

**A ROADMAP TO CHANGE  
MANAGEMENT IN SUPPORT OF  
UNICEF'S MEDIUM-TERM  
STRATEGIC PLAN**

**Report of the ad hoc Task Group**

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## **1. Mandate of the Task Group**

1. During the meeting held for the official roll out of the Medium-Term Strategic Plan (MTSP), gathering the various task managers, it was noted that there was a need for the elaboration of an explicit change management strategy in support to a successful implementation of the MTSP. As well, during a senior staff meeting convened January 8th, 2002 for the preparation of the forthcoming meeting of the Global Management Team (GMT) on the implications of the MTSP for the strategic governance of UNICEF, it was highlighted that there was a need for a comprehensive overview of the change management process required for mainstreaming the difference that the MTSP brings to the way UNICEF ought to manage itself.

2. André Roberfroid, Deputy Executive Director, Programme and Strategic Planning, responsible for the roll out of the MTSP, asked the Evaluation Office to lead an informal Task Group on the MTSP Change Management. The mandate of the Task Group is to:

- examine the existing situation of UNICEF in light of the MTSP challenges, identify key factors enabling/hindering the implementation of the MTSP, prepare a road map for mainstreaming necessary change, and
- submit a proposal to André Roberfroid.

3. The purpose of the contribution of the Task Group is to facilitate a reflection on a corporate approach to the implementation of the MTSP, This reflection will serve as an input to the preparation of the forthcoming meeting of the GMT, as well as to the work of the MTSP Steering Committee.

The members of the Task Group are:

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Dan Rohrmann  
Hongwei Gao  
Lauchlan Munro  
Lucien Back  
Jean Quesnel (Convener)

Omar Abdi  
Peter Crowley  
Stephen Adkisson  
Suleiman Braimoh  
Youssouf Abdel-Jelil

## 2. Binding Commitments

### 2.1 At the Global level

4. In the document entitled *We the Children: End-decade review of the follow-up to the World Summit for Children*, there is a good description of the world situation with regards to results achieved in favor of the improvement of the situation of children in the world.

5. A little more than a decade ago, the largest group of world leaders ever convened sat down at an immense circular table at the United Nations and discussed in frank and impassionate terms, their responsibilities to children - and about the future. (Para 3) As the high-level conversation at the World Summit for Children showed, no two subjects are more intertwined. And there was no more dramatic affirmation of the centrality of children to our common future than the Summit's adoption of a set of specific, time-bound goals to ensure the survival, protection and development of children in the 1990s. (Para 4)

6. Proclaiming that "*there can be no task nobler than giving every child a better future*", the 71 heads of State and Government and 88 other senior delegates promised to protect children and to diminish their suffering; to promote the fullest development of the human potential of every child; and to make them aware of their needs, their rights and their opportunities. (Para 5) The dreams and aspiration of a better world for children were embodied in the Summit goals for child survival and development which, taken together, represented the clearest and most practical expression of much of what the Convention on the Rights of the Child is about. (Para 8) The World Declaration and Plan of Action set out an ambitious but feasible agenda and specified that it be implemented by year 2000. To this end, the Summit called for a series of action at the national and international levels to support the achievement of 27 specific goals relating to children's survival, health, nutrition, education and protection. (Para 9)

7. In a decade spanned by succession of United Nations development summits and conferences, the World Summit for Children stands out not only because it was the first major gathering but because its systematic follow-up procedures and rigorous monitoring have left an indelible imprint - and more than a decade later, the list of Summit follow-up continues to grow. (Para 12) These include the submission, by some 155 countries of national programmes of action (NPAs) aimed at implementing the Summit goals...Over 100 countries have conducted monitoring surveys... (Para 13) Responding to the call of the Summit, a record 192 countries have now ratified or signed the Convention on the Rights of the Child. (Para 14) In 2000, a wide-ranging end-decade review process culminated in the preparation of substantive and comprehensive national progress reports by more than 130 countries. (Para 15)

8. Predictably, the picture that emerges from the available data is one of mixed results. There has been real and significant progress in a number of areas - perhaps much more than people tend to acknowledge in a world fraught with cynicism and skepticism. But there have been setbacks, slippage and in some case, real retrogression, some of it serious enough to threaten earlier gains. (Para 17) On balance, there has been net progress and a good foundation has been laid for accelerating further progress in the coming decade to complete the unfinished

agenda of the Summit for Children and to tackle some emerging issues that imperil the well-being of children in the twenty-first century, (Para 18)

9. A decade is a short time in human history. While we can bemoan the slow pace of progress in these times of rapid-fire technological breakthroughs, it is worth recalling that the world has seen more gains against poverty in the last 50 years than in the last 500 - and more progress for children in the decade since the World Summit for Children than any other period. (Para 36) We know that a significant leap in human development is possible if we ensure that every child gets the best possible start in their early years, that every child receives a quality basic education and that adolescents get every opportunity to develop their capacities and participate meaningfully in society. (Para 42)

10. A decade after the World Summit, several things are apparent. We have seen significant progress for children - but not enough. What we need now is action on a new level to achieve the commitments that were made at the World Summit for Children and to turn the principles of the Convention on the Rights of the Child into measurable benefits for children.... But action requires leadership, Leadership can inspire and broaden the alliances of those working to meet children's basic needs and realize their rights. Building that alliance means enlisting the active support not only of established leaders but also of people of influence representing all civil society, from NGOs, religious groups and business and private enterprises to people's movements, academia and the media, community and grass-roots groups, families - and children themselves. (Para 45) And to what does this alliance aspire? To building a world in which children survive and reach their full human potential, capable of living long and healthy lives in peace, dignity and with opportunities for learning, earning and participating in social, cultural and civic endeavors. (Para 46)

