a way which would contribute to this objective.

1/ The two preceding reports to the Board were E/ICEF/AB/L.166, April 1976 and E/ICEF/AB/L.177, February 1977. The management survey is contained in E/ICEF/AB/L.147, March 1975; a note by the Executive Director on the survey is contained in E/ICEF/AB/L.148, April 1975.

2/ E/ICEF/AB/L.147, p. 2.

3/ E/ICEF/AB/L.148, paras. 2(c) and 3.

5. The management developments in the last three years have been directed to the following main objectives:

- strengthening of the field organization, including selective supportive measures for field offices;
- promoting the exchange of knowledge and experience among field staff and between the field and headquarters;
- improving co-ordination and communications within headquarters;
- reinforcing and professionalizing the personnel function, and widening opportunities for staff development; and
- improving financial and budgetary controls and monitoring.

6. There was a general recognition that in pursuing these objectives the main management aim should be to strengthen the organization and increase the ability of the staff to learn and improve. The survey and its follow-up measures were to be only the beginning of a continuing long-term process to upgrade the organization and fit it to new requirements for co-operation with developing countries. Strengthening of the management of UNICEF was, therefore, not to be viewed solely as a number of streamlining measures to help resolve problems of efficiency as diagnosed in 1974-1975, but more as an essential element in the larger objective of making UNICEF's programme co-operation more effective and responsive to the changing opportunities and increasing UNICEF's capacity to deal with new problems.

7. This adaption has become increasingly complex in recent years due to a number of factors such as: the substantial increase in UNICEF's material assistance and projected increases for the future; greater emphasis on UNICEF's advocacy role for children, its provision of consultative and advisory services and its efforts to help build up national capacities to deal with problems affecting children; the differentiation of UNICEF's co-operation with countries in relation to their resources; the trend toward community participation and greater involvement by intermediate and local levels of government in services benefiting children; and the changing relations between international organizations and developing countries.

8. The impact of the new pressures and demands has placed strains on the organization in addition to those resulting from the pursuit of the management objectives emerging from the survey. The latter strains stem not only from the nature of the organizational changes but from the pace and manner of their introduction.

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9. Expectations were raised on the part of some staff of a rapid and comprehensive resolution of long-standing organizational issues and improvements in conditions of service, all of which could not be realized. In addition, management attempted to achieve some changes too quickly, and new personnel policies and procedures were formulated and issued without sufficient staff participation or expression of appreciation for past efforts. The need to concentrate more on economy and efficiency and on reviewing the organization of the work also occasioned dissatisfaction among some staff.

10. At headquarters there was a general staff reaction in late 1977 to some of these new developments. Dissatisfaction was voiced with regard to some new policies and procedures that had been issued; some of the methods followed in making these changes known to staff; and the role played by its representative bodies (the Global Staff Association and the headquarters Staff Committee) in participation with management in decision-making, and in briefing staff. An ad hoc committee of the headquarters staff as a whole was formed to prepare a compilation of problems and issues as perceived by staff. In presenting its report to the Executive Director, the committee pointed out that while no attempt had been made to analyze or evaluate the various grievances compiled from individual staff members, it had prepared a summary of issues (those points most stressed by staff) to give some indication of priorities. These were grouped under the following headings: communication (including management relations with staff); personnel policies; appointments and promotions (criteria, procedures and practices); sex discrimination; career development; and working conditions.

11. The ad hoc committee recommended to the Executive Director that the Division of Personnel Administration develop a plan of action that would describe scheduled courses of action to deal with the major points at issue. At a general meeting of all headquarters staff, the Executive Director and the Director of the Division of Personnel Administration described, in general terms, the work plan which the Division had been developing in consultation with staff representatives, in an effort to meet some of the points. Later paragraphs of this report list some of the measures that have been taken and others that are planned, which the Executive Director believes will help remedy the problems raised by the ad hoc committee. Some of the measures are only just starting to work and it is inevitable that as they are tested, modifications and refinements will have to be made. In some instances it will take time for these efforts to have a substantial effect. In the meantime, there is a clear realization that there are a number of management tasks which need to be actively pursued, especially in relation to staff problems and greater staff participation.

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12. The changes under way are intended to provide a firmer structural and operational basis for coping with the heavier responsibilities anticipated in the future. The Executive Director believes that the capacity of the UNICEF secretariat is being strengthened to recognize and deal not only with the management problems which are common to many similar organizations undergoing growth and change, but also for anticipating and coping with the new needs and problems which will inevitably arise. Some of the strains in moving in this direction have been overcome, others are still being worked on. Modifications have been made in certain approaches and in the pace of instituting some changes.

13. The Executive Director takes pride in the competence and devotion of the staff and is cognizant of the need to maintain high staff morale in order to achieve the purposes of the organization more effectively. It is his intention that the process of strengthening of the management of UNICEF will continue as a high priority of the organization.

REPRESENTATIVES AND REGIONAL DIRECTORS:
LINES OF RESPONSIBILITY

14. In considering strengthening the field organization, as recommended by the management survey, there was a general agreement that the UNICEF Representative's office, as the key field unit for advocacy-programming-logistics, should be given as much authority and responsibility as possible; equally important, it should have support to the extent necessary from within UNICEF and elsewhere. In August 1975, the Executive Director issued guidelines which provided that the UNICEF Representative would be directly responsible to the Executive Director, and report directly to headquarters, both with regard to the preparation and implementation of assistance programmes, and to administering the field office.

