

EVALUATION
REPORT

STRATEGIC REVIEW OF HUMAN RESOURCE EVALUATION IN UNICEF

EVALUATION OFFICE
APRIL 2007

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**EVALUATION
REPORT**

**STRATEGIC REVIEW OF
HUMAN RESOURCE
MANAGEMENT IN UNICEF**

2007 Strategic Review of Human Resource Management in UNICEF

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UNICEF

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This evaluation was undertaken by MANNET an independent consultant organization, contracted by the UNICEF Evaluation Office

The purpose of the report is to make a diagnosis of the Human Resource Management in UNICEF and recommend measures to improve the planning of future directions, strategies and resourcing of HRM within UNICEF.

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PREFACE

The Evaluation Office managed the Strategic Review of Human Resource Management (HRM) from November 2005 to July 2006 under the oversight of a Steering Committee led by the Deputy Executive Director (Operations), which included the Director of the Division of Human Resources (DHR). The review was conducted by MANNET, an HR and organizational management network based in Geneva.

Simon Lawry-White, Senior Project Office in UNICEF's Evaluation Office was the evaluation manager. He was assisted by Xavier Foulquier who conducted surveys and document searches, and provided coordination and logistical support to the evaluation process.

A diagnosis is made of UNICEF's management practice and culture and progress achieved over the last decade. The review proposes a vision and strategic framework and levers of change together with their respective implementation roadmaps.

Special thanks go to UNICEF staff across the organization and to the Reference Group who both participated actively and provided substantive comments on emerging issues and interim reports.

The findings of the Strategic Review of Human Resource Management made a significant input to the Organisational Review that was undertaken subsequently.

Jean Serge Quesnel
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Annex 6: Answers to the 12 Questions from the Terms of
Reference

LIST OF ACRONYMS

APC	Appointment and Placement Committee
CBB	Control through Budgets and Bureaucracy
CCODU	Classification, Compensation Organization and Design Unit
CCP	Common Country Programme
CMT	Country Management Team
CO	Country Office
CPD	Country Programme Document
CPMP	Country Programme Management Plan
DFAM	Division of Financial and Administrative Management
DFID	Department for International Development (UK)
DHR	Division of Human Resource
DOC	Division of Communication
DPP	Division of Policy and Planning
EMOPS	Office of Emergency Programmes
EO	Evaluation Office
FT	Fixed Term
GSA	Global Staff Association
GSC	Global Service Centre
HQ	Headquarters
HRM	Human Resource Management
HRO/A	Human Resources Officer/Assistant
HRSS	Human Resources Service Section
HRSS	Human Resource Service Section
ICSC	International Civil Service Commission
ISCA	Iraq Support Centre in Amman
JD	Job Description
JPO	Junior Professional Programme
KPI	Key Performance Indicator
MDGs	Millennium Development Goals
MENA	Middle East & North Africa
MTR	Medium Term Review
MTSP	Medium Term Strategic Plan
NGO	Non Governmental Organization
NYHQ	New York Headquarters
OD	Organizational Development
OLDS	Organizational Learning and Development Section
OR	Other Resources
P2D	Personal and Professional Development
PALS	Policy and Administration Law Section
PAS	Performance Appraisal System
PBA	Programme Budget Allotment
PBR	Programme Budget Review
PBRC	Programme Budget Review Committee
PD	Programme Division
PER	Performance Evaluation Report
PFO	Programme Funding Office
RBM	Result Based Management
RD	Regional Director
RHRO	Regional Human Resources Officer
RMT	Regional Management Team
RO	Regional Office

ROSA	Regional Office of South Asia
RR	Regular Resources
RR	Regular Resources
RSS	Recruitment and Selection Section
SAP	Selection Advisory Panel
SAP/HR	Information system for HR
SB	Support Budget
SLA	Service Level Agreements
SPARE	Strategy and Policy, Accountability, Results and Envelopes of resources
SRHRM	Strategic Review of Human Resource Management
SSA	Special Service Agreement
SSR	Senior Staff Review
SWAT	Swift Action Teams
TACR	The Americas & Caribbean Region
TFT	Temporary Fixed Term
TMS	Talent Management Section
TOR	Terms of References
TRT	Technical Review Team
UNCT	United Nations Country Team
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNV	United Nations Volunteer
WCAR	Western & Central Africa Region
WebHRIS	Web Human Resource Information System
YPP	Young Professional Programme

Executive Summary

(Compiled by the Evaluation Office from the Review documents)

Introduction

The Strategic Review of Human Resource Management (HRM) was undertaken from November 2005 to July 2006 under the management of the Evaluation Office and the oversight of a Steering Committee led by the Deputy Executive Director (Operations) and including the Director of the Division of Human Resources (DHR). The review was conducted by MANNET, an HR and organizational management network based in Geneva. The central question addressed by the review was: ***'How well is UNICEF managing and enhancing its human resource capacity to reach its strategic objectives?'***

The Review was structured in four phases:

- ***Rapid organisational assessment*** to identify lines of inquiry and questions for the in-depth data collection and analysis;
- ***Diagnostic report*** based on wide ranging interviews and focus groups, including in ten countries in MENA, ROSA, WCAR and TACR and global staff survey on HRM conducted by the Evaluation Office;
- ***Strategic framework*** for unblocking UNICEF's human resources system so that deep and lasting change can be achieved;
- ***Catalytic steps*** identified for each lever of change, with initial implementation in partnership with DHR.

Diagnosis Results

The overwhelming response by managers and staff¹ was that UNICEF is not managing its human resources effectively. MANNET's findings mirror staff perceptions: there is a *profound malaise* concerning how UNICEF manages its human resources. The Rapid Assessment Phase identified five broad questions/lenses for viewing HRM. Against each lens, the diagnosis noted:

- ***Leadership***: There are significant concerns about leadership in general and HRM leadership in particular.
- ***Sustainable workforce***: UNICEF's staffing strategy does not seem geared to the future needs of the organization.
- ***Productive workforce***: Administrative and support processes are considered a major obstacle to productivity; there is a reticence to address performance issues.
- ***Enabling work environment***: Morale and motivation are significant concerns, and the culture does not support a performance-focused, results-oriented attitude and approach. Although gains have been made there are still issues about gender parity and discrepancies between the treatment of international and national staff to be addressed.
- ***Change management***: UNICEF's previous attempts to bring about reform in HRM are perceived to have had limited success.

In more detail, the Diagnosis identified the following major constraints facing HRM in UNICEF as:

¹ Responses from a global staff survey, our interviews and focus groups.

Organizational results	There are insufficient linkages between, on the one side, organizational strategies and plans and, on the other side, individual work planning and performance.
Staffing strategy	There is no clear evidence of a well-developed and operationalized staffing strategy;
Resource allocation, post management, budgets and contracts	The current budgeting processes are having a major negative impact on the ability of line managers to manage their human resources.
Recruitment process	The recruitment process is one of most criticized HRM processes.
Performance management	UNICEF's performance management system is not working to differentiate performance; as a result, a significant degree of underperformance or non-performance is not being addressed;
Staff entitlements and benefits	There are issues about the fairness of certain benefits, as well the relationship among benefits, performance and the ability to attract good staff;
HRM function	UNICEF's overall HRM system and processes are not well integrated and consistent, and line managers, generally speaking, are not exercising their HRM roles effectively.
UN reform	There appears to be a great deal of uncertainty about the future and the potentially significant impact of UN reform on HRM in UNICEF;
Organizational culture	The current culture has a major impact on UNICEF's ability to exercise strategic HRM and to bring about needed reform;
DHR	DHR is still seen primarily as a division of personnel administration. It is important to acknowledge the reform efforts during the past ten years, but the transition to strategic HRM is not complete.

Review participants concluded that the major constraint to change was the UNICEF organizational culture. Many of the cultural characteristics identified in the Diagnosis Phase may have contributed to the lack of success of previous change initiatives.

Organizations attempting to bring about significant change tend to focus on "surface" issues. Insufficient attention is generally paid to the "deep" dimension, the collectively held beliefs, norms and patterns of behaviour that act as the glue that maintains the *status quo* in the organization.

The Diagnosis revealed a patchwork of competing commitments, individually laudable but collectively causing inconsistency and confusion and creating a culture in which it is difficult to achieve significant change or implement a truly strategic approach to human resource management. The review identified the tension between two different organizational paradigms in UNICEF, the first a longstanding, outdated but partly continuing emphasis on control through detailed budgets and checking and the second, aspired to but incompletely

implemented, empowers managers by giving them space, resources, direction and greater freedom and accountability for performance.

UNICEF needs a coherent framework for HRM centered on line managers who are accountable for managing people and performance, backed by an HRM function able to provide high-level and strategic support. Managers need to be supported by effective planning of staffing needs and effective and efficient HRM processes, particularly for recruiting, selecting and developing staff.

Strategic Framework

The Strategic Framework defines three key prerequisites of change:

- **Paradigm shift:** At one end is the paradigm of Control through Budgets and Bureaucracy (CBB); at the other end is the paradigm of Strategy and Policy frameworks, Accountability, Results and Envelopes of resources (SPARE). UNICEF currently operates toward the CBB end of the continuum, and it needs to move toward the SPARE end of the continuum.
- **Clarity around competing commitments:** the Diagnosis Phase highlighted a number of competing values, needs and commitments that cause tension within UNICEF. UNICEF needs to clarify what it believes is the appropriate balance between these competing commitments. Accountability was again at the centre of this debate.
- **Levers of change:** the Diagnosis Phase identified seven 'levers of change' that UNICEF needs to apply to change its management of human resources. The levers were chosen to achieve change and designed to create synergy by being applied at the same time and revisited in an iterative manner.

Lever	Goal	Desired end state
Line Managers	People management must be a key factor in the selection, development and performance assessment of line managers.	Line managers assume their responsibilities in terms of people management (individuals and teams), including their roles in the technical aspects of HRM (e.g. recruitment); they have the necessary competencies and mindset to do this job well and find the time to do it. People management is highly valued in UNICEF.
Tackling Non-performance	UNICEF must commit to effectively deal with chronic underperformance.	UNICEF frees itself from the burden of chronic underperformers.
Staffing Strategy	UNICEF needs to develop a staffing strategy that ensures that the right staff are placed in the right place in appropriate numbers.	UNICEF staffing has the flexibility to meet evolving organizational needs while reflecting an explicit, coherent approach to staff categories and career options.

Talent Management	UNICEF needs to adopt a strategic approach to the management and development of its talent.	UNICEF is known for its high -performance culture, comprised of people with the skills needed for both current and potential roles.
HRM Policies, Processes and Procedures	HRM processes, and in particular the recruitment process, must be strengthened, simplified and aligned.	Line managers are able to rapidly secure the staff they need; staff are placed in jobs that match their aspirations.
DHR++	DHR needs to determine and exercise its vision, purpose and role.	DHR++ becomes a strategic partner of senior and line management.
Budgets	The budget systems must be reformed to support budgetary decisions that are in the best strategic interests of the organization, and budget procedures must be simplified.	Resource allocation and budgetary processes support effective staff management by empowering line managers within clearly defined strategic, policy, results and accountability frameworks.