11. A just and peaceful world is a world fit for children - one in which all children are given the love, care and nurturing they need to make a good start in life, where they can complete a basic education of good quality - and, in adolescence, have ample opportunity to develop their individual capacities in a safe and supportive environment that will help them become caring and contributing citizens. (Para 509) Families and caregivers are the front line of a child-friendly world - and that is why the poverty in which many millions of parents struggle to raise and protect their children must be fought and conquered. Partnerships must be strengthened and extended as platforms of action for children - and children and young people should be enlisted as interested parties, actors and advisers. Policies, legislation, administrative practices and national and development assistance budgets must be scrutinized, with civil society involvement, to ensure that they too, are child-friendly, and that they address poverty, counter discrimination and reduce inequalities. Private sector contributions, based on principles of social responsibility, should continue to be expanded in support of public action for children. Globalization and its associated technological breakthroughs should be harnessed to work for the benefit of children everywhere. (Para 510)

12. The Convention on the Rights of the Child provides a benchmark and set of standards to guide all policies and actions in addressing the best interests of children. The United Nations Millennium Summit goals and international development targets have set specific and time-bound objectives that must be reached throughout the world if the needs and rights of all children, including the most vulnerable, are to be met. (Para 511) Within the framework of those

goals and targets, four key areas of focus are proposed for the new decade: promoting healthy lives; providing quality education; protecting children from abuse, exploitation and violence; and combating HIV/AIDS and the risks it poses to children, their well-being and rights. These represent the most urgent and strategically important priorities in addressing the needs of children. (Para 512) To support these four areas of focus, resources of all kinds and at all levels should be mobilized and shifted from less productive pursuits, such as armed conflict and wasteful consumption. In each focus area, special efforts should be made, using participatory methods, to reach and include those children who are impoverished, marginalized and vulnerable. Violence against children and harmful acts and discrimination against girls and women should be specifically addressed. We must put an end to the culture of impunity. (Para 513)

13. National leaders, local governments and international agencies should set their own detailed targets, drawing on and adapting those that will be agreed at the special session on children. They should establish priorities for accelerated action and conduct regular progress reviews, using desegregated data and local feedback, to hold themselves accountable for efforts and progress in these focus areas. In turn, they should be held accountable by their constituencies, including national ombudspersons, civil society organisations and children themselves. (Para 514)

14. It is now clear to the international community that any successful poverty reduction strategy must begin with the rights and well-being of children. A society whose children are malnourished, abused, undereducated or exploited cannot truly claim to be progressing or to be developed, however impressive its economic growth or per capita income levels might be. (Para 515) It is children whose individual development and social contribution will shape the world's future - and it is through children that entrenched cycles of poverty, exclusion, intolerance and discrimination can be broken for succeeding generations. (Para 516)



## 2.2 At UNICEF's level

15. In the context of self-examination, an effort was made to position better UNICEF for the future by identifying its brand. The UNICEF brand conveys what is the organisation and everything it stands for: programmes, messages, corporate personality expressed through partnerships, staff commitment, products and position on issues. There was a recognition that at present there may be many different faces of UNICEF but the aim is to have one united vision. That vision is to be the passionate driving force that builds, with children, a better world in which every child's right to dignity, security and self-fulfillment is achieved. (Brand exercise)

16. In order to achieve its vision UNICEF will put children at the heart of every agenda and ensure that the voice of children is heard worldwide. It will expose disparities, confront discrimination and end violations of children's rights. It will continually develop its knowledge and expertise to create, deliver and inspire solutions. UNICEF will maximize the resources devoted to children both by acting directly and by building powerful alliances to force action and change. Its strategic positioning will be to ensure that people who want to make a lasting difference, will look at UNICEF as the champion of rights for all the world's children, with the authority, knowledge and resource to get things done. (Brand exercise)

17. As stated in the Medium-Term Strategic Plan (MTSP), UNICEF is guided by a vision of the world where leaders commit to use their power and influence to assure, for every child, the rights and opportunities to grow to adulthood in dignity, security and self-fulfillment. In such a world, the best interests of the child, non-discrimination, the participation of children, and their survival and full development are the basic principles of governance. The Convention on the Rights of the Child guides law, attitudes, policies and programmes for children. Governments, private bodies and civil society focus their efforts on achieving social and economic development and human rights for all, through striving to reach the goals of the Millennium Summit and the International Development Targets. (Para 9) Only with a broad-based and diverse partnership dedicated to the cause of children will it be possible to build - together with children - a better world. (Para 11)

18. UNICEF will play both an operational and a catalytic role in the promotion of a World Fit For Children, the Millennium Declaration and the International Development Targets. Through its programmes of cooperation, UNICEF will directly contribute to achieving results for children. Programmes and projects for service delivery, capacity-building and empowerment are the vehicles for producing results. Through its alliances, partnerships, advocacy, monitoring, research and policy analysis at all levels, UNICEF will also influence actions of a much larger group of actors for children, including Governments, non-governmental organisations, international organisations and private sector bodies. (MTSP Presentation)

19. On one hand, UNICEF will use its authority, knowledge and power to promote action, to inspire solutions, to build alliances, to get results and be a conduit for people who want to make a lasting difference in favor of children. On the other hand, UNICEF will be a passionate driving force mustering the collective global force for change for children. The Global

Movement for Children will unify and galvanize protagonists for children, focus for partnership, expand the constituency supporting children's rights, increase pressure for change and be an agent for social transformation. (Brand exercise) To do so, UNICEF will use its global presence, its country programme capacity and its voice to help change the world with children. (Para 4)

20. In this regard, the medium-term strategic plan for the period 2002-2005 combines a reinforced results-based management approach and a human rights-based approach to programming. Building on the lessons learned from the implementation of the medium-term plan for the period of 1999 - 2001, the new plan establishes five organisational priorities, more clearly defines objectives and indicators, and strengthens the strategic use of the evaluation function. The concept of the life cycle, as elaborated in "Emerging issues for children in the twenty-first century", implies that UNICEF should pursue three outcomes for all children:

- (a) A good start to life - nurturing, care and safe environment, that enables them to survive, and be physically healthy, mentally alert, emotionally secure, socially competent and able to learn;
- (b) Assurance that all children have access to and complete a good quality basic education; and
- (c) For adolescents, the opportunity to develop fully their individual capacities in safe and enabling environments that empower them to participate in, and contribute to their societies. (Para 29)