15. Problems were created by the decision to alter drastically the responsibilities of the regional offices in order to provide greater scope, flexibility and independence of action to field offices. This also created some ambiguities in the relationship between Regional Directors and Representatives; some expectations on the part of Representatives of greater decentralization of functions and delegation of authority than could realistically be met; and some readjustment problems both at headquarters and in certain regional offices. By now much of the uncertainty in the relationship of regional and representatives offices has been worked out. However, some aspects of the supervision of UNICEF representatives' work still remain to be clarified. Questions are also pending in relation to the different degrees of delegation to Representatives of various functions, e.g. more responsibility for programme discussions with government ministries is delegated than for deciding about local procurement or the management of the programme support budget. Some of

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these apparent inconsistencies are under study and can probably be reduced. However, the structure of international organizations, in which the executive head is accountable to a governing body for everything that the staff does, puts difficulties in the way of thorough-going decentralization as it is practiced in the private sector.

16. In relation to the UNICEF Representatives, the Regional Director functions as a senior professional colleague in co-ordination, consultation and support. The Regional Director visits field offices from time to time and deploys regionally-based specialist staff to field offices when needed for advice to government officials and UNICEF field staff. The Regional Director also co-ordinates UNICEF work with the regional offices of other related organizations in the United Nations system and with regional institutions concerned with development. In countries served directly by the regional office, the Regional Director also performs the functions of a UNICEF Representative. The different aspects of the work of regional offices vary as between regions in their relative importance, and there is, therefore, no standard organizational pattern for the regional offices.

SERVICE TO FIELD OFFICES

17. This section describes services to field offices in the areas of programming, supply and logistics, and audit. A number of other supporting services are described elsewhere in this report - those from regional offices in the immediately preceding section, and those from headquarters in the five sections which follow. One aspect of the services from various headquarters divisions is more frequent visits to the field by senior headquarters officials. These visits, to selected field offices, which are now being planned on a more systematic basis, provide a direct and effective means for the giving-and-taking of information, for guidance, and for help in joint problem-solving.

Programming

18. Considerable efforts have been under way since the spring of 1977 to strengthen the capacity of the Programme Division at headquarters to provide timely and adequate supporting services to field offices. A new post of Director of the Programme Division was filled in April 1977 and that of Deputy Director in August 1977.

19. A programme group has been established, chaired by the Deputy Executive Director (Programmes), consisting of the heads of divisions or units concerned (see para. 44(a)). The Deputy Executive Director (Programmes) is particularly charged with negotiations and representation on behalf of UNICEF in programme policy and co-ordination matters with organizations in the United Nations system and with other sources of international assistance, and has undertaken extensive consultations with UNICEF field staff on such matters as country programme trends, implementation, relations with Governments and field office staffing.

20. Some steps have been taken, and others are planned, to improve and simplify operational procedures and practices in the Programme Division, with emphasis on better co-ordination between the geographic and functional units in the Division; improving procedures relating to project previews; preparation and handling of documentation; reporting; etc.

21. Problems in programme implementation were a topic of discussion among UNICEF's country offices, regional offices and New York staff during 1977. Some conclusions have been brought to the Board attention in other documents, e.g. the problems of recurring costs for service to low-income areas, and temporary budgetary and foreign exchange difficulties of countries (E/ICEF/654, Part I, paras. 30-32). Additional conclusions relate to efforts to circumvent other difficulties (e.g. by identifying in advance with national authorities alternative opportunities for action, or for "fallback" positions when deviations from originally agreed plans are required because of changes of policy personnel or budgetary priorities in the country). Some desirable changes in UNICEF's programming procedures were identified: this included some measures to avoid crowding the annual work cycle of programme preparation into a few months around the year end in order to meet deadlines for the next Board session. It was agreed that the flow of internal papers should be reduced and the purpose of each paper identified (e.g. for action, reference or information).

22. Assistance has been given by the Programme Division to staff in several field offices in the form of workshops, with actual programming tasks following the workshops. In some offices, there have been evaluation seminars and consultations to prepare for the country programme reviews which are held annually. Two regional workshops of programme officers were held in 1977 in Africa (one in Abidjan, the other in Nairobi) on a systematic approach to country programme preparation and evaluation and programming methods. Others are planned.

23. One aspect of programming services to field offices that requires further attention is the need from time to time for a visit of a staff member from the regional office or headquarters, or from a consultant, to help the representative analyze problems relating to programme preparation or implementation. Such problems may relate to weak infrastructure of the national services concerned, problems of reaching low-income areas, ways to build services benefiting children onto existing national structures, etc. UNICEF requires a greater capacity to respond to the need for such support to field offices.

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Supply and logistics

24. Concerning supply and logistics management, a series of workshops for UNICEF field staff has been held, which by the end of 1978 will have covered most of the regions served by UNICEF. In 1977, they were held in the West Africa and in the East Asia and Pakistan regions. A workshop was also conducted for the country offices of the Indochina Peninsula (in which government officials of the Socialist Republic of Viet Nam and the Lao People's Democratic Republic also participated). In addition to these workshops, individual Supply Division staff members visited a number of UNICEF field offices, providing advice on technical supply matters (specifications, choice of supply components, etc.) and on supply/logistics management matters (supply control systems, shipping/receiving procedures, warehousing, internal distribution processes, etc.). To facilitate this effort, a field logistic advisor joined the Supply Division in mid 1977.