The Strategic Framework also includes nine characteristics of successful change management initiatives.

- Commitment from senior management.
- Champions.
- Staff association support.
- Sufficient resources.
- Communication.
- Demonstrate progress.
- Monitoring and feedback.
- Sharing of good ideas.
- Celebrations.

Implementation

The Implementation Phase was designed to kick-start the implementation of the levers of change, to sustain momentum from the first three phases and to take some practical steps to start applying each of the seven levers. During the review, work was begun on each of the seven levers, although this has largely been at the surface level—for example, changing the policies, reorganizing the work, streamlining the processes—rather than on attitudes, mindsets, culture and systemic interactions, all necessary but not sufficient for real change to take place. UNICEF has yet to make people accountable for using policies appropriately and working differently. Application of the seven levers must continue, for accountability for reinforcing them must be established.

Conclusion

In the early implementation phase up to the end of the Review period, senior management has not shown strong or visible commitment to the change initiative, without which UNICEF’s ability to achieve significant change with respect to HRM will be severely compromised. It is therefore essential that the organization identify a “champion of change” for the overall SRHRM. DHR has definitely taken on and is championing the levers it has responsibility for but success does not depend solely on DHR. One of the key reasons for

the limited impact of earlier reviews of HRM within UNICEF was the failure to identify accountability for implementing the changes outside DHR. To make the same error again would be a clear indication of a failure to learn from previous mistakes.

An important next step for the organization will be to cost and prioritise the work set out in the Strategic Framework and Implementation Phase. If funding is insufficient, the recommendations arising from this review will be doomed to failure; similarly, failing to invest in implementing the recommendations may have significant consequences, both internal and external, for the future of the organization.

Résumé Analytique

(Préparé par le Bureau d'évaluation à partir de la documentation sur l'Examen)

Introduction

L'examen stratégique de la gestion des ressources humaines (GRH) a été effectué entre novembre 2005 et juillet 2006 sous la direction du Bureau d'évaluation et sous la tutelle d'un Comité directeur présidé par le directeur général adjoint (Opérations) et incluant le directeur de la Division des ressources humaines. Il a été effectué par MANNET, un réseau de gestion des RH et des organisations basé à Genève.

L'Examen était axé sur la question suivante : « ***Dans quelle mesure l'UNICEF réussit-elle à gérer et développer sa capacité en matière de ressources humaines pour atteindre ses objectifs stratégiques?*** »

L'examen comportait quatre phases :

Une évaluation organisationnelle rapide pour cerner les champs d'enquêtes et les questions sur lesquelles faire une collecte et une analyse approfondies des données;

Un rapport de diagnostic fondé sur un large éventail d'entrevues et de groupes de discussions dans dix pays du Moyen-Orient et d'Afrique du Nord, d'Asie du Sud, d'Afrique de l'Ouest et d'Afrique centrale et des Amériques et des Caraïbes et sur une enquête sur la GRH auprès du personnel à travers le monde menée par le Bureau d'évaluation;

Un cadre stratégique pour débloquer le système des ressources humaines de l'UNICEF pour permettre des changements durables;

Des étapes catalytiques pour identifier chaque levier de changement avec une mise en oeuvre initiale en partenariat avec la Division des ressources humaines.

Résultats du diagnostic

La réaction de la très grande majorité des dirigeants et du personnel est que l'UNICEF ne gère pas ses ressources humaines efficacement. Les conclusions de MANNET font écho aux perceptions du personnel : la façon dont l'UNICEF gère ses ressources humaines engendre un *profond malaise*. La phase d'évaluation organisationnelle rapide a permis d'identifier cinq grandes questions/optiques pour étudier la GRH. Il est ressorti ce qui suit du diagnostic effectué en fonction de ces cinq axes :

- ***Leadership*** : Le leadership en général et le leadership dans la GRH en particulier soulèvent de sérieuses inquiétudes.
- ***Effectif durable*** : La stratégie de dotation en personnel de l'UNICEF ne semble pas être conçue en fonction des besoins futurs de l'organisation.
- ***Effectif productif*** : Les processus administratifs et de soutien sont considérés comme un obstacle majeur à la productivité et l'on répugne à s'attaquer aux questions de rendement.
- ***Milieu de travail porteur*** : Le moral et la motivation sont préoccupants et la culture n'est pas propice à une attitude et une approche axées sur le rendement et sur les résultats. Des progrès ont été faits mais les questions de la parité hommes-femmes et des inconsistances dans le traitement du personnel international et national restent à traiter.
- ***Gestion du changement*** : Les tentatives précédentes de l'UNICEF pour réformer la GRH sont perçues comme modérément fructueuses.

Plus spécifiquement, le diagnostic a permis d'identifier les grandes contraintes suivantes pour la GRH à l'UNICEF :

Résultats organisationnels	Les liens entre les stratégies et les plans organisationnels d'une part et la planification du travail et la performance individuels d'autre part sont insuffisants.
Stratégie de dotation en personnel	Il n'y a pas de signes clairs d'une stratégie de dotation en personnel bien connue et opérationnalisée.
Allocation des ressources, gestion des postes, budgets et contrats	Les processus budgétaires actuels ont une incidence très négative sur la capacité des gestionnaires hiérarchiques de gérer leurs ressources humaines.
Processus de recrutement	Le processus de recrutement est l'un des processus de GRH les plus critiqués.
Gestion du rendement	Le système de gestion du rendement de l'UNICEF ne permet pas les différenciations au niveau du rendement. Rien n'est donc fait au sujet de l'important degré de rendement insuffisant voire mauvais.
Droits et avantages sociaux du personnel	L'équité pour certains avantages et le rapport entre les avantages sociaux, le rendement et la capacité d'attirer un personnel compétent sont problématiques.
Fonction GRH	Dans l'ensemble, le système et les processus de GRH de l'UNICEF sont mal intégrés et manquent d'uniformité et les gestionnaires hiérarchiques, en règle générale, ne remplissent pas leur rôle efficacement.
Réforme de l'ONU	L'avenir et l'impact possiblement majeur de la réforme de l'ONU sur la GRH à l'UNICEF ne sont pas clairs.
Culture organisationnelle	La culture actuelle a un impact majeur sur la capacité de l'UNICEF de gérer stratégiquement ses RH et d'introduire les réformes qui s'imposent.
Division des ressources humaines	La Division est encore perçue comme s'occupant de l'administration du personnel. Il est important de reconnaître les efforts de réforme des dix dernières années, mais la transition à une gestion stratégique des RH n'est pas terminée.

Les participants à l'Examen ont conclu que le principal obstacle au changement est la culture organisationnelle de l'UNICEF. Beaucoup des caractéristiques culturelles identifiées pendant la phase du diagnostic pourraient avoir contribué au manque de réussite des initiatives de changement antérieures.

Les organisations qui tentent d'introduire des changements majeurs ont tendance à se concentrer sur les enjeux « en surface », ne faisant pas suffisamment attention aux dimensions « profondes » que sont aux croyances, normes et schémas de comportement collectifs qui font office de ciment et préservent le *statu quo* au sein de l'organisation.

Le diagnostic a révélé un patchwork d'engagements se faisant concurrence entre eux, tous louables en eux-mêmes mais engendrant collectivement l'incohérence et la confusion et créant une culture dans laquelle il est difficile d'effectuer des changements significatifs ou de mettre en oeuvre une approche véritablement stratégique pour la gestion des ressources humaines. L'Examen a permis de mettre à jour une tension entre les deux paradigmes organisationnels distincts au sein de l'UNICEF – le premier un accent de longue date, dépassé mais encore en vigueur dans une certaine mesure, sur le contrôle au moyen de budgets détaillés et de vérifications; le second, un souhait pas encore complètement réalisé, le renforcement des pouvoirs des gestionnaires en leur donnant la marge de manoeuvre, les ressources, les directions et la liberté accrue dont ils ont besoin pour avoir un bon rendement. L'UNICEF a besoin d'un cadre de GRH cohérent, axé sur des gestionnaires hiérarchiques qui sont tenus responsables de leur gestion du personnel et du rendement, avec l'appui d'une fonction GRH capable d'apporter un soutien stratégique de haut niveau. Les gestionnaires ont besoin d'être appuyés par une planification efficace des besoins en matière de personnel et par des processus de GRH efficaces et efficients, en particulier pour le recrutement, la sélection et le perfectionnement du personnel.

Cadre stratégique

Trois conditions préalables au changement sont identifiées dans le Cadre stratégique :

- **Changement de paradigme** : À une extrémité, il y a le paradigme du contrôle par les budgets et la bureaucratie (Control through Budgets and Bureaucracy, CBB) et à l'autre le paradigme des cadres stratégique et politique, de la responsabilisation, des résultats et des enveloppes budgétaires (Strategy and Policy frameworks, Accountability, Results and Envelopes of resources (SPARE)). Le fonctionnement actuel de l'UNICEF se rapproche de l'extrémité CBB du spectre et doit passer du côté SPARE.
- **Clarification des engagements se faisant concurrence** : La phase de diagnostic a permis d'identifier un certain nombre de valeurs, besoins et engagements qui se font concurrence, ce qui crée des tensions au sein de l'UNICEF. Celle-ci doit préciser l'équilibre qu'elle juge souhaitable entre ces différents éléments concurrents. La responsabilisation était encore au coeur du débat.
- **Leviers du changement** : Ont été identifiés lors de la phase du diagnostic sept « leviers du changement » dont l'UNICEF doit se servir pour apporter des changements à sa gestion des ressources humaines. Ces leviers ont été choisis pour effectuer des changements et conçus pour créer une synergie en étant utilisés simultanément et de façon itérative.

Levier	But	Résultat souhaité
Gestionnaires hiérarchiques	La gestion de l'humain doit être un facteur essentiel dans la sélection, et le perfectionnement des gestionnaires hiérarchiques et dans l'évaluation de leur rendement.	Les gestionnaires remplissent leurs responsabilités en matière de gestion de l'humain (personnes et équipes), y compris leurs rôles en termes des aspects techniques de la GRH (le recrutement par ex.); ils ont les compétences et l'état d'esprit nécessaires pour bien faire ce travail et trouvent le temps de le faire. La gestion de l'humain est considérée comme très importante à l'UNICEF.
S'attaquer à l'inefficacité	L'UNICEF doit s'engager à régler la question de l'inefficacité chronique.	L'UNICEF s'est déchargée du fardeau que constituent les employés dont l'inefficacité est chronique.
Stratégie de dotation en personnel	L'UNICEF doit élaborer une stratégie de dotation en personnel pour veiller à ce que le personnel voulu soit placé aux endroits voulus en nombres suffisants.	La dotation en personnel de l'UNICEF est suffisamment flexible pour répondre aux besoins organisationnels changeants et reflète une approche explicite et cohérente de la classification du personnel et des choix de carrière.
Gestion du talent	L'UNICEF doit adopter une approche stratégique de la gestion et du perfectionnement du talent dans ses rangs.	L'UNICEF est connue pour sa culture axée sur l'excellence du rendement et réunit des gens dotés des compétences requises pour leurs fonctions actuelles et potentielles.
Politiques, processus et procédures de GRH	Les processus de GRH, et en particulier le processus de recrutement, doivent être simplifiés et harmonisés.	Les gestionnaires hiérarchiques peuvent rapidement se procurer le personnel dont ils ont besoin. Les employés se voient confier des emplois qui correspondent à leurs aspirations.
DRH++	La DRH doit définir sa vision, sa raison d'être et son rôle et les exercer.	La DRH++ devient un partenaire stratégique des gestionnaires supérieurs et hiérarchiques.