Using the life cycle of the child promotes both results-base management and the human rights-based approach to programming by identifying those crucial stages in the life of the child where interventions will have the greatest impact for child survival, growth and development. The five organisational priorities cover the phases of the life cycle of the child from birth to adolescence. (Para 30) They are:

- 1. Girls' education
- 2. Integrated early childhood development
- 3. Immunization "plus"
- 4. Fighting human immunodeficiency virus/acquired immune deficiency syndrome (HIV/AIDS)
- 5. Improved protection of children from violence, exploitation, abuse and discrimination. (Para 33)

The five priorities have been selected not only because their realization will contribute directly to the fulfillment of many rights of children, but also because their realization can leverage even greater results in terms of other rights and development outcomes. The five organisational priorities are interlinked. Achieving and sustaining results in all five organisational priorities will create a dynamic for helping families and whole societies to break the cycle of poverty and impaired human development, and thus contribute to the International Development Targets and the goal of the Millennium Declaration and a world fit for children. (Para 34, 35)

21. The medium-term plan for the period 1998-2001 represented a significant shift towards strategic management for UNICEF. It had several drawbacks, however. It contained a statement of priorities which was applied primarily to programmes, but was not mainstreamed in the work

of UNICEF as a whole. These priorities were both wide ranging and quite loosely defined. When the annual report of the Executive Director (Part II) was reformulated in line with Executive Board decision 1999/7 to focus on aggregate achievements against MTP priorities, these weaknesses, and the lack of clearly defined targets against which to measure progress, became more fully apparent. The need to strengthen the use of evaluation has also been evident, as has the need to reinforce the contribution of UNICEF of a child-centered perspective to global debates on economic and social policy. (Para 25)

22. Internal analysis of experience has confirmed the robustness, relevance and flexibility of the country programme as a basis for UNICEF cooperation with programme countries, and its compatibility with the Common Country Assessment (CCA) and United Nations Development Assistance Framework (UNDAF) and poverty reduction strategies (PRSPs) processes and such national policy instruments as sector-wide approaches (SWAPs). Streamlining the country programme exercise is taking place to further improve these linkages. The country programme, based on the local situation analysis, will continue to be central to UNICEF work under the MTSP, guided by the five organisational priorities. (Para 27)

23. When preparing new country programmes of cooperation, UNICEF country teams and partners will review the five organisational priorities in depth as part of an ongoing situation analysis of children and women, and in the wider context of the CCA. Based on this, UNICEF will discuss with the Government its most appropriate role and form of cooperation for each organisational priority. These discussions will take into account the nature and severity of problems affecting children in each area, as well as the rights and role of women, UNICEF available resources and organisational experience, national policies and priorities, the goals of the UNDAF, and the expected contributions of the United Nations, bilateral and international partners. Reviews of experience also underlined the principle of mainstreaming emergency operations into regular programming. Early warning, vulnerability analysis and emergency preparedness will form part of the country programme exercise. (Para 108) The rights-based approach to programming will guide the development and implementation of UNICEF country programmes of cooperation. (Para 102) The promotion and facilitation of participation will continue to be an essential component of country programme strategies. UNICEF will promote the participation of children, according to their age and capacities, in development programmes, as well as the participation of women. (Para 104) Gender concerns will be mainstreamed throughout the country programmes with a focus on activities to empower girls and women. In addition, UNICEF will advocate for legal reforms and adoption of policies and programmes that will raise the status of girls and women both in the family and in society. (Para 103) A strategic results matrix containing specific targets and strategies relating to the five organisational priorities, and any additional priorities identified and agreed with partners through the country programming process, will be instituted at country level in 2002 and adopted as part of country programme recommendations in 2003. (Para 109)

24. The five organisational priorities will guide UNICEF regular and emergency programmes. They will also provide the focus for UNICEF alliances, partnerships advocacy, monitoring, fund-raising, research and policy analysis activities in both programme and industrialized countries. In the latter, the 37 National Committees for UNICEF will take the lead in advocacy and alliance-building at the country level, while monitoring, research and policy

analysis will be carried out through networks linking UNICEF Innocenti Research Centre with universities and other research institutes. (Para 37)

25. The targets set for each organisational priority are deliberately ambitious, and UNICEF will not be able to reach these targets alone. On the contrary, reaching the targets will take the sustained efforts of many partners, and UNICEF will cooperate closely with existing partners and build new alliances. In this way, the organisation has a crucial catalytic role in inspiring, stimulating and promoting others to act for and with children. In order to reach the targets of the MTSP, UNICEF must act as a communicator, facilitator, researcher and policy analyst. (Para 38)

26. In order to implement its vision, UNICEF will pursue the five organisational priorities at country, regional and headquarters locations, using five broad strategies:

- (a) Programme excellence by means of rights-based approach to programming and results-based management, strengthening its performance by clearly defining annual objectives and by ensuring timely awareness of performance status. (Para 101)
- (b) Effective country programme of cooperation in partnership within the United Nations development assistance framework, with an explicit strategic results matrix containing targets and strategies relating to the five organisational priorities and other priorities agreed with partners. (Para 109)
- (c) Partnership for shared success (including increasingly with children themselves)  
*globally*, to raise the profile of children's rights, influence global development discussions and raise resources for children by providing world-class, impartial analysis of social and economic policies and trends and advice on the development of child-friendly policies, in order to build a world fit for children ; (Para 113-118)  
*in programme countries*, to achieve results for children by promoting cost-effective interventions for scaling up and related to the MTSP priorities, achieving results far beyond the capabilities of individual partners; (Para 115)  
*in industrialized countries*, National Committees for UNICEF will lead in developing partnerships with private sector and civil society in order to raise funds for UNICEF programmes and advocate for children's rights in both their own countries and elsewhere. (Para 113-118)
- (d) Influential information, communication and advocacy  
- by the development of indicators and data collection tools to allow consistent and comparable ongoing monitoring of the situation of children and women, by creating global access to data on the situation of children and women, by sharing its experience in the implementation of policies, programmes and projects related to the five organisational priorities, by keeping abreast of latest advances in development and policy and employing this knowledge and lessons learned from others to improve its

own programmes, by acquiring and use up-to-date and accurate information on the status of its programmes and resources;