25. During the year, training and orientation was given in New York for selected UNICEF field staff with supply management responsibilities, and more general orientation (in New York, Geneva, and Copenhagen) was given to various UNICEF programme staff members from the field. This effort will continue in 1978. In addition, it is proposed in the 1979 budget estimates to build up the supply/logistics capacity of field offices by including posts for supply officers to more Regional Offices. At the present time the expanding volume of procurement requires additions to the manning table (E/ICEF/AB/L.188, paras. 79-86).

Audit

26. The scope of the activities of the Internal Audit Service has expanded considerably during the past several years since, in addition to its review of transactions having financial implications, the Service also undertakes selected programme and management audits. The 1979 budget estimates provide for auditors to be stationed in the regional offices in Abidjan, Bangkok and New Delhi, on detachment from headquarters, in order to be more readily available to the field offices in the region. In addition to carrying on their regular audit duties, the regional auditors will be available for advice, assistance and training, mainly to senior officers in the field offices. This is now more necessary with progressive decentralization of functions and delegation of authority to field offices, including greater responsibility for selection of project personnel and employment of national experts; the trend to increase local procurement and to provide more support for local costs; and generally, to identify and overcome, so far as possible, various constraints in programme implementation.

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27. Certain auditing activities will gradually be improved and modernized e.g., operational audit, consultancy services, computer and systems-based auditing techniques. These areas will be developed with the assistance of the Division of Personnel Administration and the External Auditors.

28. Main or significant audit disclosures are reported to responsible levels of management, to the headquarters management group (see para. 44(b)), and to the Executive Director on matters which require his immediate attention.

29. Long-range plans include possible expansion into new areas. At headquarters, for example, this would involve examining policies, procedures and controls of at least one division each year. Additions to the staffing table of the Internal Audit are proposed in the budget estimates (E/ICEF/AB/L.188, paras. 89-91).

SHARING OF KNOWLEDGE AND EXPERIENCE

30. Considerable efforts have been made in the past two years to systematize the exchange of knowledge and experience among field staff and between the field and headquarters. The purpose is to make this knowledge and experience more generally available throughout the organization, contributing to the professional capabilities of the staff.

31. Among such efforts are staff training, country reviews, workshops for programme formulation and evaluation workshops, participation in technical meetings, etc., referred to elsewhere in this report. In addition, the following regular consultations take place: (a) meetings twice a year of Regional Directors with the Executive Director and headquarters' senior staff; (b) an annual meeting of some 10 field staff members, selected on a rotating basis among UNICEF representatives and others, to give their views on policies and working methods to the Executive Director; (c) attendance of some senior headquarters staff at the regional staff meetings held annually; (d) membership of some field staff on the Appointment and Promotion Committee; and (e) a meeting every two years of field information officers with headquarters information staff.

32. In addition, "knowledge networks" have been developed to encourage field staff to carry on lateral exchanges with each other on selected programme issues. This is done through correspondence and, in some instances, special interregional or intercountry meetings. Work has proceeded on defining areas of programming which require early attention, on identifying those staff members especially interested in forming the

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nuclei of a specific network, and on determining how staff assignments and training could be planned to involve the network. A co-ordinating point to further this process has been established at headquarters in the programme analysis and evaluation section of the Programme Division. The documents unit of the headquarters library has been reorganized to serve field staff better.

33. In 1977, several knowledge network meetings were held: they dealt with services to reach the children of the urban poor; services to benefit women and enhance their role in child care and in development; and programme preparation and evaluation. It is proposed, in 1978, to consolidate the activities already initiated and expand the scope of the exchanges, particularly in the following areas: programme formulation, monitoring and evaluation (a meeting on this subject was held in Bombay in March to review experiences in the two UNICEF Asian regions); programmes involving women's activities benefiting children (an interregional meeting was held in Alexandria in April with the participation of staff from all regions and from different professional and programme backgrounds); and revision of the chapter in the field manual on nutrition (an interregional meeting to be held in June at headquarters). It is planned to start a network on UNICEF programming in education as part of the preparation of the report to be submitted to the 1980 Executive Board session.

34. At present staff members participate in the network on an individual basis. The experience so far has shown, however, that there may be a need for a more defined framework within which networks operate.

35. A cautious approach has been taken toward the establishment of "knowledge centres" which, as envisaged in the management survey, would be placed in a field office where a senior programme officer (leader) would be ready to advise and help programme officers in other field offices concerned with the subject (the network). The designating of a field office as a focal point for a subject creates the risk of duplicating the existing administrative structure. The periodic rotation of personnel from the office can also create problems. Until further experience with a centre can be evaluated (including costs), efforts will be limited to establishment of one centre, which will be concerned with basic services/rural development.

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FINANCIAL MANAGEMENT AND MONITORING

36. Since UNICEF makes commitments to finance project assistance extending over a period of years without full funding at the time the commitments are made, there is a special need for the careful planning and monitoring of the interrelations between revenue, working capital, the level of programme implementation and the volume of recommendations prepared for new commitments. Close working relations for this purpose have been established between the Comptroller's, Programme and Supply Divisions and the Internal Audit Service both on day-to-day matters and through interdivisional meetings. Field staff have been trained in the pre-coding of records, and there has been some reorganization of programme accounting. The Comptroller's Division has developed an improved data processing system, and has been using computers more extensively in order to have the data more rapidly available for financial and other management purposes. Some of the print-outs are now directly incorporated in the annual UNICEF financial report.