Budgets	Les systèmes budgétaires doivent être réformés pour appuyer les décisions budgétaires qui sont dans le meilleur intérêt stratégique de l'organisation et les procédures budgétaires doivent être simplifiées.	Les processus budgétaires et d'allocation des ressources favorisent une gestion efficace du personnel en accroissant les pouvoirs des gestionnaires hiérarchiques dans les limites de cadres clairement définis pour la stratégie, les politiques, les résultats et la responsabilisation.
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Le Cadre stratégique comporte en outre neuf caractéristiques des initiatives réussies de gestion du changement :

- Adhésion de la haute direction.
- Champions
- Soutien de l'association du personnel
- Ressources suffisantes
- Communications
- Progrès tangibles
- Suivi et rétroaction
- Mise en commun des bonnes idées
- Célébrations.

Mise en oeuvre

Cette phase a été conçue pour accélérer la mise en oeuvre des leviers du changement, maintenir l'élan acquis avec les trois premières phases et prendre des mesures pratiques pour commencer à utiliser les sept leviers. Pendant l'Examen, le travail a commencé avec chacun des sept leviers, même si cela a surtout été en surface – modification des politiques, réorganisation du travail, simplification des processus, par exemple – plutôt qu'au niveau des attitudes, des mentalités, de la culture et des interactions systémiques. Tout ce qui a été fait est nécessaire mais pas suffisant. Il faut encore que l'UNICEF rende les gens responsables pour ce qui est d'utiliser les politiques à bon escient et de travailler différemment. L'utilisation des sept leviers doit continuer et la responsabilité de les renforcer doit être établie.

Conclusion

Au début de la phase de mise en oeuvre, jusqu'à la fin de l'Examen, la haute direction n'avait pas indiqué l'engagement solide et visible envers l'initiative de changement sans lequel la capacité de l'UNICEF d'effectuer des changements majeurs au niveau de la GRH est gravement compromise. Il est par conséquent essentiel que l'organisation identifie un « champion du changement » pour l'ensemble de l'Examen stratégique de la gestion des ressources humaines. La DRH s'est sans aucun doute attelée à la tâche et se fait la championne des leviers dont elle est responsable mais elle ne peut réussir à elle seule. L'une des principales raisons de l'impact restreint des examens antérieurs de la GRH au sein de l'UNICEF était le fait que l'on n'avait pas déterminé qui était responsable de mettre les changements en oeuvre à l'extérieur de la DRH. Refaire la même erreur témoignerait d'un échec à tirer des enseignements des erreurs antérieures.

Une des prochaines étapes importantes pour l'organisation consistera à mettre un prix sur le travail prescrit dans le Cadre stratégique et pendant la phase de mise en oeuvre et d'établir des priorités. Si le financement est insuffisant, les recommandations ressortant de cet Examen seront condamnées à l'échec. De

la même façon, si l'on n'investit pas dans la mise en oeuvre des recommandations, cela pourrait avoir des conséquences majeures, tant au niveau interne qu'externe, sur l'avenir de l'organisation.

Resumen Ejecutivo

(Recopilado por la Oficina de Evaluación de los documentos de la revisión)

Introducción

La Revisión Estratégica de la Gestión de Recursos Humanos (GRH) se llevó a cabo entre noviembre de 2005 y julio de 2006 bajo la dirección de la Oficina de Evaluación y la supervisión de un Comité de Coordinación presidido por el Subdirector Ejecutivo (Operaciones) y que contó con el Director de la División de Recursos Humanos (DRH) entre sus miembros. La revisión fue realizada por MANNET, una red de gestión de recursos humanos y gestión institucional con sede en Ginebra.

La pregunta central que intentó responder la revisión fue: **“¿Qué tan bien está gestionando y fortaleciendo UNICEF su capacidad en términos de recursos humanos para alcanzar sus objetivos estratégicos?”**

La revisión se estructuró en cuatro fases:

- Una **evaluación institucional rápida** para identificar las líneas de investigación y las preguntas para la recolección y el análisis en profundidad de los datos;
- Un **informe de diagnóstico** basado en entrevistas y grupos focales de amplio espectro, entre otros en 10 países de las regiones MENA, ROSA, WCAR y TACRO, así como en una encuesta global del personal sobre la GRH en UNICEF realizada por la Oficina de Evaluación;
- Un **marco estratégico** para desbloquear el sistema de recursos humanos de UNICEF de manera tal que se pueda lograr un cambio profundo y duradero;
- **Pasos catalíticos** identificados para cada “palanca del cambio”, así como la ejecución inicial de los mismos en coordinación con la DRH.

Resultados del diagnóstico

La abrumadora respuesta de los gerentes y el personal² fue que UNICEF no está gestionando sus recursos humanos de una manera eficaz. Los hallazgos de MANNET reflejan las percepciones del personal: existe un *profundo malestar* respecto de la forma en que UNICEF gestiona sus recursos humanos. La fase de evaluación rápida identificó cinco grandes preguntas o lentes para enfocar la GRH. El diagnóstico arrojó lo siguiente en relación con cada lente:

- **Liderazgo:** Existe considerable preocupación respecto del liderazgo en general, y del liderazgo en materia de GRH en particular.
- **Fuerza de trabajo sostenible:** La estrategia de contratación de personal de UNICEF no parece estar enfocada en las necesidades futuras de la organización.
- **Fuerza de trabajo productiva:** Los procesos administrativos y de apoyo son considerados como un obstáculo de envergadura para la productividad de la organización; existe una reticencia a encarar los problemas de desempeño.
- **Ambiente de trabajo propicio:** La moral y la motivación constituyen preocupaciones significativas, y la cultura institucional no promueve una actitud y un enfoque centrados en el rendimiento y orientados a resultados. Si bien se han logrado algunos avances, persisten aún problemas que deben ser abordados en materia de paridad de género y discrepancias en el tratamiento del personal internacional y nacional.

² Las respuestas se obtuvieron a través de la mencionada encuesta global del personal así como de nuestras entrevistas y grupos focales.

- **Gestión del cambio:** La percepción general es que los intentos anteriores de UNICEF de llevar a cabo una reforma de la GRH han tenido un éxito limitado.

En mayor detalle, el diagnóstico identificó las siguientes restricciones importantes que padece la GRH en UNICEF:

Resultados institucionales	No existen suficientes eslabonamientos entre las estrategias y planes institucionales, de un lado, y los planes de trabajo y resultados individuales, del otro.
Estrategia de contratación de personal	No existe una evidencia clara de una estrategia de contratación de personal bien diseñada y operativizada.
Asignación de recursos, gestión de puestos de trabajo, presupuestos y contratos	Los procesos de presupuestación actuales están teniendo un impacto negativo considerable en la capacidad de los gerentes de línea para gestionar sus recursos humanos.
Proceso de reclutamiento	El proceso de reclutamiento es uno de los más criticados en la GRH.
Gestión del desempeño	El sistema de gestión del desempeño de UNICEF no está funcionando de una manera que permita diferenciar el desempeño; en consecuencia, no se está encarando la significativa presencia de un bajo o nulo desempeño.
Derechos y beneficios del personal	Existen problemas relacionados con la justicia de ciertos beneficios, así como con la relación entre beneficios, desempeño y la capacidad de atraer buen personal.
La función de GRH	Los sistemas y procedimientos generales de GRH de UNICEF no se encuentran bien integrados ni son coherentes, y los gerentes de línea en general no están ejerciendo sus roles de GRH con eficacia.
Reforma de las Naciones Unidas	Parece haber un alto grado de incertidumbre respecto del futuro y del potencial impacto de la reforma de las Naciones Unidas en la GRH de UNICEF.
Cultura institucional	La cultura institucional vigente tiene un impacto de envergadura en la capacidad de UNICEF para ejercer una GRH estratégica y llevar a cabo la necesaria reforma.
División de Recursos Humanos	La DRH sigue siendo considerada básicamente como una división de administración de personal. Aunque es importante reconocer los esfuerzos de reforma de los últimos 10 años, la transición hacia una GRH estratégica no se ha completado.

Los participantes de la revisión concluyeron que la principal restricción al cambio era la cultura institucional de UNICEF. Muchas de las características culturales identificadas en la fase de diagnóstico pueden haber contribuido a la falta de éxito de iniciativas previas para generar un cambio.

Las organizaciones que intentan generar un cambio significativo tienden a enfocarse en los aspectos “superficiales” y prestan atención insuficiente a la dimensión “profunda”, es decir, a las creencias, normas y patrones de conducta

colectivos que actúan como una goma que mantiene el estado de cosas en la organización.

El diagnóstico arrojó un mosaico de compromisos rivalizantes, que pueden ser encomiables a título personal pero generan incoherencia y confusión a nivel colectivo y crean una cultura institucional en la que es difícil ejecutar un cambio significativo o implementar un enfoque de gestión de recursos humanos realmente estratégico. La revisión reveló que había una tensión entre dos paradigmas institucionales diferentes en UNICEF: el primero, un énfasis de larga data, anacrónico pero parcialmente persistente, en el control, ejercido mediante presupuestos y controles detallados, y el segundo, aunque todavía a nivel de aspiración y solo parcialmente implementado, que empodera a los gerentes, dándoles espacio, recursos, dirección y mayor libertad y rendición de cuentas en relación con el desempeño.

UNICEF necesita un marco de GRH coherente, centrado en gerentes de línea que asuman la responsabilidad de la gestión y el desempeño del personal, respaldados por una función de GRH con capacidad para brindar un apoyo estratégico y de alto nivel. Los gerentes tienen que ser respaldados por una planificación eficaz de las necesidades de contratación de personal y por procesos de GRH efectivos y eficientes, especialmente en lo que se refiere al reclutamiento, selección y desarrollo del personal.