- by shaping a corporate communication strategy build around the five organisational priorities, creating strong partnership with the mass media and developing integrated communication campaigns;

- and last but not least, by advocating that all actors respect, protect and fulfill children's and women's rights, and providing evidence anchored rights-based and socio-economic rationale for policy advocacy. (Para 119-130)

(e) Excellence in internal management and operations

- by strengthening the linkage between strategic planning, programme guidance, information management, monitoring, research and policy analysis, while reinforcing the independence of the evaluation function;

- by strengthening human resource capacity through:

- (a) development of MTSP related competency profiles for recruitment training, and performance assessment,
- (b) development staff capacities and competencies in the five organisational priorities, including skills in promoting inter-sectoral collaboration among partners;
- (c) organisation-wide use of revised staff planning, development and performance assessment;
- (d) analysis of recruitment practices, career development, staff rotation and succession planning, including a commitment to gender balance and a broad representation of nationalities;

- by using information technology for collaborative work practices and knowledge sharing and, with business process simplification, facilitating efficient and effective usage providing strategic value in support and promotion of the organisational priorities;

-by further developing and integrating the project management information system (PROMS), the financial and logistical system (FLS), and the integrated management information system (IMIS) to enable up-to-date monitoring of programme implementation, staff resources and financial status; as well as using the programme information data base system (PIDB) to monitor allocations and expenditures against each of the five organisational priorities. (Para 168)

- by using global expansion of qualified producers and improved communications to enhance the efficiency and effectiveness of its supply function, including a commitment to procure from developing countries and timely delivery of supplies in emergency situations, as well as

strengthening country and regional capacity for specification development, market assessment, procurement negotiations and contracting. (Para 131-144)

- by modifying the existing training programmes for senior and mid-level staff in the field and headquarters to expand coverage of financial management topics and enhance staff capacity to utilize the financial system's reporting facilities their analysis and application of system-based information;

- by pursuing the resource mobilization strategy adopted by the Executive Board in decision 1999/8 with the objectives to

- (a) increase general (i.e. "regular") resources, making them more assured and predictable and improving burden-sharing among donors, while maintaining the voluntary nature of contributions to UNICEF;
- (b) explore thematic, multi-country approaches based on the MTSP priorities in addition to the traditional "other" resources contributions; and
- (c) encourage early indication and commitment of planned contributions for emergency programmes for the year based on the consolidated appeals from the Office of the Coordinator for Humanitarian Assistance, the establishment of framework agreements and provision of funding with maximum flexibility.

27. The monitoring and evaluation of, and reporting on the MTSP will focus on the five organisational priorities. Improved collection and use of information on the situation of children and women, as well as on the status of UNICEF programmes of cooperation, will serve as the basis for UNICEF actions. Situation analyses will provide an in-depth, specialist contribution to CCAs, SWAPs, PRSPs, UNDAFs and reports to the Committee on the Rights of the Child and the Committee on Elimination of All Forms of Discrimination against Women, thus creating mutually reinforcing processes for monitoring and advancing the fulfillment of the rights of children and women. (Para 121)

The monitoring and review of the implementation of country programmes will be strengthened based on existing mechanisms, such as the annual and mid-term reviews. An increasing number of countries will hold joint programme-level reviews with partners in the context of sector investment programmes (SIPs), SWAPs and MTRs of the UNDAF. Regional offices will continue to exercise their quality assurance and advisory support functions for country programmes. UNICEF headquarters and regional offices will conduct of their annual office management plans (OMPs). Cross-divisional and cross-regional issues, such as information acquisition, networking and internal communications, will also be addressed during annual reviews. (Para 162-165)

28. UNICEF will further strengthen existing mechanism to report on results achieved against the MTSP priorities, constraints faced, partnership formed and lessons learned. All annual reports will be analytical, rather than descriptive, and will focus on the five organisational