37. Data for analyzing trends and for financial management have been improved by the classification of UNICEF commitments and expenditures by sources of funds (general resources and supplementary funds), and by improvements in the financial report and other reports and statistics.

38. The financial plan provides a basis for over-all financial control by setting an approximate level of commitments within which projects may be prepared for the next session of the Board and also guidance in preparing for the level of programme operations and necessary personnel. In the future, a more comprehensive medium-term work plan is expected to include the financial plan. A feasibility study of such a work plan is being submitted to the present Board session (E/ICEF/L.1383).

39. A monthly financial monitoring system has been introduced for follow-up by field offices and headquarters in relation to the financial plan for the next twelve months and the inflow of financial resources. This system indicates any acceleration or slowing down of implementation which might require action during the course of the year, (including recommendations to the Executive Board for approval by mail poll of new commitments).

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BUDGET PREPARATION AND CONTROL

40. One of the changes arising from the recommendations of the management survey was to have field offices develop their budget proposals in a way which directly and clearly links all cost components together: total programme co-operation in its various forms; international and national staff; consultant services; local operating expenditures; and all other forms of programme support services. A main purpose of such a "unitary" or "cost-centre" budget was to foster consciousness in each office of the relationship between the volume and nature of assistance, the services provided to the countries and the budget resources required to do the job satisfactorily. In the future more weight in the evaluation of senior staff will be placed on the economy and effectiveness with which they administer the budgetary resources at their disposal.

41. Management reviews in depth have been undertaken in several selected offices to determine staffing in relation to workload, particularly as a result of changing programming requirements and forms of co-operation with a country. For example, a review of the Dacca office was made in 1977 under the leadership of the UNICEF representative, with the help of the Division of Personnel Administration, the Internal Audit Service, the local staff association and a programming workshop. Undertaken in the light of a shift in emphasis in UNICEF co-operation in Bangladesh from emergency and rehabilitation activities to long-term assistance, this resulted in changes in office organization, management and budget, and a considerable decrease in project personnel due to the assumption of some functions by government services. In India, the increased responsibilities for planning and project formulation at the state and district levels, has led to a review, which began in 1977 and continues in 1978, of office and suboffice organization and staffing requirements. In the Lagos office, there has been a reduction in staff related to the increased resources of the country and new forms of co-operation. On the other hand, staff increases and other organizational strengthening are projected for the offices in Sudan and Yemen related to increased UNICEF co-operation, and this is likely to be the case of some other offices serving least developed countries. The process of office-by-office reviews will be a continuing one.

42. Staff and related costs account for over 80 per cent of total UNICEF budget expenditures, and therefore particular attention was given to the review of staffing in preparing the 1978 revised and 1979 administrative services and programme support estimates. The guidelines issued to field offices, headquarters divisions and other organizational units in connexion with the preparation of the budget estimates requested that

the head of each office, division or unit, review the continuing need for all posts from a zero-base, not just cases where increases were recommended. In addition, the instructions reminded unit managers that UNICEF was seeking to be as efficient and cost-effective as possible in the delivery of its assistance, and that all budgetary expenses should be examined rigourously. The experience thus far is that zero-base budgeting cannot be introduced solely by correspondence; it requires time-consuming discussion and work in the office concerned, and only a few offices can be examined each year in this way.

43. The review of budget submissions is now undertaken by a budget review group at headquarters composed of staff whose functions or sphere of work enables them to make a useful contribution. In the case of reviews of budget submissions of field offices, the review group includes staff with relevant UNICEF field experience.

STRENGTHENING HEADQUARTERS ORGANIZATION 4/

44. Three interdivisional review groups have been established at headquarters for purposes of co-ordination and more systematic analysis of trends. They are:

(a) A programme group which reviews such subjects as direction and implementation of UNICEF co-operation in programmes, including programming, monitoring, evaluation and relationships with Governments in programme development;

(b) A management group which reviews such matters as interdivisional tasks and relations, budget preparation and performance, development and implementation of personnel policy, financial monitoring, the management of headquarters divisions and field offices, and reports of the Internal Audit Service and the United Nations Board of Auditors;

(c) An external relations group which reviews such matters as fund-raising policy and developments, representation and briefing for interagency meetings, relationships with international agencies, information policy and issues in the interpretation of UNICEF. A task force on the organization of the International Year of the Child reports to the external relations group.

^{4/} For reference to changes in the organization of the Programme Division, see paras. 18-20 and in the Division of Personnel Administration, paras. 47-50.

45. In addition, there is a finance advisory committee which advises on the placement of funds, and reviews such matters as cash flow, the selection of banks, currency restrictions and financial problem situations.

46. The new post of Associate Director of Organization and Management was filled in September 1977 with the appointment of the former Director of the Internal Audit Service. The Associate Director works closely with the Senior Deputy Executive Director and heads of divisions. He is mainly concerned with identifying and helping to resolve issues that cut across divisional lines; measures needed to resolve organizational and managerial problems and to effect economies in the organization; and co-ordination of communications with field offices and the Office for Europe on interdivisional and policy matters. In carrying out some of his functions, he prepares and chairs interdivisional meetings and working groups.

PERSONNEL QUESTIONS

Organization of the Division of Personnel Administration

47. The management survey had recommended that personnel administration be reorganized and strengthened, using persons with experience in UNICEF field conditions and others to be brought in from outside the organization with professional training and experience in such areas as manpower planning, staff development, training, evaluation and counseling. The reorganization began in April 1976 with the establishment of the Division of Personnel Administration to replace the previous Administrative Division.