Marco estratégico

El marco estratégico contempla tres prerequisites clave para el cambio:

- ***Un giro paradigmático:*** En un extremo se encuentra el paradigma del Control, ejercido a través de Presupuestos y Burocracia (CPB); mientras que en el otro está el paradigma de los marcos Estratégicos y de Políticas, la Rendición de Cuentas, los Resultados y los “Sobres de Recursos” (SPARE, según sus siglas en inglés). Las operaciones de UNICEF se ubican actualmente cerca del extremo CPB del continuo, y necesitan desplazarse hacia el extremo SPARE.
- ***Claridad en torno a compromisos rivalizantes:*** La fase de diagnóstico sacó a relucir una serie de valores, necesidades y compromisos contradictorios, que generan tensión al interior de UNICEF. UNICEF necesita establecer con claridad lo que en su opinión constituye un balance apropiado entre estos dos compromisos encontrados. La rendición de cuentas ocupó una vez más el centro de este debate.
- ***Palancas del cambio:*** La fase de diagnóstico identificó siete “palancas del cambio” que UNICEF necesita aplicar para reformar su gestión de recursos humanos. Las palancas se escogieron para lograr cambios y se diseñaron para crear sinergias por el hecho de ser aplicadas al mismo tiempo y revisadas de manera iterativa.

Palanca	Meta	Estado final deseado
Gerentes de línea	La gestión de personas debe ser un factor clave en la selección, desarrollo y evaluación del desempeño de los gerentes de línea.	Los gerentes de línea asumen sus responsabilidades en términos de gestión de personas (tanto individuales como equipos), incluyendo sus roles en relación con los aspectos técnicos de la GRH (por ejemplo, reclutamiento); poseen las competencias y la mentalidad necesarias para desempeñar bien esta tarea y encuentran el tiempo para desempeñarla. La gestión de personas es altamente valorada en UNICEF.
Abordaje del bajo desempeño	UNICEF debe comprometerse a lidiar eficazmente con el bajo desempeño crónico.	UNICEF se libera de la carga de personas que acusan un bajo desempeño crónico.
Estrategia de contratación de personal	UNICEF necesita diseñar una estrategia de contratación de personal que garantice que se coloque al personal correcto en el lugar correcto y en números apropiados.	La estrategia de contratación de personal de UNICEF posee flexibilidad para satisfacer las necesidades en evolución de la organización al mismo tiempo que refleja un enfoque explícito y coherente en materia de categorización del personal y opciones profesionales disponibles.
Gestión del talento	UNICEF necesita adoptar un enfoque estratégico de gestión y desarrollo de su talento.	UNICEF es conocida por su cultura institucional de alto rendimiento, compuesta por personal con las destrezas requeridas para ejercer roles tanto actuales como potenciales.
Políticas, procesos y procedimientos de GRH	Es necesario fortalecer, simplificar y alinear los procesos de GRH, en especial el proceso de reclutamiento.	Los gerentes de línea están en condiciones de conseguir rápidamente al personal que requieren; el personal está colocado en puestos compatibles con sus aspiraciones.
DRH++	La DRH tiene que establecer y poner en práctica su visión, propósito y función.	La DRH++ ha devenido en un asociado estratégico de la alta dirección y los gerentes de línea.

Presupuestos	Es preciso reformar los sistemas presupuestarios con el fin de respaldar las decisiones presupuestales para que repercutan en el interés estratégico superior de la organización, y simplificar los procedimientos presupuestales.	Los procesos de asignación de recursos y presupuestación respaldan una gestión de recursos humanos eficiente, al empoderar a los gerentes de línea dentro de marcos estratégicos, de políticas, de resultados y de rendición de cuentas claramente definidos.
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El marco estratégico establece además nueve características que debe poseer una iniciativa de gestión del cambio exitosa:

- Compromiso de la alta dirección.
- Adalides del cambio.
- Apoyo de la asociación de empleados.
- Recursos suficientes.
- Comunicación.
- Demostrar los avances.
- Seguimiento y retroalimentación.
- Compartir las buenas ideas.
- Celebraciones.

Ejecución

La fase de ejecución se diseñó para arrancar con la ejecución de las palancas del cambio, mantener el impulso de las tres primeras fases y acometer algunos pasos prácticos para empezar a aplicar cada una de las siete palancas. Durante la revisión se empezó a trabajar en cada una de las siete palancas, aunque en gran medida de manera superficial – por ejemplo, modificando las políticas, reorganizando el trabajo y depurando los procesos, en lugar de incidir en las actitudes, la mentalidad, la cultura institucional y las interacciones sistémicas - todo ello necesario pero insuficiente para llevar a cabo un cambio real. UNICEF aún tiene pendiente la tarea de hacer que las personas rindan cuentas por usar apropiadamente las políticas y trabajar de manera distinta. La aplicación de las siete palancas debe continuar, ya que se deben establecer sistemas de rendición de cuentas para reforzarlas.

Conclusión

Durante la fase inicial de ejecución y hasta el final del período de revisión la alta dirección no había demostrado un compromiso fuerte o visible con la iniciativa de cambio, sin el cual la capacidad de UNICEF para lograr un cambio significativo respecto de su GRH se verá seriamente comprometida. En consecuencia, es imprescindible que la organización identifique a un/a “adalid del cambio” para la Revisión Estratégica de la Gestión de Recursos Humanos en general.

La División de Recursos Humanos definitivamente ha asumido y está defendiendo activamente las palancas de las que es responsable, pero el éxito no depende solamente de la DRH. Una de las razones centrales del impacto limitado de revisiones anteriores de la GRH en UNICEF fue la omisión de identificar personas responsables de llevar adelante los cambios fuera de la DRH. Incurrir otra vez en el mismo error otra vez sería una clara indicación de que no se ha aprendido de los errores previos.

Un importante próximo paso para la organización será financiar y priorizar las actividades especificadas en el marco estratégico y la fase de ejecución. Si el financiamiento es insuficiente, las recomendaciones que emanan de esta revisión estarán condenadas a fracasar; igualmente, la omisión de invertir en la ejecución de las recomendaciones puede tener consecuencias significativas, tanto internas como externas, para el futuro de la organización.

PREAMBLE—MESSAGES ABOUT UNICEF

In this preamble, we present a number of messages people provided when they described the organization to us—an organization with an extraordinarily important mandate and talented people that is simply not fulfilling its potential. This provides a backdrop for the diagnosis that follows.

Commitment and motivation

One of the overwhelming messages from staff was their commitment to the UNICEF goal of helping the world's children and women. Ask people at all levels and locations why they wanted to work with UNICEF, and the response almost always concerns the mandate and the pleasure of being part of UNICEF's work in action.

However, when asked about the realities of working for UNICEF, staff were in many cases less positive: they expressed commitment to the mandate, but less commitment to the environment they work in. We also found a profound erosion of motivation among staff. This erosion seems rooted in the organization's inability or unwillingness to acknowledge and deal with different levels of performance, and in particular with underperformance and non-performance. There is a strong belief that "*no one ever gets fired in UNICEF*" and that effective performance doesn't really matter because there are no processes in place to reward good performers or sanction poor performers. This pervasive belief erodes the motivation and commitment that staff have to UNICEF—and therefore the ability of the organization to deliver on its commitment to the world's women and children.

People management skills

A second consistent message was the influence of managers and the country representative on staff members' sense of satisfaction with their job, sense of being valued, professional development opportunities and belief in UNICEF. Over and over again we heard "*It all depends—on the rep and on the manager...*" Yet staff and managers alike believe managers are often promoted for their technical skills and *not* their people management skills.

Success within the organization

We heard repeatedly that it is *who* you know not *what* you know that will determine your success within the organization and that you need to develop a good relationship with senior people, as they can make or break your career. Such a culture works against the philosophy of the Personal and Professional Development (P2D) programme and other training and developmental initiatives. It erodes the credibility of and confidence in the performance appraisal system and makes it very difficult to manage career expectations in the organization.

Application of policies

In some cases, UNICEF's attempts over the past few years to become more professional have manifested themselves in the creation of more rules and new policies. When something goes wrong, there is a tendency to respond by writing more rules and more manuals rather than by educating the individuals involved or holding them accountable. The organization has also attempted to make staff more responsible for their own knowledge about these rules. However, when it comes to applying these policies, and especially HRM policies, there is still a strong belief that "it all depends". As a result, staff receive mixed messages about the extent to which UNICEF believes in applying its policies consistently. Consequently, staff do not really believe they need to take responsibility for understanding the organization's policies, and

they learn to “shop around” for the most advantageous interpretation of a rule or benefit. For their part, managers attempting to achieve results become creative about how to interpret and use the policies. This reinforces the view that UNICEF operates more on the basis of “who you know” than on the basis of organizational policies, processes and procedures.

Financial and other controls

A number of years ago, UNICEF experienced considerable trauma regarding financial management. Risk is therefore currently managed to the point that it may be stifling creativity and innovation, as well as emphasizing input-driven budgets and financial controls to the detriment of programme delivery. For example, expenditures of small amounts of money are reviewed at several levels and are tracked and signed off in the same way as large sums of money. Further, it appears that these controls cause administrative and bureaucratic headaches but may not eliminate fraud. In private, a number of staff stated that fraud continues and, even more worryingly, that fraud is still not something for which one is easily fired in UNICEF. In sum, oversight is unbalanced and often focuses on things that are easy to check rather than on more strategic, complex or potentially important issues.

Hierarchy and participation

UNICEF is described as both hierarchical and participative, and both are probably true. UNICEF likes to consult, but always with the power to overturn a committee’s decision. In spite of being hierarchical, the culture is not really respectful of hierarchy, especially when it comes to decision making. The managerial function is to take decisions: the culture of UNICEF is to question all decisions and expect explanations under the guise of transparency. Transparency is an important value, but the degree to which every decision and action is open to questioning in UNICEF suggests that there is a lack of trust in the organization’s managerial and decision-making bodies. Whatever the reason for this lack of trust, the flexibility to make decisions is being overshadowed by lengthy and costly processes for managing the perception of fairness.

Work-life balance

The belief in the mandate inspires---or becomes an excuse for---people to work long hours because the work is never done, there is always more to do. Over the years, the workload has been exacerbated by an increasingly heavy administrative load for staff at many levels—a load due in large part to the ever-increasing controls on process discussed above.

This in turn has created an environment where, even if the work is done, long hours are believed to be valued as a sign of commitment to the job, and so some people stay late regardless of their workload. This works against another widely stated value, that of work-life balance

Will anything change?