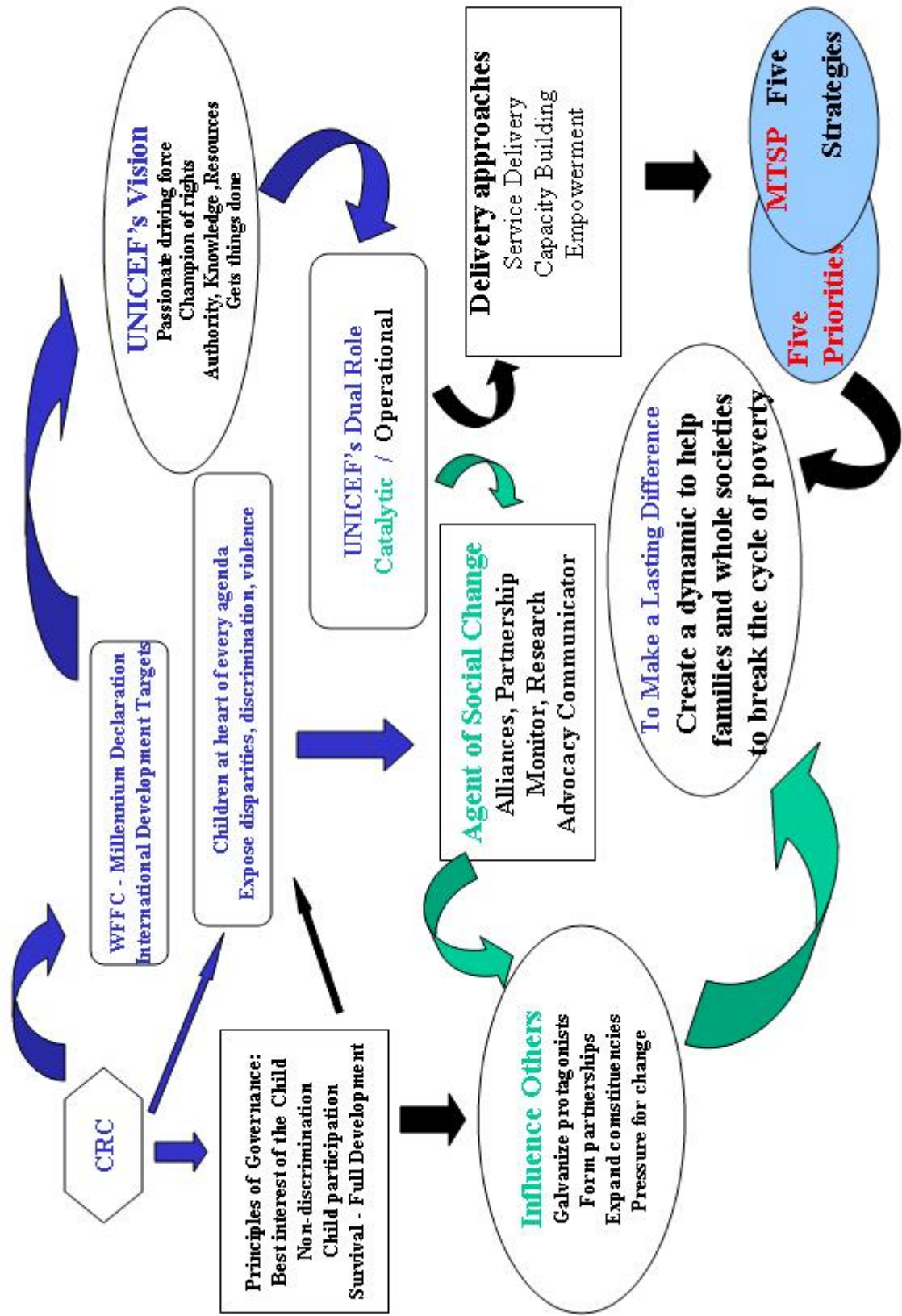
priorities. The country office annual reports will continue to analyse the full range of UNICEF cooperation. Changes arising from mid-term reviews will continue to be reported to the Executive Board by the regional director in their annual reports on MTRs and major evaluations. Headquarters divisions will structure their own office management plans to reflect contributions of each unit to the MTSP priorities and will report on progress against the OMPs to the Executive Director annually. (Para 169-171)

29. Evaluation will focus more on the country programme level and on the strategic governance of the organisation as a whole. It will look at the rationale, effectiveness and administrative efficiency and economy of activities undertaken or supported by UNICEF. It will thus enhance accountability and performance in terms of managing for results for children. UNICEF will take a series of concrete measures, such as:

- (a) develop an evaluation policy, in line with established international standards,
- (b) set standards for quality assurance of project evaluations,
- (c) develop guidelines and tools for Integrated Monitoring and Evaluation Plan (IMEP) that is part of the country programme management framework,
- (d) develop principles and methodologies for evaluating country programmes,
- (e) prepare a multi-year evaluation plan supporting learning and performance reporting on the five organisational priorities and the five broad strategies for implementing the MTSP,
- (f) disseminate evaluation findings and lessons learned by means of learning workshops and access to an on-line electronic data base. (Para 172-175)

30. A special effort has been made to formulate the MTSP so that organisational priorities express the strategic intent pursued from an institutional perspective and so that indicators serve as benchmarks for the assessment of organisational performance. At the end of the third year of the four-year period, an MTR of the MTSP implementation will assess progress made in organisational priorities, MTRs of country programmes and major evaluations will also inform the review. Lessons learned from the review will inform the development of the next MTSP. (Para 176)

# Result Logic Model - MTSP



### **3. Staff perceptions of UNICEF's strengths & weaknesses**

31. In the context of developing a new brand profile and essence for UNICEF a questionnaire survey and interviews with 100 staff members across the organisation were conducted in July 2000. The findings are quite revealing.

#### **3.1 Staff perceptions of UNICEF's strengths**

32. The perceptions can be summarized as follows:

Reputation and track record - "knowledge, credibility, respect"

Being truly global - present everywhere, known everywhere

Working for children - a focused agenda

Unique mandate from governments, and ability to work directly with them

A powerful international force via UN agency status

No political or religious affiliation

The commitment, purpose, dedication and work ethic of staff

Rights-based approach (addressing fundamental, long term causes)

Intellectual leadership on children's rights

Programme orientation. Action not just words

Decentralization, allowing us to respond to diverse needs/audiences

Ability to respond quickly and flexibly/continuous field presence

The UNICEF logo

UNICEF's ability to reinvent itself to face new challenges

#### **3.2 Staff perception of UNICEF's weaknesses**

33. The perceptions can be summarized as follows

Our task/vision is bigger than our capacity to deal with it

Bureaucracy

Perceived rift between Headquarters and Field/Natcoms

An "Elephant" - can be slow and inflexible to react

Old-fashioned - aging in style, image, supporter base, staffing (lack of new blood)

Can be too diplomatic/sensitive to governments

Lack of public and government faith in the UN system

Lack of developed country presence (children's rights are denied there too)  
Internally, a poor communicator, lacking a shared direction  
Externally, a poor communicator, our messages often are too complex  
and academic to get through  
Many people don't understand what we do, or the importance of  
children's rights  
Our "competition" often has clearer, shaper messages and agendas

### 3.3 UNICEF Brand Essence - Quite an asset

34. UNICEF brand is what is meant as the organisation and everything it stands for. UNICEF's vision is to be the passionate driving force that builds, with children, a better world in which every child's right to dignity, security and self-fulfillment is achieved. UNICEF's strategic intent is change the world with children by acting with and on behalf of children, ensuring that they have a voice and that their rights are fulfilled, thus we build a better world.

35. UNICEF is the world's children's rights organisation - 100% funded by voluntary donations to implement its mandate from the UN to act for all the world's children. In the pursuit of its strategic intent, UNICEF gets thing done because it is courageous, inspirational, passionate, engaging and visionary.