48. One of the long-term objectives of this step is to help improve the staff management capability in field offices and thus gradually to delegate some of the functions in this area. It is clear, however, that attainment of this objective and the process of strengthening the personnel function will necessarily be an evolving one, continuing over an extended period of time.

49. Early in 1977, the Division was organized into five sections as follows:

(a) A recruitment and placement section which is also responsible for developing plans for staff rotation and assisting field offices on recruitment procedures;

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(b) A staff development and training section which is responsible for planning to meet UNICEF's needs for staff training, the co-ordination of training activities undertaken by various headquarters divisions and field offices, and statistics used as a basis for personnel planning;

(c) A personnel services section which, in addition to its main task of administering personnel actions has the responsibility of keeping personnel policies and procedures under review, and recommending changes;

(d) A budget section which prepares budget estimates and staffing table authorizations and monitors budget expenditures;

(e) An administrative services section which provides services for travel, communication, office space, duplicating and printing, etc.

50. In addition, the Division at present has a remuneration adviser who is developing a job analysis and grading system and procedure. A review of the grading of all existing posts is currently being carried out, involving the participation of staff at all stages. This is expected to be completed in the latter part of 1979.

Personnel planning

51. As is set forth in the note of the Executive Director to the present session of the Board on a medium-term work plan (E/ICEF/L.1383), the proposed plan should give a basis for longer-term personnel planning to meet the projected workload for various types of staff. The medium-term work plan would also include a recruitment plan based on an examination of the requirements of each office in terms of skills, numbers and levels. Staff development and training would then be able to take account of new recruitment, transfer between offices, and individual career development.

Training

52. The process of up-grading UNICEF's capacity to fit into new requirements for programme co-operation requires greater emphasis on staff training. The training unit in the Division of Personnel Administration established early in 1977 (para. 44(b)) is playing a key role in identifying training needs and co-ordinating various workshops, seminars and other training activities. In addition to training in programming and supply logistics referred to elsewhere (paras. 21-22 and 24-25) two regional workshops on

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administration and management have been held (in the Americas and Asia) and three more are planned in 1978 (the Americas, East Africa and the Eastern Mediterranean) for the heads of offices and their finance and administrative officers. Workshops in team-building were held for staff in the Dacca, Brasilia and Kingston offices. Management training workshops for headquarters division directors and for the staff of the Internal Audit Service are also planned for 1978.

53. The first of a series of programme-specific workshops, one on primary health care, will be held in 1978 on an interregional basis. An orientation and induction programme is currently being developed for new headquarters staff, and on the basis of the experience gained similar programmes will later be extended to the field. In the area of language training, emphasis is being placed on the learning of local languages. Wherever possible, the training resources of other agencies in the United Nations system and of regional development and training institutions are drawn upon in specific training activities.

54. The annual three-week interregional seminar for senior staff or staff with a potential to assume senior responsibilities continued to be held under the supervision and guidance of a senior consultant, Dr. Herman Stein. In 1977 it took place for the first time in the field - in Bangkok in co-operation with the Asian Development Institute, with field visits in India, Philippines and Thailand. In 1979, it will be held in Africa with field visits in three African countries. In other years the host institutions co-operating with UNICEF were the International Children's Centre in Paris, the Institute of Social Studies at the Hague, the Institute of Development Studies in Sussex, the "Andrija Stampar" School of Public Health in Zagreb and the Harvard School of Public Health. Of the 160 staff members who have participated, over half were nationals of developing countries. In the first five years, the proportion of women attending was about 6 per cent; in the last two years it was over 30 per cent.

Appointments and promotions

55. The Appointment and Promotion Committee, together with a system of annual staff review, was reorganized in 1975. In addition to making recommendations to the Executive Director on appointments and promotions, the committee, which includes field representation on its professional panels, makes recommendations for the career development of individual staff members. It also makes suggestions, arising out of its consideration of particular cases, bearing on related personnel policy and procedural issues and the development of clearer and more uniform standards. The committee has also made suggestions to improve the quality of review process.

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56. Outside headquarters the appointment and promotion of local staff is the responsibility of the head of the office. In some offices, particularly the larger ones, the head of the office has the advice of an appointments and promotions committee or some similar process. A study of the procedures used for appointment and promotion of locally recruited staff in field offices has recently started to determine if modifications are required.

57. One of the problems affecting staff morale in recent years has been that a number of staff members having been listed on the promotion register as eligible for promotion, could not be promoted in the year of the register for lack of posts. Before authorizing the issue of the 1978 promotion register, the Executive Director reviewed the experience with the registers in the preceding several years. As a result of the review, and after consultation with the Executive Committee of the Global Staff Association and taking into account the views of the Appointments and Promotions Committee, the Executive Director decided to approve for inclusion in the register only those staff members for whom there was a reasonable degree of certainty that their promotions could be effected during the calendar year. Experience with the use of the register, including its limitations, will be reviewed by the Executive Director in consultation with staff.

Recourse and grievance procedures

58. As a result of recommendations made by the staff in the autumn of 1977, the Executive Director decided to establish a procedure to investigate grievances of individual staff members and to assist in helping to resolve them. A new recourse procedure, developed in consultation with staff representatives, was set in motion in March 1978: it provides for the creation of grievance committees in the regions and in New York, and for a systematic way in which staff members can seek to resolve personal work-related problems or grievances, such as those related to conditions of service, interpersonal relations (including rebuttal of periodic reports), allegations of discrimination, etc. A memorandum has been circulated to all staff members describing the various options open to them to resolve grievances; it is expected that many grievances will be resolved without use of the grievance committee machinery.