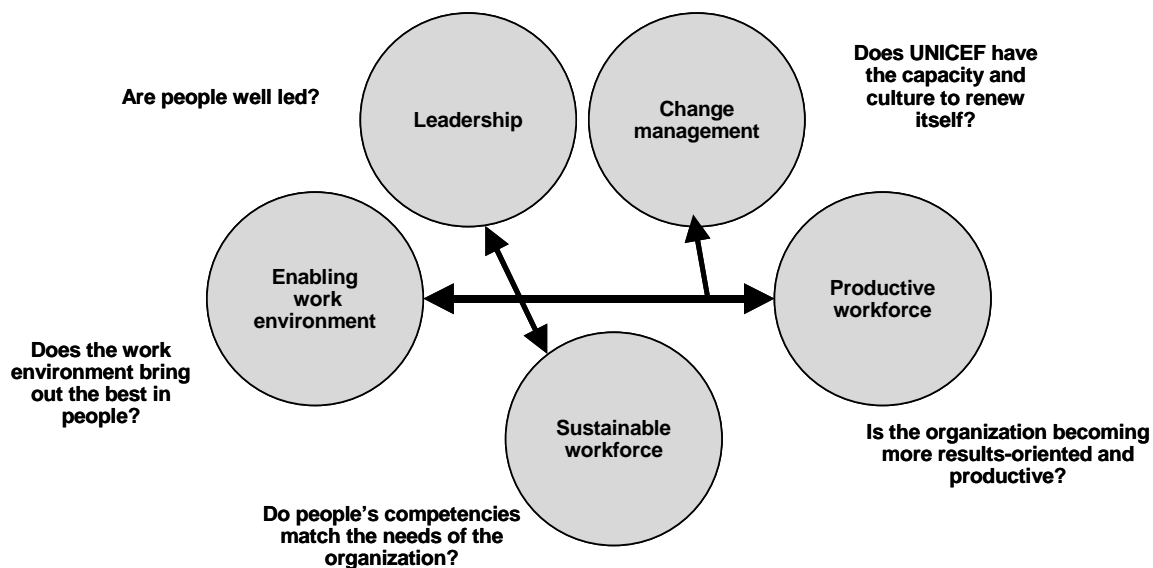
Over the years, UNICEF has attempted many large- and small-scale changes in HRM, and there have certainly been some improvements. However, we were struck by how many times staff asked us if anything was really going to change this time. We believe this question arises because some of the previous changes were not about things that really mattered, and other changes were not felt widely and deeply enough. This question dovetails with our own question about the persistence of HRM as a management issue. Our attempt to answer this question is central to this report.

Introduction

Background

In Phase One of the Strategic Review of Human Resources (SRHRM), we carried out a rapid organizational assessment designed to familiarize the consultancy team with UNICEF, as well as to confirm the key perspectives from which to view HRM issues in Phase Two.

We based our assessment on five broad questions and the corresponding “lenses”:



We also identified ten lines of inquiry that would form the basis of discussions during interviews and focus groups in Phase Two:

- *Organizational results*: What are the mechanisms for determining organizational results (MTSP, CPD, etc.) and other organizational performance metrics, and how are they linked to individual work plans and HRM?
- *Staffing strategy*: Is the staffing, or workforce, strategy appropriate for providing UNICEF with the staff profile and staff resources it need over the next 10 years?
- *Resource allocation, post management, budgets and contracts*: What is the impact of current budgeting processes and contract arrangements on HRM?
- *Recruitment process*: To what extent do recruitment processes enable UNICEF to get the right person to the right place at the right time?
- *Performance management*: How does the current performance management system link into management processes and decision making about staff, and how does UNICEF deal with people who consistently do not achieve results?

- *Staff entitlements and benefits:* Are the entitlements and benefits adequate and fairly applied throughout the organization, and do they facilitate the development of a productive and sustainable workforce?
- *HRM function:* Does UNICEF have a well-integrated human resources (HR) function across the organization that functions well and is well understood?
- *UN reform:* To what extent will UNICEF be affected by UN reform at the country, regional and global levels?
- *Organizational culture:* What influence does the current culture have on HRM?
- *DHR:* Does DHR have the structure, roles, competencies, staffing and resources need to meet the future needs of UNICEF?

The Strategic Review of Human Resource Management was initiated by the Evaluation Office. The project began in November 2005 and concluded in July 2006. The central question to be addressed by the review was: *How well is UNICEF managing and enhancing its human resource capacity to reach its strategic objectives?* The review consisted of four phases: Inception and Rapid Assessment, Diagnosis, Strategic Framework, and Implementation.

Phase I— Inception And Rapid Assessment

The purpose of the rapid assessment was to quickly examine human resources management (HRM) in UNICEF with a view to identifying lines of inquiry and questions for the in-depth data collection and analysis of Phase II. The rapid assessment involved interviews in New York, Geneva and Africa.

The analytical framework consisted of four lenses³—leadership, results and productivity, a sustainable workforce, and an enabling work environment—as well as the twelve questions posed by UNICEF in the Terms of Reference. We identified specific and worrying concerns for each lens. This led us to confirm that there is a gap between the desired and current state of HRM in UNICEF today. Our assessment also confirmed the importance of SRHRM as a vehicle for ensuring UNICEF’s continued relevance and strength in policy and programming for the women and children of the world.

Outputs

- Rapid assessment (for the SRHRM Steering Group only)
- Field Interview Protocol, including 10 lines of inquiry

Phase II—Diagnosis

The purpose of Phase II was to consult and explore as widely as possible regarding the ten lines of inquiry identified in the rapid organizational assessment. This phase consisted of consultations at the regional and country level in MENA, ROSA, ISCA, WCARO and TACRO, as well as further meetings with key individuals and groups in New York. The Evaluation Office also conducted a global staff survey during this phase.

We found a profound *malaise* about how UNICEF manages its human resources, despite numerous HRM reviews or reform initiatives in the past ten years. We therefore asked another question: *Why does HRM remain a major management concern despite a decade of reviews and change programmes?*

We determined that the major obstacles were cultural. An all-pervasive belief that no one gets fired, that policies are all subject to interpretation and that who you know is more important than what you know all contribute to a culture that has proven highly resistant to change. We were struck by how many times staff asked us if anything was really going to change this time. We found a patchwork of competing commitments, all individually laudable but collectively causing inconsistency and confusion. We also found tension between two organizational paradigms: a “paradigm in use” of control through budgets and bureaucracy (CBB) and a desired paradigm that emphasizes strategy, policies, accountability, results and envelopes of resources (SPARE).

³ A fifth lens, capacity for change, was added at the end of this phase to capture concerns raised about UNICEF’s capacity to change.

We also found that leadership was constantly being questioned, that there were obstacles to achieving results, that there were gaps in competency, and that the working environment was not always perceived as enabling, especially by women.⁴

We concluded that UNICEF needs an internally consistent and coherent framework for HRM centred on line managers who are accountable for managing people and performance and supported by a professional HRM function. We identified seven interacting levers of change that UNICEF should use to effect the required change at both a visible and, more important, a deep cultural level. The levers were selected because they mutually reinforce one another and will, if applied, bring about the change in culture needed to support the effective management of human resources.

Outputs

- *Phase II—Diagnostic Report*
- Annex I—Synthesis of interviews, focus groups and other data
- Annex II—Staff survey on human resources management in UNICEF (conducted by the Evaluation Office)

Phase III—Strategic Framework

Building on the seven strategic levers of change identified in the Phase II Diagnostic Report, Phase III focused on developing a strategic framework for unblocking UNICEF's human resources system so that deep and lasting change could be achieved. We identified three key prerequisites of change:

- A paradigm shift;
- Clarity around competing commitments; and
- Careful application of the seven levers of change.

The report on Phase III was designed to provide both a strategic framework for the reform of human resources within UNICEF and action plans to guide the implementation of the seven levers of change.

A business case for change was also developed during this phase. In the business case, we argued that the cost of maintaining the status quo—of not changing—was unacceptably high. We noted that staff, weary from more than a decade of change agendas and change management, have repeatedly asked MANNET, in the context of the current Strategic Review, whether anything is “really” going to change this time. We concluded by reiterating that the seven levers interact and would have the desired effect only if they were all considered and applied in a systemic way.

Outputs

- *Phase III—Strategic Framework*
- Business case for change

⁴ With respect to the environment, *The Gender Parity Report*, May 2006, page 9, states: “By using this term [hostile], the intention is not to describe individual acts of antagonism, but rather the cumulative effect of small (daily) expressions and acts of (often unconscious) exclusion and belittlement that are widespread, in fact pervasive.”

Phase IV—Implementation

Phase IV was designed to kick-start the implementation of the levers of change. It was meant to sustain momentum from the first three phases and to take some practical steps to start applying each of the seven levers. Three of the seven levers—Talent management, HRM Policies, Processes and Procedures, and DHR++⁵—were provisionally the responsibility of DHR. The other four remained under the direction of the Steering Group.⁶ In this phase, the Steering Group requested that we pay primary attention to the Staffing Strategy and Line Managers levers, as well as the levers that were DHR’s responsibility.

At its final meeting, the Steering Group will determine how to follow up on each of the seven levers after the completion of the consulting assignment⁷.

Outputs

- Staffing strategy discussion paper and framework document
- *Phase IV—Implementation* and annexes
- *Reflections on the Review* (this document)

⁵ DHR++ refers to Division of Human Resources (DHR), Regional Human Resource Officers and Country Human Resource Officers and Assistants.

⁶ For a complete report of what was done regarding each lever during Phase IV, see *Phase IV—Implementation* and its annexes.

⁷ At the time of writing, the Steering Group has not had its final meeting, where the major agenda items will be next steps, integration with the Organizational Review and follow-up.

Introduction

The central question posed in the terms of reference for the SRHRM was:

- *How well is UNICEF managing and enhancing its human resource capacity to reach its strategic objectives?*

The overwhelming response by managers and staff⁸ is that UNICEF is not managing its human resources effectively.

Our findings mirror staff perceptions: there is a profound *malaise* about how UNICEF manages its human resources.

When we prepared our initial proposal, we argued that it was important to understand why previous HRM reviews or reform initiatives had not achieved their goals. It seemed unlikely that all four HRM reviews or reform initiatives over the past ten years had resulted in poorly designed HRM technical solutions. Rather, there had to be deeper reasons for the lack of significant results. We therefore added this key question to the SRHRM:

- *Why does HRM remain a major management concern⁹ despite a decade of reviews and change programmes?*

Our attempt to answer this question is central to this report.

An overview of the findings

The detailed description of the data, comments and suggestions that we collected during the Diagnostic Phase are provided in Annex One.

Major findings

In this phase of the SRHRM, data were gathered from a global staff survey, interviews and focus groups (see Annex One and Annex Two for a detailed presentation of these data). These data were analyzed in terms of the ten lines of inquiry identified in Phase One. The major findings are as follows:

- *Organizational results:* There are insufficient linkages between, on the one side, organizational strategies and plans and, on the other side, individual work planning and performance.
- *Staffing strategy:* There is no clear evidence of a well-developed and operationalized staffing strategy;
- *Resource allocation, post management, budgets and contracts:* The current budgeting processes are having a major negative impact on the ability of line managers to manage their human resources.
- *Recruitment process:* The recruitment process is one of most criticized HRM processes.
- *Performance management:* UNICEF's performance management system is not working to differentiate performance; as a result, a significant degree of underperformance or non-performance is not being addressed;
- *Staff entitlements and benefits:* There are issues about the fairness of certain benefits, as well the relationship among benefits, performance and the ability to attract good staff;

⁸ Responses from a global staff survey, our interviews and focus groups.