36. UNICEF has an unique mandate from all nations and the United Nations to act for children and their rights, even though it is 100% voluntarily funded. It is truly global, present everywhere around the world. It achieves results by acting directly and by influencing others. Its expertise has breath and depth. It is a household name, known and trusted. It enjoys unrivalled leverage with unique ability to mobilize all actors by means of unmatched access, influence and innovation, resulting in a ability to turn one dollar into 10, and producing lasting results.

## 4. Lessons from three Strategic Studies

### 4.1 Multi-donor evaluation

37. A multi-donor evaluation was conducted in 1992 with the aim "*to review the uniqueness of UNICEF as an aid channel, to review its performance, and to contribute to improved planning and implementation*". It was based on an extensive documentary review, frequent visits at UNICEF headquarters, six country cases and four sector reviews. It also involved the participation of many within UNICEF.

38. The theme running through the findings and recommendations of the evaluation was the need for UNICEF to make more explicit strategic and operational choices, at a global, regional and country level. It was said that when strategic choices are implicit, important programme opportunities for children and women are missed, and the organisation cannot be held fully accountable for its operations. Only through open, systematic and transparent processes, within the primacy of country programming, will UNICEF be able to ensure proper trade-offs,

consistent with its mandate and objectives, appropriate to the needs and capacities of each developing country and practical within the capabilities of UNICEF and its partners. (Page i)

39. The evaluation highlighted UNICEF's three intervention strategies aiming at the support to delivery of specific social services through a series of well-defined technical interventions, at capacity building for sustained programme delivery and at empowerment of target group. It recognized that the three strategies were alternative (not mutually exclusive) approaches. It spoke the right strategic mix adapted to needs at the country level. (Page iii)

40. The evaluation also noted the special role played by UNICEF as a *favoured and critical partner to governments*. A *favoured partner* because of its general effectiveness in providing supplies and equipment, facilitating financial assistance, and providing programme advice in often neglected sectors. Despite the human rights elements of its mandate, UNICEF had tended to concentrate its support on activities that were "above politics" (e.g. advocacy on child survival as a moral imperative) and "below politics" (including policy-making at programme operations level). CRC and CEDAW were broadening the scope for children and women-oriented activities by the international community. This implied the need for UNICEF to act also as a *critical partner*. That is as a partner willing and able to point out deficiencies in actions and commitments of governments with regards to the needs and rights of children and women. (Page xx)

41. Ten years after, with the benefit of the end-of-decade review, one finds much evidence that UNICEF internalize the above and has performed very well in this regard.

## 4.2 Booz-Allen & Hamilton management review

42. The conclusion of the BAH management review was presented to the Executive Board in February 1995. While the management study commended the consistently high performance levels of UNICEF, it found that some of the organisation's business processes had been neglected or did not have adequate resources. The study also found that the traditional UNICEF strength of using a decentralized country programme process was being undermined by increased centralized management of the mid-decade goals. The BAH recommendations focused on the need to clarify the UNICEF mission; strengthen the UNICEF response to emergencies; adapt global goals to country and local situations within a framework of global standards; clarify accountabilities organisation-wide and improve transparency; strengthen the supply function, financial systems and information resource management; improve human resources processes; and enhance private sector fund-raising.

43. In response UNICEF prepared a management excellence programme (MEP) which was approved by the Executive Board in June 1995. The MEP exit report prepared in 1999, shows that UNICEF has taken swift measures to respond to the findings of the BAH report. The results are:

- UNICEF's mission was clarified based on the CRC
- UNICEF's structure was realigned according to accountabilities at country, regional and headquarters level, with an explicit document approved by the Executive Board in 1998,
- Measures were taken to ensure that UNICEF remains operationally and financially sound
- UNICEF's management information systems were updated
- New tools were put in place to foster effective programme management
- Strengthening of the strategic management of resources, and
- Guiding principles for staff commitment and conduct were established based on the results of a survey receiving over 50% response rate from staff - indicating the strong desire of staff to bring about change.

### 4.3 End-of-decade Strategic Lessons

44. The paper synthesizes lessons learned at the strategic management level, attempting to highlight those lessons which may be useful to “*make a difference*”. The lessons also aimed at being practical, tangible, manageable and useful during the elaboration process of UNICEF's Mid Term Strategic Plan. The main methodological approach which enabled the preparation of the paper was a one week intensive session held by a panel of knowledgeable UNICEF persons brought together to distill main findings and lessons, on the basis of their collective institutional memory. Key findings were:

1. **UNICEF needs to expand its strategic alliances and partnerships to implement integrated multisectoral and multidisciplinary rights-based programmes. While in 1990 it was perfectly feasible to achieve the goals just by working with the State, and indeed, just by working with UNICEF's own *masse critique* of resources, this is simply not possible in 2000.**
2. **The fundamental lesson to be learned from the paradox of record achievements and formidable new challenges is that efforts to combat poverty and ensure children's rights in developing countries have largely disregarded the complexity of poverty. A shift in emphasis is required, one that recognizes the full range of macro-economic, social and environmental factors that affect achievement of goals related to the well being of children. Global policies need to position children's well-being at the center as indicator for economic and social progress. A society that has malnourished infants, subjugated girls or child soldiers cannot claim to be developing, however impressive its gross national product figures might be. Such deprivations can mean a lifetime of lost opportunity for today's children and a legacy of poverty for subsequent generations. This is the central reason why world efforts need to be focused, mobilized, monitored and evaluated to achieve social progress and end poverty. It must begin with children and the realization of their rights.**
3. **While UNICEF has a unified vision based on the Convention on the Rights of the Child, its programming is challenged by the complexities of development and disparities existing among and within the regions. UNICEF needs to use its research and evaluation functions to understand better the success factors which enable countries to implement effectively**

their National Plans of Action and optimize the benefits received from external support. UNICEF's decentralized structure positions it well to support countries to articulate a holistic and well-adapted diagnosis of the problems they face in fulfilling the rights of children

4. Patterns of poverty, violence and conflict, discrimination and disease are not unconquerable. They - like other challenges before them - can be met. Given the resources that the world has at hand, these vicious cycles can be broken within one generation. The world must now direct its effort towards those entry points where the potential will be the greatest: the best possible start for children in their early years, a quality basic education for every child and support and guidance for adolescents in navigating the sensitive transition to adulthood. UNICEF has a lead role in ensuring that the rights of all children be respected in the formulation of socio-economic reforms.
5. UNICEF needs to implement its mandate more from an explicit strategic perspective and pay more attention to mainstreaming rights based programming within NPAs and CCA/UNDAF, as well as in economic and social reform processes. At the same time, UNICEF must be rights-based and results driven in its own management at all levels and very clear on who is accountable for achieving what result. UNICEF's role and contribution to world governance cannot be underestimated in making a difference for children.