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Management/staff relations

59. Greater staff participation in decision-making processes on administrative matters which affect most staff members was facilitated by the establishment, on the initiative of members of the staff, of the UNICEF Global Staff Association at the beginning of 1977. The establishment of this Global Association will help link the interests of UNICEF staff organizations existing locally in many field offices and in New York. Together with the UNICEF headquarters Staff Committee, a more effective dialogue is beginning between management and staff representatives on a wide range of issues affecting the management and efficiency of UNICEF.

60. A Joint Consultative Committee (JCC), comprising representatives of the Division of Personnel Administration and the Global Staff Association, now meets on a regular basis and the Committee reviews any administrative matters of a general nature that affects conditions of work and employment and staff welfare and morale. The JCC keeps the Executive Director informed of its deliberations by submission of the minutes of its meetings. Staff are kept informed of the work of the JCC through the minutes of meetings of the Executive Committee of the Global Staff Association which are distributed to each UNICEF office.

61. The JCC meetings provide the staff with an opportunity to bring to the attention of management matters of concern which are shared by many staff members throughout the world. These have included amongst others: the system of determining local salary scales in field offices; the appointment of UNICEF representatives from outside the organization; the practices regarding retaining staff members beyond the official United Nations retirement age; the appointment of recent retirees as consultants; and procedures for handling individual grievances. Management and staff collaboration on this latter problem has resulted in the establishment of global grievance procedures for all staff members (para. 58).

62. The Executive Director, has on several occasions in recent months met with the Executive Committee of the Global Staff Association to review these and other matters of mutual concern. He has also had two meetings with all the headquarters staff members. Representatives of the staff have also been invited to attend management meetings to review subjects of concern to the staff. The Executive Director has requested directors of divisions at headquarters to ensure that there is a regular communication on work-related issues with the staff in their respective divisions.

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63. On the basis of consultations between the Executive Director and members of the staff, including representatives of the Global Staff Association and the New York Staff Committee, and subsequent views emerging from staff meetings in field offices, plans have been completed for launching a house publication for UNICEF staff. To be issued from four to six times a year, it will be an informal means for communication between the field, the Office for Europe and headquarters staff, providing for an exchange of information and opening up possibilities for staff in all locations to express their opinions and raise questions of general staff interest and concern. Space in the publication would be regularly set aside for the views of staff groups. The publication will have an editorial advisory board comprised of staff members of varied backgrounds drawn from different age groups and different grade levels.

. Staff composition 5/

Women

64. In the last several years, special efforts have been made to recruit more women in professional positions, to identify women within the organization capable of assuming larger responsibilities, and to expand training opportunities for women staff members.

Recruitment

65. At the end of 1977, there were 642 women staff members in UNICEF comprising over one-third of total staff. This represents a significant increase since 1974 both in absolute and relative terms in all categories of staff (annex I). The proportion of women in the international professional category rose from 14 per cent to 21 per cent (annex II).

Promotions

66. In each of the years since 1974 in the international professional category, women have received a proportion of total promotions higher than the proportion of their total number in that category (annex III). This has had an influence upon the proportion of women in each of the grade groupings within the professional staff. The proportion of women in the intermediate grades (P-3 - P-4) has increased from 12 per cent to 21 per cent from end 1974 to end 1977, and those in the senior grades (P-5 and above) has risen from 2 per cent to 9 per cent in that period. The proportion in the junior professional grades (P-1 - P-2) remained stable, but high, at 42 per cent (annex IV).

5/ The staffing figures in this section and in the annexes include the Greeting Card Operation, the UNICEF Packing and Assembly Centre (UNIPAC) and the secretariat of IYC. They do not include holders of special service agreements (including international volunteers).

Senior staff

67. There were two women in senior posts in 1974: one at the P-5 level and one at the D-1 level. The number had risen to 11 by the end of 1977: this included seven at the P-5, two at the D-1, one at the D-2 levels and one Assistant Secretary-General.

Future efforts

68. While all of the above indicates some progress, the Executive Director intends that there be more in the future through more active measures to be taken in both recruitment and career development of women. It must be borne in mind, however, that there are only a limited number of new positions each year for which recruitment from the outside is made. The Executive Director believes that, as a general principle, only among equally qualified candidates for recruitment and promotion should priority consideration be given to women. It is essential also that the career expectations of male staff members with long years of service be taken into account, and that promotions should continue to be reviewed on an individual basis with common criteria applied for all staff.

69. A more dynamic approach to recruitment of women is planned, expanding along lines already started. Field staff are encouraged to refer well-qualified candidates. In soliciting applications from world-wide sources, special reference is being made to include female candidates. Among the sources being used for solicitation and advertisement are government recruiting agencies, universities and other academic institutions dealing with bilateral co-operation, foundations, professional organizations, non-governmental organizations and specialized publications.

70. A measure affecting present staff lies in the efforts now beginning in orientation, training and career development in which the needs of women are to be given particular attention. This is to be linked with on-going efforts to identify women in all staff categories who have the potential for assuming greater responsibilities than their present assignments require.

Staff from developing countries

71. At the end of 1977, there were 1,195 staff members from developing countries, about two-thirds of the total UNICEF staff. They included 208 staff members (99 international professional staff and 109 national officers) who, together, constituted 40 per cent of the long-term professional staff of UNICEF. International professional staff from developing countries constituted 29 per cent of the total staff in that category (annex V).