⁹ According to the MTR of the MTSP 2004

- *HRM function:* UNICEF's overall HRM system and processes are not well integrated and consistent, and line managers, generally speaking, are not exercising their HRM roles effectively.
- *UN reform:* There appears to be a great deal of uncertainty about the future and the potentially significant impact of UN reform on HRM in UNICEF;
- *Organizational culture:* The current culture has a major impact on UNICEF's ability to exercise strategic HRM and to bring about needed reform;
- *DHR:* DHR is still seen primarily as a division of personnel administration. It is important to acknowledge the reform efforts during the past ten years, but the transition to strategic HRM is not complete.

Five broad questions/lenses

Our findings can also be grouped in terms of the five broad questions/lenses identified in Phase One:

- *Leadership:* There are significant concerns about leadership in general, and HRM leadership in particular.
- *Sustainable workforce:* UNICEF's staffing strategy does not seem geared to the future needs of the organization.
- *Productive workforce:* Administrative and support processes are considered a major obstacle to productivity; there is a reticence to address performance issues.
- *Enabling work environment:* Morale and motivation are significant concerns, and the culture does not support a performance-focused, results-oriented attitude and approach. Although gains have been made there are still issues about gender parity and discrepancies between the treatment of international and national staff to be addressed.
- *Change management:* UNICEF's attempts to bring about reform in HRM are perceived to have had limited success.

Previous HRM reform initiatives

As mentioned above, before starting this assignment, we suspected that it would be a major challenge to understand why previous HRM reform initiatives have not been fully successful. Our suspicions have been confirmed. During the past ten years, there have been four main milestones in the HRM review process:

- 1994 Management Review, followed by the Management Excellence Programme, two HRM working groups, and a management development programme;
- 1996 Human Resource Strategy, followed by reports on performance management;
- 2002 the Brasilia HRM Change Plan; and
- 2004 MTR of the MTSP followed by the Global HR Retreat.

From our interviews, focus groups and document review, it is clear that most of the issues relating to HRM have been identified and analysed exhaustively—and many technical solutions and action plans have been developed.

The challenge, therefore, lies not in knowing what has to be done, but rather in understanding why past change efforts have not succeeded.

We start this exploration by examining the organizational culture.

The Culture of UNICEF

When we presented our initial findings to an SRHRM workshop¹⁰, the immediate reaction of participants was to focus on the question: “*why is it that the problems persist despite a decade of reform initiatives?*”

In discussing that question, participants concluded that the major constraint was the organizational culture. They identified the culture as having such characteristics¹¹ as:

- Strong commitment to the cause of helping children and mothers;
- Dynamism in programme delivery;
- Better than the rest of them (organizational arrogance) and complacency;
- Focus on the past/present rather than the future;
- Conservatism, resistance to change;
- Diffuse decision making and accountability—the organization is bogged down by committees and processes designed to manage appearances;
- Bureaucratic and slow;
- Hierarchical;
- Blaming;
- Fear of repercussions that often leads to silence;
- Lack of transparency;
- Informal networks—“it all depends on who you know”;
- Words are more important than action, lack of follow-through;
- Focus on inputs/process/activities rather than results (form over substance); and
- Tendency to write new rules or manuals when something goes wrong.

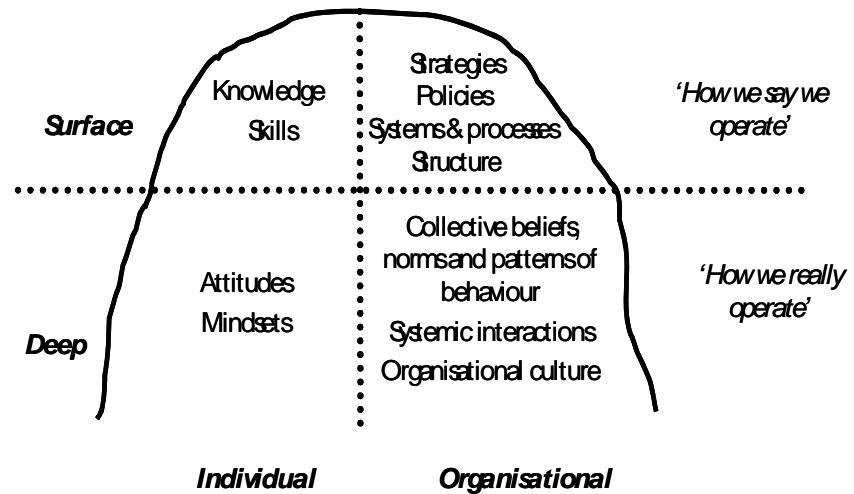
Many of these cultural characteristics—not just the obvious “Conservatism, resistance to change”—may have contributed to the lack of success of previous change initiatives. To understand this, we must first come to grips with how much and how much of importance goes on below the surface in organizations. Only then does it make sense to examine individual factors that stand in the way of change.

Below the surface

Organizations attempting to bring about significant change tend to focus on “surface” issues, for example, by making changes to policies, systems and even the organizational structure. Insufficient attention is generally paid to the “deep” dimension, the collectively held beliefs, norms and patterns of behaviour that act as the glue that maintains the *status quo* in the organization. It is relatively easy to write a new policy, develop a table of accountability or design a new performance management system. But unless old beliefs are changed, people are likely to implement the new system within the framework

¹⁰ Held in Lutry, Switzerland, on 27-28 February 2006

¹¹ All of these were frequently mentioned during our visits to headquarters and the field.



The iceberg model applied to UNICEF

To explore this model we can take the example of UNICEF's periodic reports/performance appraisal system. If one looks at the system on paper, the forms, the guidelines and the instructions (surface level organization), it is as good a system as many others.

However, when we explore its actual use in UNICEF, we find that although training was done (surface—individual), it is not integrated into the development of managers on a continual basis, and many managers do not *believe* that it is really important to do and may be actively *discouraged* by more senior managers from using it (deep—individual).

This, coupled with the fact that the PER is not linked to any management decision-making processes (training, promotion, sanction) influences the collective belief about its relevance. Staff and managers now engage in a “collective conspiracy of going through the motions” (deep—organizational). Equally intriguing with this example is that, although collectively the norms work against the effective implementation of this system, at the individual level everyone is concerned about their own PER/PAS, and the impact it may have on their career.

Finally, continual tinkering at the surface level (the most recent example being the change from a six-point scale to a five-point scale) simply serves to irritate staff and managers alike as they know it will make no important difference at the deeper level which is where its effectiveness is being eroded.

Competing commitments

We continue our analysis of the forces acting against change by considering the role of competing commitments. Competing commitments appear when two equally powerful but apparently conflicting needs are in play. Such tensions are quite normal, and they are common in any large, complex organization. When competing commitments are explicitly taken into consideration, better decisions are made, and better and more consistent processes are designed. Serious problems emerge, however, if such commitments are not articulated clearly or if they are not openly considered in organizational decision making and design processes.

In UNICEF, the problem is not that the tensions exist. Rather, the problem is that they are not brought to the surface and that the relative importance of each side of the “balance” to the organization is not clearly articulated. How does UNICEF view the balance between a need for corporate consistency and a need for local flexibility? To what extent does it value efficiency in decision

making as opposed to the need to be consultative? Without clear direction on issues such as these, an environment is created that is inconsistent, doesn't provide clear messages and direction, and often contributes to reinforcing negative beliefs about the culture.

The table below provides a comprehensive list of UNICEF's competing needs and commitments.

Competing Needs, Values and Commitments	
The need for accountability and responsible management of risk	The need to be responsive and flexible and to empower managers
The need to focus on what is best for the organization	A commitment to supporting individuals within the organization
The need for effective and efficient decision making	The need to be consultative
The need to be responsive to evolving staffing needs	The need for staff to have job security
The need to appoint the most competent person for the job	The commitment to giving preference in recruitment to certain groups (e.g., women, internal candidates, people in abolished posts)
The need for efficiency in recruitment	The need for equity, fair treatment and transparency in recruitment
The need to be critical and honest about the quality of individual outputs, and regional and country programmes to obtain quality results for children and women	The need to have a harmonious multicultural working environment
The need to be responsive to donor requirements	The need to make decisions that are in the best interest of the organization and its programmes
The need to make use of technology to support efficiency in systems, processes and the management of information	The need to maintain the "human touch" and personal contact between staff in the field and in headquarters

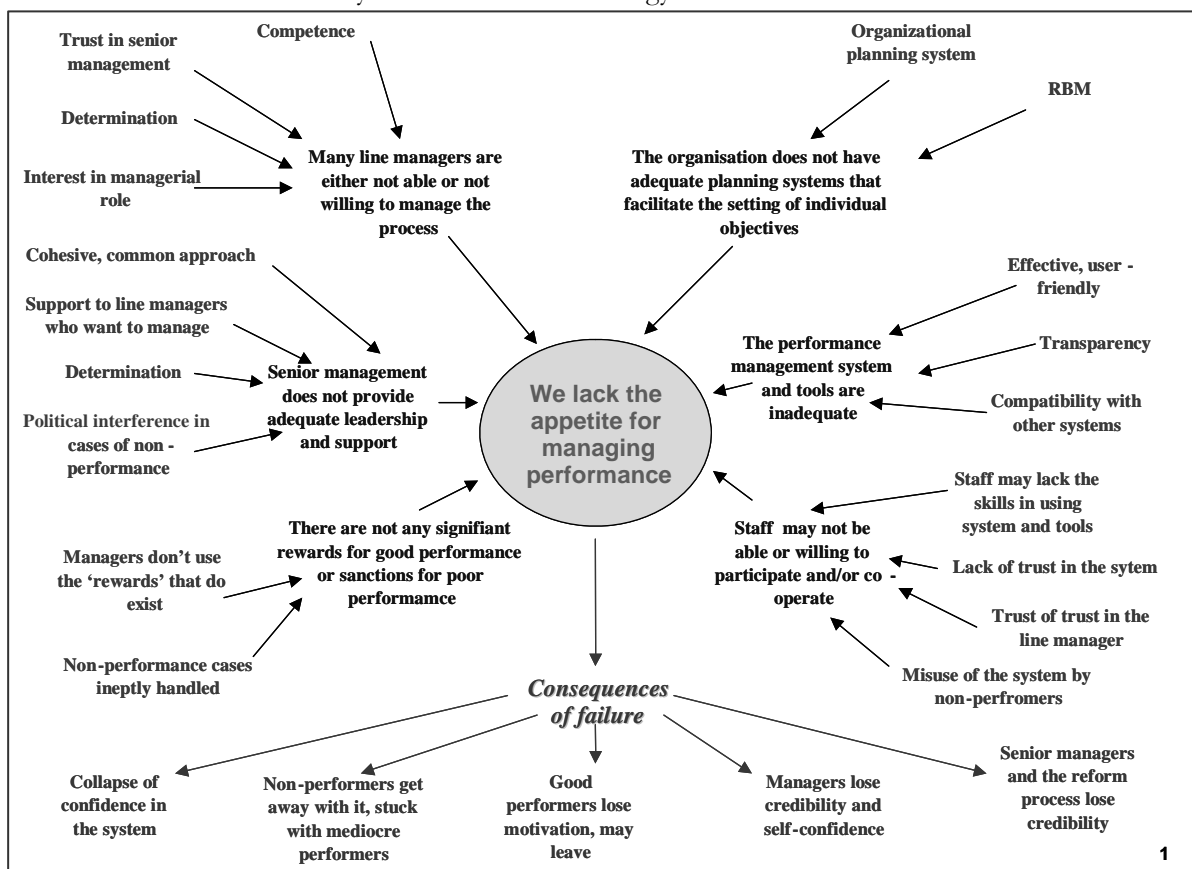
In the next section, we look at interactions between and among systems.