## 5. MTSP Implementation Challenges

45. Based on the documentary review and sharing of their experience, the Task Group members identified the following challenges with regards to the implementation of the MTSP

### 5.1 Leadership for Children in a changing environment

- How can UNICEF ensure that priority is accorded to children?
- What critical partnerships UNICEF should build upon to make GMC a truly worldwide movement?
- How do we ensure the Global Movement for Children becomes rooted in local movements for children and *World Fit for Children* commitments become integral to national development plan?
- How should UNICEF sustain its unique role in GMC as a global voice for children?
- Through its alliances, partnerships, advocacy, monitoring, research and policy analysis at all levels, how can UNICEF influence actions of a much larger group of actors for children?

### 5.2 Catalytic strategic role of UNICEF within UNDAF/PRSP

- For the benefit of children, how can UNICEF contribute to achieve the realization of the following visionary challenge?

*“Look forward with vision and determination toward the end of the century and map out a strategy for development that will seize people’s imaginations and give hope to those in need, and inspiration to those who have the power to make changes”.* (The Jackson Report on the Capacity of the United Nations Development System, 1969)

-How can UNICEF engage in the UN reform process and its implementation at field level, ensuring that the interests of children are fulfilled?

-How can UNICEF respond to the recommendations of the Triennial Comprehensive Policy Review of operational activities of the United Nations system (Report of the Secretary General A/56/320 of 23 August 2001) The Secretary General emphasized the need to move away from *project level* towards *strategic and policy-oriented* monitoring and organisational impact. (Para 60)

### 5.3 Programme Excellence

- How can we live up to our definition of Programme Excellence?

*“Programme Excellence is child rights-based and results-oriented programming, which makes optimal use of human and financial resources in order to improve in a measurable and sustainable manner the lives of children.”*

- What changes need to occur in order to apply the concept of Programme Excellence to Country Programme of cooperation while ensuring the centrality of strategic planning at the global level?

### 5.4 Integrative coherence of the corporate functions in support of Programme Excellence

- How can we provide an overall strategic intent to the organisation, identify strategic drivers leading programme orientation, give UNICEF the tool to set & manage the organisation priorities in order to optimize organisational performance within niches of excellence?

- How can we strengthen our global policies enabling them to provide a clear stance and substantive orientation? How can we provide clearer programme guidance, standards and quality assurance?

- How can we ensure that UNICEF is knowledge-based and maintains its technical leadership?

- How can we strengthen a better articulation of the programme functions with the other core corporate functions: operations, alliances and resources, regional functions as well as those performed at country level?
- How can we provide an oversight role serving the all corporate functions in their performance improvement and reporting on the institutional performance to the Executive Board?

## 5.5 Competencies of UNICEF staff

- How can UNICEF ensure that it has the adequate human skills in terms of “Quality and Quantity” in all areas required for the implementation of the MTSP?
- How can UNICEF improve its staff abilities to acquire a mindset fostering reflection and action at strategic levels, ease of operating in context of partnerships through strategic alliances, facilitation of local capacity strengthening and ownership enabling participation and the voice of children to be heard?
- How can UNICEF keep a right balance between strong strategically thinking generalists and specialists leaders in their field of expertise?
- How can UNICEF manage its succession approach and career building?
- How can UNICEF recognize more broadly and reward the staff members who inspire vision and motivation, witness core values, foster creativity and productivity?

## 5.6 Resource mobilization

- How can UNICEF convince member countries to increase their pledge, particularly with regards to the regular resources?
- In a competitive fund-raising environment, considering that one-third of UNICEF’s income comes directly from the general public, taking into account research findings that show that UNICEF has an aging public supporter base, old-fashioned, distant and complex, how can UNICEF accede to the potential for growth for resource mobilization?
- How can UNICEF proceed to “use someone else” resources in partnership, in order to achieve neuralgic outcomes in favor of children?

## **6. Key factors in need of immediate attention**

46. During a brainstorming session, the members of the Task Group identified the following needs as those that need urgent attention from an institutional governance perspective.

### **6.1 Need to look at the strategic governance tools**

- Clarity of strategic commitments
- Results-based reporting to the Executive Board
- Reengineering of the Institutional Performance Assessment function
- Rationalization of a policy making agenda
- Review of corporate policy making function
- Review of the research function

### **6.2 Need to clarify what is meant by “regional strategies” in the context of the MTSP**

- Preparation of clearly defined strategy paper
- Accountability for delivering results identified in the “regional strategies”
- Approval by the Executive Board of those strategies
- Clarity in authority & accountability of the Regional Director

### **6.3 Need to look at Country Programme Management**

- The notion of Country Programme as the central unit of management
- Performance Assessment & Accountability for UNICEF dual role
- Management framework, authority and resource allocation

### **6.4 Need to look at information needs and corporate support for performance reporting**

### **6.5 Need to look Global Communication strategies in support of UNICEF’s identity and stance on key messages pertaining to the five organisational priorities**

### **6.6 Need to look at UNICEF as a knowledge-based and learning organisation and put in place the necessary mechanisms**

### **6.7 Need to look at human competencies, resource needs, management and development in light of the MTSP priorities**

### **6.8 Need to look at the supply function**

### **6.9 Need to use strategically the evaluation function**

### **6.10 Last but not least, need to define clear result-oriented accountabilities for the implementation of the MTSP and roll-out scenario**