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72. Between the end of 1974 and the end of 1977 there had been a total increase of 23 international professional staff from developing countries. This was a 30 per cent increase; the comparable increase for international professionals from developed countries was 18 per cent. The percentage of national officers from developing countries has increased slightly and the percentage of project personnel decreased, so that the proportion from developing countries in the three categories has remained stable at 42 per cent over this three-year period (annex VI).

73. Of the total international professional staff from developing countries, one-third were in senior grade levels (P-5 and above) and 43 per cent in the intermediate levels (P-3 - P-4). It is the intention of the Executive Director to increase at headquarters the number of international professional staff who come from developing countries.

GREETING CARD OPERATION

74. Efforts have been made over the past two years in the Greeting Card Operation (GCO) to institute a better control of expenditures, including planning the control of the costs of individual products and operations, and generally to obtain better information for decision-making. To achieve this, cost accounting procedures were revised, new forms devised to record all actions relating to production and distribution, and responsibilities within the GCO were redefined and redistributed. The computer system is being reviewed with the intention of making it more effective as a management tool. A new marketing department was established to help in such matters as packaging and product presentation and to provide support and guidance to UNICEF National Committees and other sales outlets.

75. A review is under way of all operating procedures in order to enable the GCO to adjust more rapidly to growth and other changing conditions. An examination is being made of some long-standing marketing problems in such areas as pricing, sales forecasting, packaging, product presentation and distribution. An advisory committee composed of senior headquarters' staff reviews the campaign results, the plans and budget estimates for the following season, and general management questions. A management consultant is working with the GCO and the United States Committee for UNICEF for the improvement of working methods that involve both organizations.

UNIPAC

76. As is indicated in the budget submission to the Board on the UNICEF Packing and Assembly Centre (UNIPAC) (E/ICEF/AB/L.189), a larger output and improvements in operating efficiency have reduced the operating surcharge from 17 per cent in 1975 to 12 per cent beginning in September 1977. Among the elements in increasing the efficiency and the packing capacity of UNIPAC have been new facilities which consolidated eight warehouses into one modern bulk warehouse, the reorganization and modernization of the packing operation, and greater use of the computer system.

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Annex I a/

Total UNICEF staff and number and per cent male
 and female by category, as of 31 December 1977

	<u>Male</u>		<u>Female</u>		<u>Total</u>	
	<u>Number</u>	<u>Per cent</u>	<u>Number</u>	<u>Per cent</u>	<u>Number</u>	<u>Per cent</u>
International professional staff	267	79.0	71	21.0	338	100
National officers	91	77.8	26	22.2	117	100
Project personnel	94	89.5	11	10.5	105	100
General service	738	58.1	534	41.9	1 272	100
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Total	1 190	65.0	642	35.0	1 832	100

a/ The staffing figures in this and the following annexes include the Greeting Card Operation, the UNICEF Packing and Assembly Centre (UNIPAC) and the secretariat of the IYC. They do not include holders of special service agreements (including international volunteers).

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Annex IIFemale international professional staff, national officers and project personnel: number and per cent of total, 1974-1977

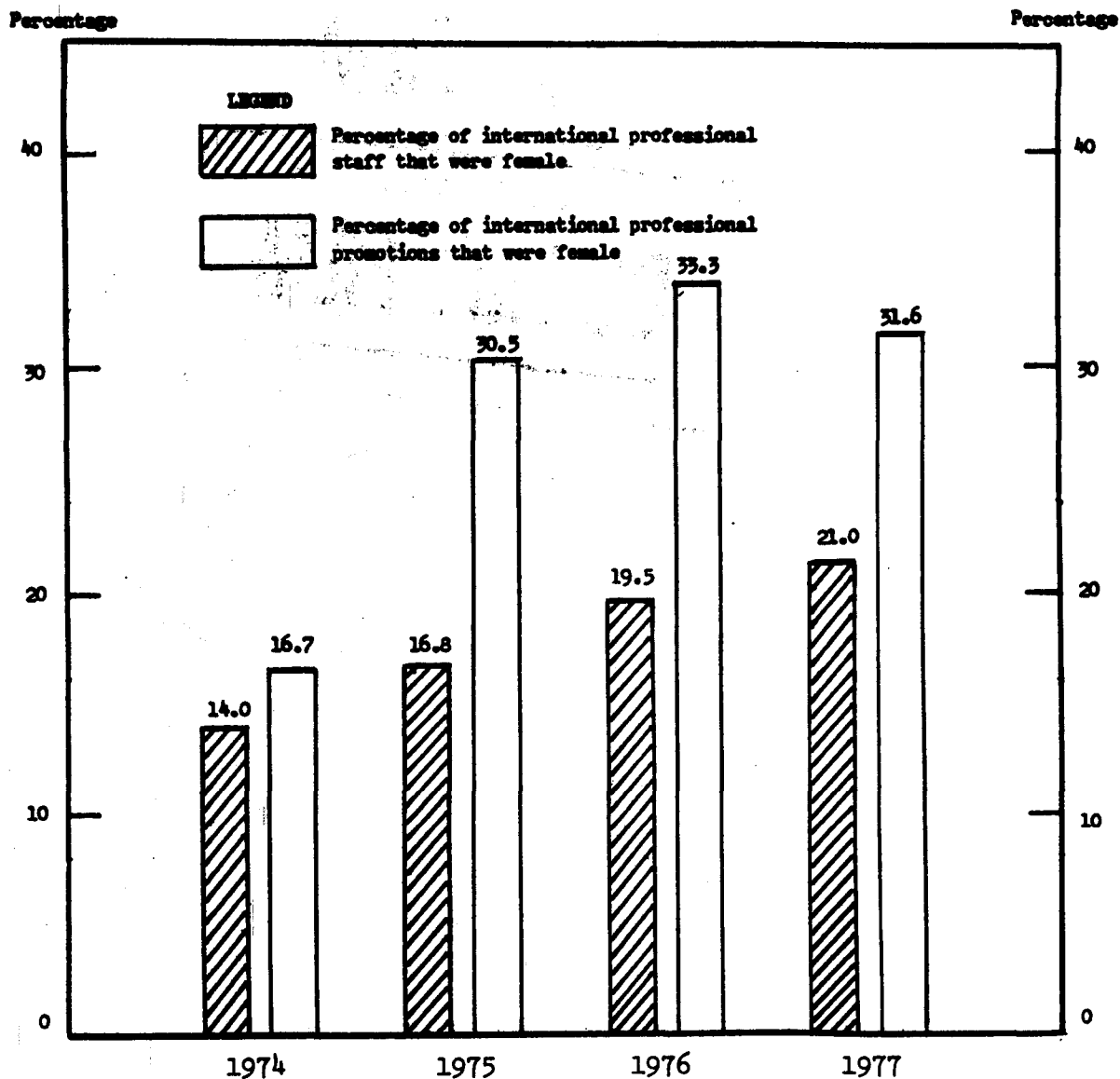
Year end	<u>Int'l Prof.</u>		<u>Nat'l Officers</u>		<u>Project personnel</u>		<u>Total</u>	
	Number female	Per cent of total int'l. prof.	Number female	Per cent of total national officers	Number female	Per cent of total project pers'nl.	Number female	Per cent of total three categories
1974	39	14.0	9	9.7	3	6.5	51	12.2
1975	51	16.8	10	10.0	5	6.9	66	13.8
1976	60	19.5	19	18.3	8	9.3	87	17.5
1977	71	21.0	26	22.2	11	10.5	108	19.3