Systemic interactions

Another aspect of the iceberg model is what we call systemic¹² influences and interactions. As we seek to understand why past change efforts have not been more successful, we need to look at the effects of individual aspects of the organizational culture, as well as the interactions among the broad systems of the organization (performance management, for instance).

By analyzing such interactions, we can build up a systemic map that shows system links graphically. Systemic maps are developed by working backward and forward to understand the linkages and influences that lead to a particular state of affairs. Working backward, we ask “Why so?” to identify assumptions and potential causes. Working forward, we ask “So what?” to identify potential implications or consequences. We can keep asking questions in either direction to identify ever more detailed layers of influences and impact¹³.

This example is presented not for its content but to illustrate the complexity of the system and the methodology.



Participants at the Phase Two Workshop developed systemic maps around some of the key issues identified in meetings and interviews conducted in headquarters and the field. This example is a systemic map created around the

¹² We are using the term “systemic” primarily in connection to the interactions between the broad systems of the organization. We are fully aware the organizational culture is, in itself, systemic, but we believe that the distinction is helpful at this stage of the analysis.

¹³ The arrows indicate the flow of the “causes” and “consequences”; in reality, the issues are mutually reinforcing.

statement “*We lack the appetite to manage performance*”. The map is based on work started at the workshop, as well as data identified in Phase Two research. The map does not show all the system linkages; rather, it shows those that seem to have the most significant influence on the organization’s willingness to address issues of poor performance.

The map also includes a small set of consequences; the consequences reinforce some of the causes, creating a negative reinforcing spiral. Note that as we go deeper into asking “Why?” we find that the cultural issues mentioned in the previous section are reinforced.

To avoid such negative spirals, an organization needs systems with these characteristics:

- Any system (e.g., performance management) needs to be well designed, user friendly and efficient—and to be accompanied by good tools and guidance.
- Systems need to be linked with other relevant systems in an integrated and cohesive way.
- All system dependencies must be in place and used.
- Systems are implemented by people, and those people have to have the skills and motivation to use the system properly.
- Managers and staff need to have faith that if they use a system, they will be supported, without adverse effects for themselves or others.
- Senior management must show leadership regarding system use, acting as role models and setting organizational norms.
- System dysfunctions must be addressed.
- Trying to change one small part of a system will have little impact unless broader systemic issues and inter-relationships are analysed and tackled together.

We now explore the underlying organizational philosophy or paradigm that underpins UNICEF’s approach to HRM.

Exploring the underlying paradigm

Part Two of this report showed that there are many competing commitments and values within the UNICEF culture, and Part Three provided a detailed example of negative systemic interaction within the organization. Taken together, these two factors go a long way toward explaining the limited success of past attempts to bring about meaningful organizational change.

In the case of systemic interactions, any attempts to effect change must be applied deep within the organization if they are to be effective. Further, such attempts need to be based on clear statements about how the organization achieves its objectives (considered in this Part) and how people are deployed (to come in Part Five).

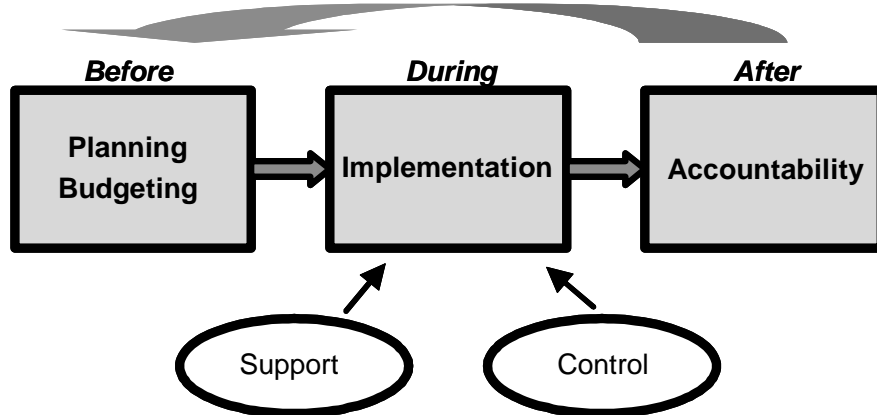
The theory behind how an organization achieves its objectives is called its organizational paradigm. There is an important distinction between the paradigm the organization likes to believe drives its decision making (the espoused paradigm) and the paradigm that operates in reality in the organization (the theory-in-practice paradigm).

A simple continuum illustrates two extremes of organizational paradigm that were considered during the Phase Two retreat: the CBB paradigm and the SPARE paradigm.



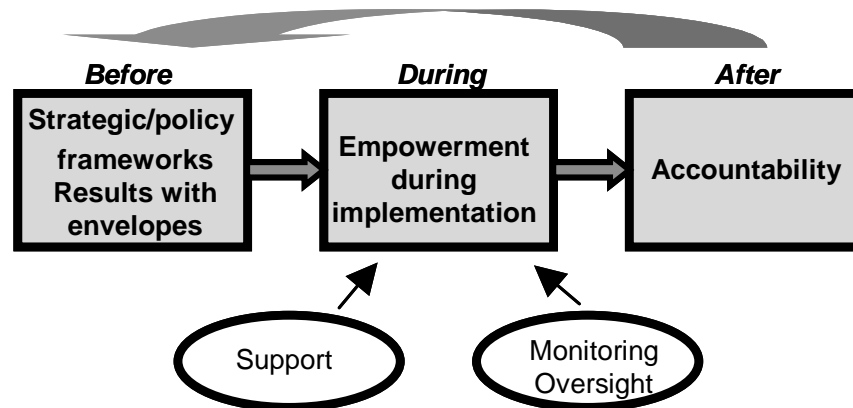
In the CBB paradigm, the emphasis is on detailed budgets that determine all major and many minor expenditures. Budgets focus on inputs and activities, not results. Strategic planning tends to be limited, and sometimes the only strategic statements are found in the budget preamble. Managers have little freedom of action during implementation, and there are considerable, sometimes very burdensome, controls during implementation. Accountability tends to be weak and focused on the use of inputs. While there are certainly examples of organizations where the CBB paradigm works or has worked satisfactorily, it is increasingly viewed as outmoded and not reflective of current best practices, even in large bureaucracies.

CBB Model



The SPARE paradigm approach is completely different. The aim is to empower managers and staff to the maximum. To do this, considerable emphasis is placed on the “before” and the “after”, i.e., on ensuring that there are solid strategic and policy frameworks that guide managers’ decisions and that results (outputs and outcomes) are well developed and negotiated in advance. The budget is transformed into a results-based budget that provides envelopes of resources for managers. Support to the manager during implementation is increased as required, and controls during implementation are reduced to the absolute minimum, with the emphasis being placed on monitoring and oversight. Accountability becomes critical, including reporting on outputs, outcomes and the use of inputs and above all, the actual exercise of accountability with consequences. The following diagram illustrates the key characteristics of the SPARE paradigm before, during and after implementation.

SPARE model



Applying the CBB-SPARE continuum to UNICEF HRM

We have not yet found clear evidence of UNICEF’s espoused paradigm. We suspect, however, that the espoused theory would tend toward the SPARE end of the continuum.

Where UNICEF sits on the continuum in terms of its “theory-in-practice” varies from process to process. There are some examples of movement towards the SPARE paradigm, for example, results-based management, the bottom-up planning process and the decentralization model. However, the budgeting model and HR policies and processes seem to remain dominated by the CBB paradigm.

The continuum is, of course, a somewhat simplistic analytical tool. Nevertheless, significant differences between the organization’s espoused paradigm and that of the HRM system explain many of the tensions of the HRM system within the organization. In addition, if UNICEF wants to move toward a SPARE paradigm for HRM, the continuum tool helps us sketch out some of its key characteristics, including the following:

- Strategic and policy frameworks;
- Resource allocation and budgeting;
- Partnership approach to HRM;
- Empowerment;
- Accountability frameworks, and
- Oversight, monitoring and control.

The following section develops this framework more fully.

Towards a framework for strategic HRM

UNICEF's HRM system needs to be based on a single, coherent, organizational paradigm. We believe that this should be the SPARE paradigm. We propose a framework, or model, with five main components and five organizational elements as the basis for a strategic approach to HRM in UNICEF.

Five main components of the HRM system

Effective HRM depends on a successful partnership among line managers, senior management and the HR function, supported by appropriate HR policies and processes and staffing strategy. These five components may be summarized as follows.

Line managers

Line managers are a vitally important element in HRM, as they are involved in virtually all HRM processes and have the lead responsibility for many of them.

Senior management

Senior management consists of the Executive Director and members of the Global Management Team, and they provide both organizational leadership and management. They are important role models for line managers and staff; for example, if top managers don't take the performance management system seriously, it is unlikely that other managers will. They also make key HRM decisions, particularly those relating to appointments and promotions, which have a major impact on others in the organization.

HR function

We use the term DHR++ to refer to the HR function. It encompasses DHR, the regional HR advisers and their units, and the CO HR staff. These need to be HR professionals whose mindsets, skills, structures and systems support HR strategy, plans, policies and processes, and a client-oriented approach to the delivery of HR services.

HR policies and processes

The organization's HR rules and regulations, policies, tools and processes need to be streamlined, simple, coherent, consistent with the organization's philosophy with respect to the competing commitments outlined in Part Two of this report and aligned with the larger organizational strategy.

Staffing strategy

The staffing strategy, sometimes known as the workforce plan, provides a framework to ensure that the right staff are available in the right place in appropriate numbers and that they focus on UNICEF's strategic priorities. The strategy is also designed to ensure that the workforce has the skills, competencies, and flexibility required to meet emerging needs. The strategy also ensures that an appropriate mix of contractual and other organizational arrangements is in place.

Five organizational elements outside the HRM system

Five organizational elements that are outside the HRM system are critical to the success of HRM. Summary descriptions of these five elements appear below.

Strategic framework/RBM

Without a robust strategic framework and consistent application of results-based management (RBM), line managers cannot strategize and plan effectively for their work units and, by implication, for individual team members. This is essential for the effectiveness of the management process, and especially for the management of staff performance.

Policy framework and management tools

An appropriate policy framework and management tools are essential if managers are to assume responsibility and make decisions about the use of resources. Without a clearly articulated policy framework and the associated tools, the delegation of authority, and hence the empowerment of managers, will fail.

Resource mobilization and allocation

The resource mobilization process and the distinction between regular resources and other resources significantly affects how effectively the organization can manage its human resources. And an input-driven budgeting process with rigid

control of post management has a very different effect on the extent to which managers can manage their resources than an output-driven process that permits managing posts according to local needs.