## **7. Lessons about change management**

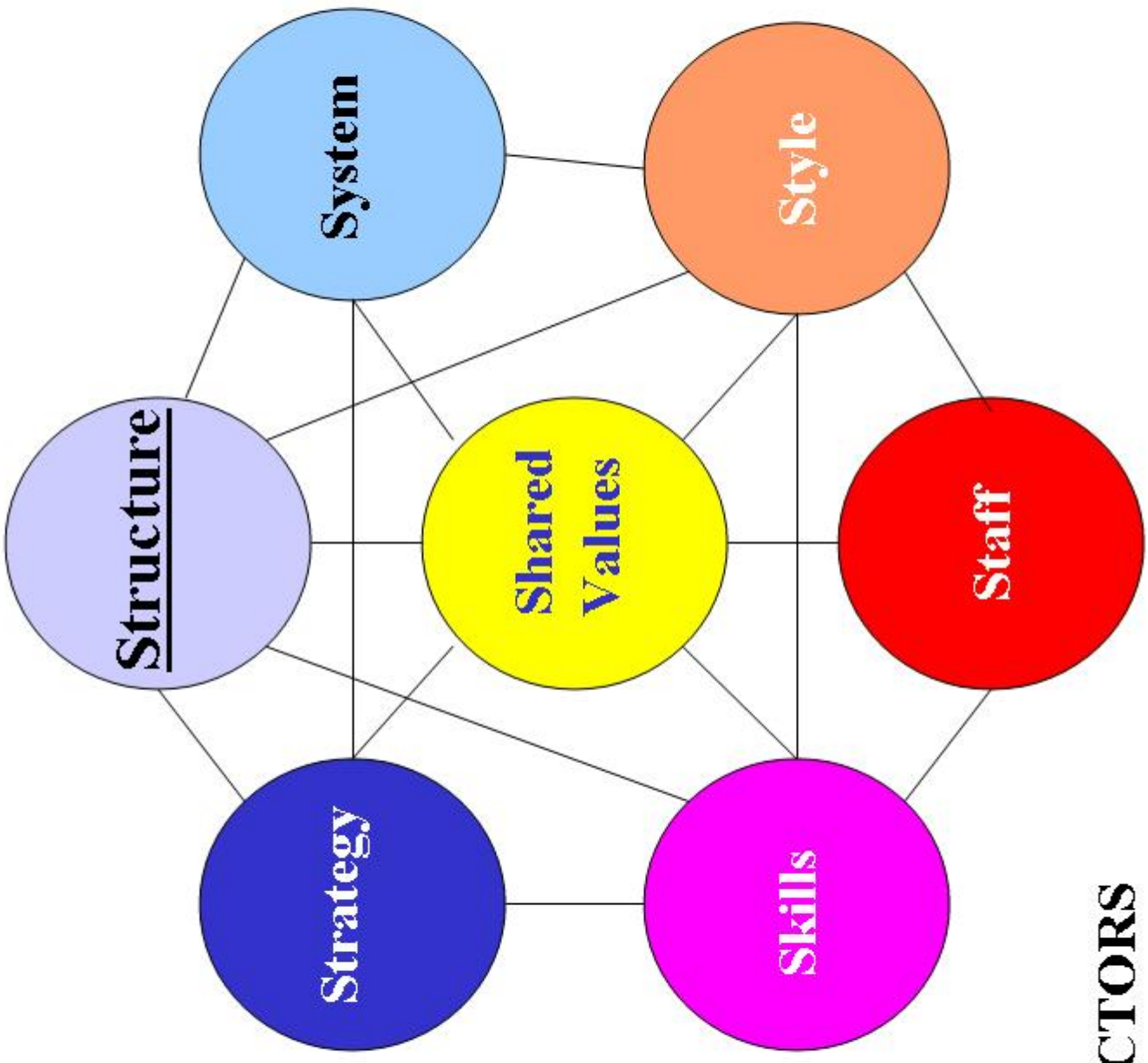
47. Lessons learned drawn from experience and literature review reveal some basic principles if change management is to be successful. They are:

- 7.1 The change efforts need to become a cause and the job or the executive leadership is to champion an integrated vision (see Annex on Key factors).**
- 7.2 The challenge is to give each manager at all levels of the organisation personal accountability for transforming the culture.**
- 7.3 One must seize control of the energy - turn it to one's advantage - so it can't be used to fortify and perpetuate the old culture.**
- 7.4 People have to believe you're dead serious about this endeavor and determined to see it through.**
- 7.5 You'll have trouble creating a *new* culture if you insist on doing it in ways that are consistent with the *old one*.**
- 7.6 Measure change, reward results, and the whole organisation will take a different attitude. De facto, if significant changes in the reward system are not made, one is actually rewarding resistance.**
- 7.7 You will find no better way to coach staff on what the *new* culture must look like than by how you carry yourself.**
- 7.8 Peoples commitment and skills is the foundation of any organisation, developing relationships of openness and trust is key to any empowering change process.**
- 7.9 Analyzing the present culture is like going to history class, when one could learn more valuable insights from studying the future.**
- 7.10 It's time for "*tough love*". Caring harder: caring enough to take the institution through the unpopular struggle of culture change towards clarity in vision, values and behavior, so it may continue to provide excellence and leadership.**

## **8. Recommendations**

48. The following are recommendations for future action.

- 8.1 It is recommended that the mandate of the MTSP Steering Committee includes the preparation and monitoring of an explicit change management strategy and that reporting be made regularly at GMT and annually to the Executive Board.**
- 8.2 UNICEF should proceed with a self-examination à la Booz-Allen & Hamilton management review, reviewing in an integrated way key factors affecting change management. The findings should be reviewed by GMT and incorporated into the change management strategy.**
- 8.3 A clear roadmap for change should be communicated internally and to the Executive Board and should include performance benchmarks.**
- 8.4 A matrix of accountability should be developed making Task Managers fully accountable to executive management for the achievement of expected results.**



**KEY FACTORS**