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Annex III

Female international professional staff:
percentage of females on staff compared
to the percentage promoted, 1974-1977



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Annex IVFemale international professional staff by grade:
number and per cent of total, 1974-1977

Year end	<u>Junior</u> (P-1/P-2)		<u>Intermediate</u> (P-3/P-4)		<u>Senior</u> (P-5 + above)		<u>Total</u>	
	Number female	Per cent of total in grades	Number female	Per cent of total in grades	Number female	Per cent of total in grades	Number female	Per cent of total int'l. prof. staff
1974	19	42.2	18	12.4	2	2.3	39	14.0
1977	27	42.2	33	20.9	11	9.5	71	21.0

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ATLANTA

Annex VTotal UNICEF staff and number and per cent from developing countries, by category, as of 31 December 1977

	<u>From developing countries</u>		<u>Total</u>	
	<u>Number</u>	<u>Per cent</u>	<u>Number</u>	<u>Per cent</u>
International professional staff	99	29.3	338	100
National officers	109	93.2	117	100
Project personnel	30	28.6	105	100
General service	957	75.2	1 272	100
	<hr/>	<hr/>	<hr/>	<hr/>
Total staff	1 195	65.2	1 832	100

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NO. 1111

Annex VI

International professional staff, national officers and project personnel from developing countries: number and per cent of total, 1974-1977

Year end	<u>Int'l professional</u>		<u>National officers</u>		<u>Project personnel</u>		<u>Total</u>	
	Number from developing countries	Percentage of total int'l. professional	Number from developing countries	Percentage of total national officers	Number from developing countries	Percentage of total project personnel	Number from developing countries	Percentage of total three categories
1974	76	27.3	86	92.5	14	30.4	176	42.2
1975	85	27.8	93	93.0	25	34.7	203	42.6
1976	89	28.9	98	94.2	29	33.7	216	43.4
1977	99	29.3	109	93.2	30	28.6	238	42.5

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UNICEF MICROFICHE INPUT CONTROL AND INSTRUCTIONS RECORD

No. 072 (11)

(15a) STRIPE COLOUR: White - Blue - Grey - Yellow - Green - Brown - Pink - Red

Date 23 Jan 1979 (12)

(13) 79.CF. 0048

E/ICRP/AB/L.184 TO E/ICEF/AB/L.185



184(B-4): STRENGTHENING UNICEF MANAGEMENT

185(D-10): FINANCIAL PLAN 1978-1981

UNICEF

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B-1	B-2	B-3	B-4	B-5	B-6	B-7	B-8	B-9	B-10	B-11	B-12
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C-1	C-2	C-3	C-4	C-5	C-6	C-7	C-8	C-9	C-10	C-11	C-12
10	11	12	13	14	15	16	17	18	19	20	21
D-1	D-2	D-3	D-4	D-5	D-6	D-7	D-8	D-9	D-10	D-11	D-12
22	23	24	25	26	27	28	29	30	31	32	33
E-1	E-2	E-3	E-4	E-5	E-6	E-7	E-8	E-9	E-10	E-11	E-12
34	35	36	37	38	39	40	41	42	43	44	45
F-1	F-2	F-3	F-4	F-5	F-6	F-7	F-8	F-9	F-10	F-11	F-12
46	47	48	49	50	51	52	53	54	55	56	57

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