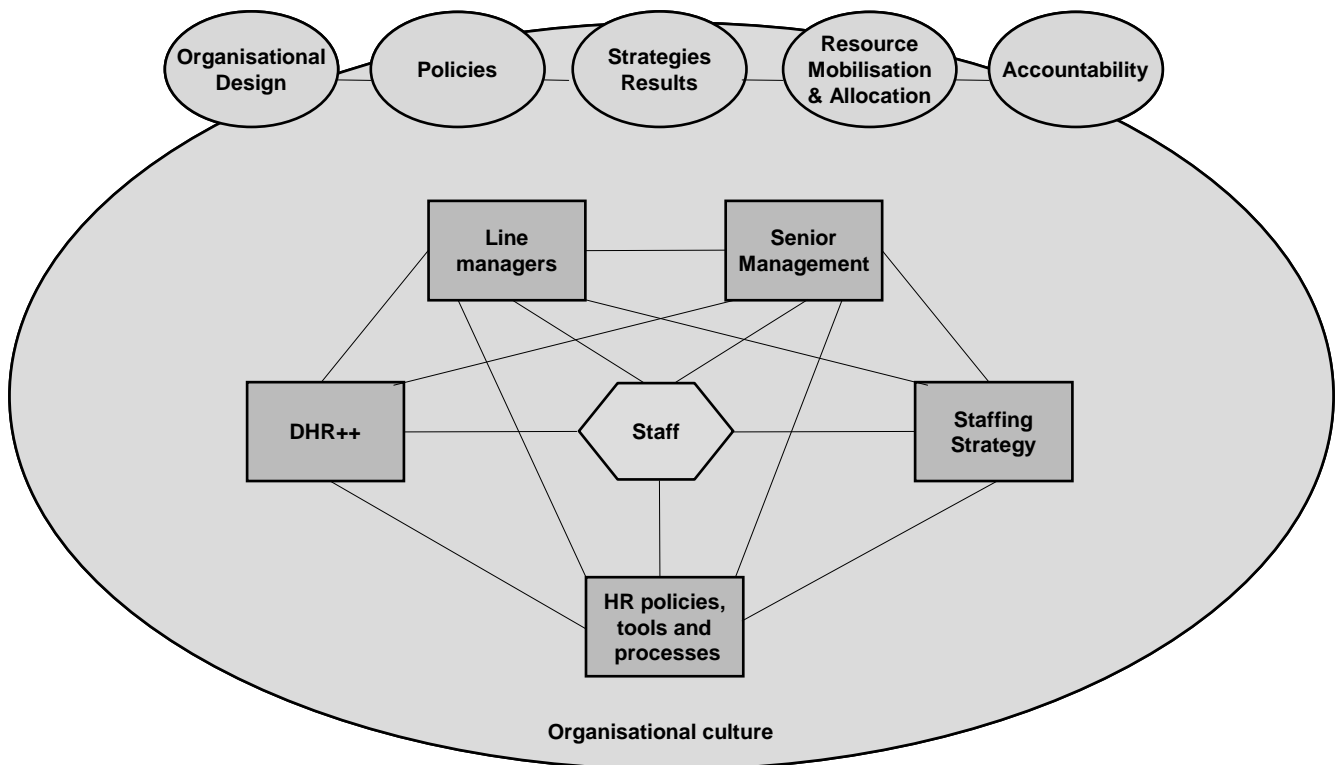
Organizational design

The high-level design of the organization, and in particular its approach to decentralization and its response to UN reform, has significant implications for the staffing strategy, as well as for the structure of the HR function at the headquarters, regional and country levels.

Accountability

Accountability is key to the whole HRM system. The accountabilities of all key players in the system—line managers, senior managers and HR staff—need to be clearly spelled out and rigorously applied.

This model is shown in the diagram below.



Strategic Framework

A Vision for HRM in UNICEF

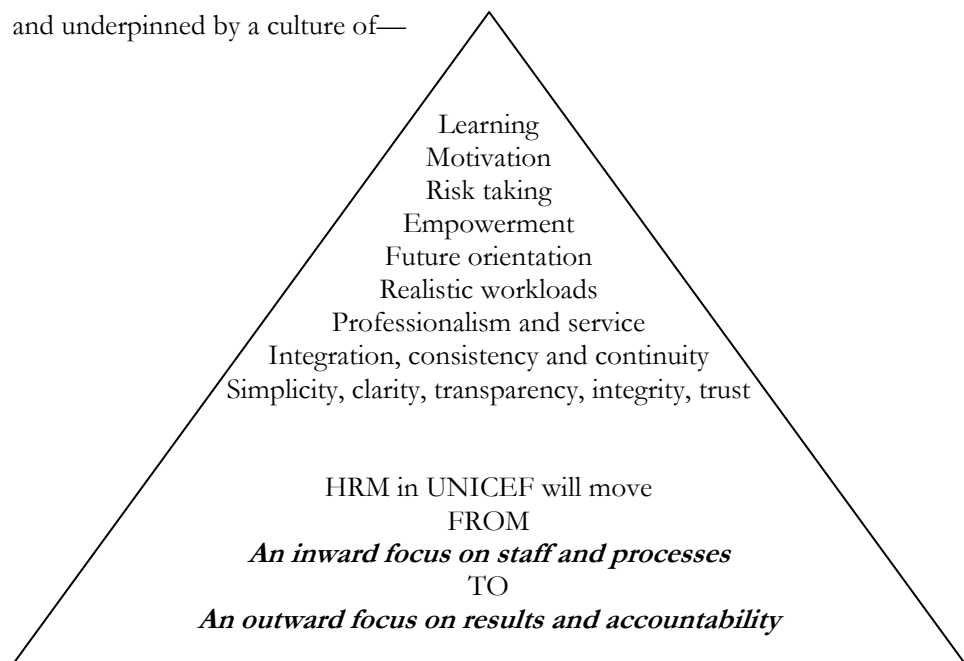
The Phase II Diagnostic Report outlined some of the characteristics of the current organizational culture within UNICEF. In spite of a strong commitment to the cause of helping children and women and a dynamism in programme delivery, the culture was described as hierarchical, bureaucratic and slow, focusing on the past rather than the future, lacking in transparency, conservative and resistant to change.

In the UNICEF of the future, human resources management will be SHARP.

That is, it will be characterized by—

Speed – Honesty – Accountability – Results – People¹⁴

and underpinned by a culture of—



¹⁴ In the analysis of the impact of the seven levers on culture change, these five words came up over and over again.

Prerequisites of Change

This part of the document describes three key prerequisites of HRM change at UNICEF: a paradigm shift, clarity around competing commitments, and careful application of the seven levers of change identified in Phase II.

A Paradigm Shift

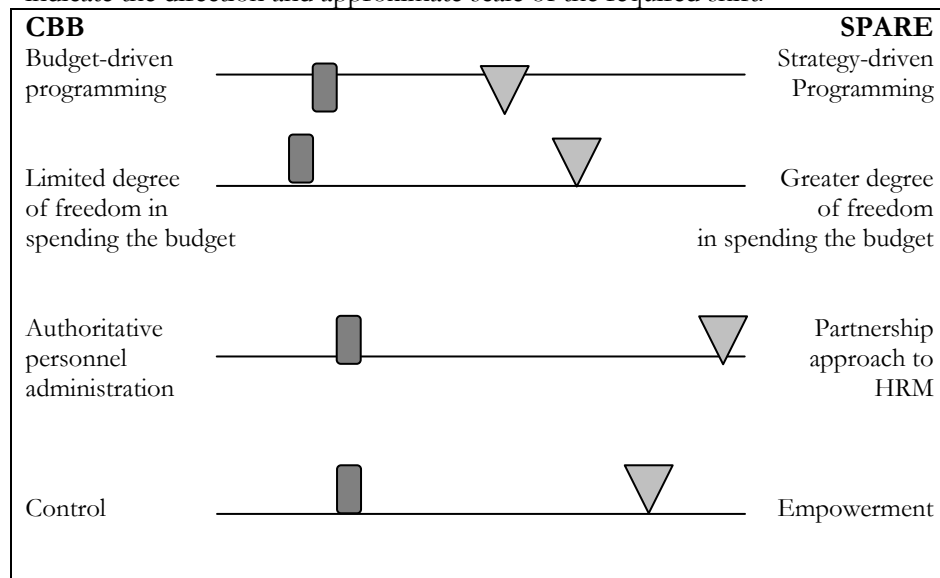
The Phase II Diagnostic Report used a continuum to describe how organizations achieve their objectives. At one end is the Control through Budgets and Bureaucracy (CBB) model; at the other end is the Strategy and Policy frameworks, Accountability, Results and Envelopes of resources (SPARE) model.



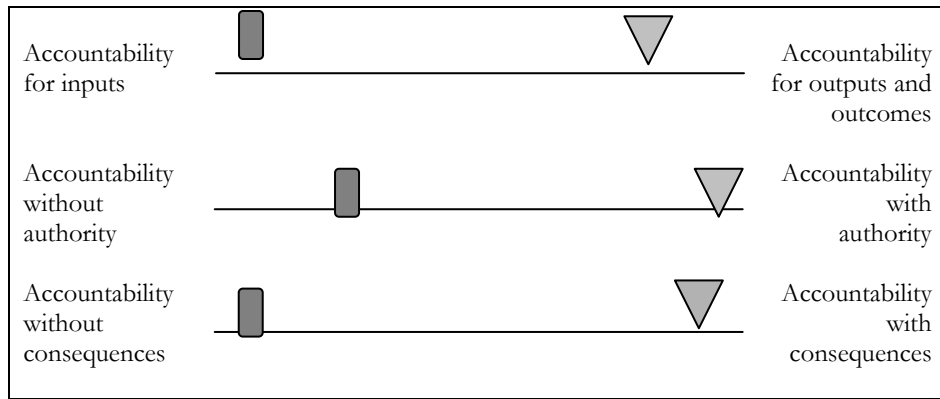
The CBB model emphasizes detailed budgets that determine all major and many minor expenditures, and it focuses on inputs and activities rather than results. By contrast, the SPARE model aims to empower managers and staff to the maximum, emphasizing solid strategic and policy frameworks that guide managers' decisions; this model focuses on results (outputs and outcomes) that are negotiated in advance and envelopes of resources. In the Diagnostic Report, we suggested that, although it varies from process to process, UNICEF is currently near the CBB end of the continuum and that it needs to undergo a paradigm shift to move toward the SPARE end of the continuum.

The following figure breaks the two models down into component parts and illustrates the shift that needs to take place within UNICEF for HRM to be more effective. Positions are illustrative rather than accurate, but they are intended to indicate the direction and approximate scale of the required shift.¹⁵

From CBB to SPARE



¹⁵ The continuing need for sound budgeting and care about inputs causes the targeted end points to be at different points relative to the SPARE end of the continuum.

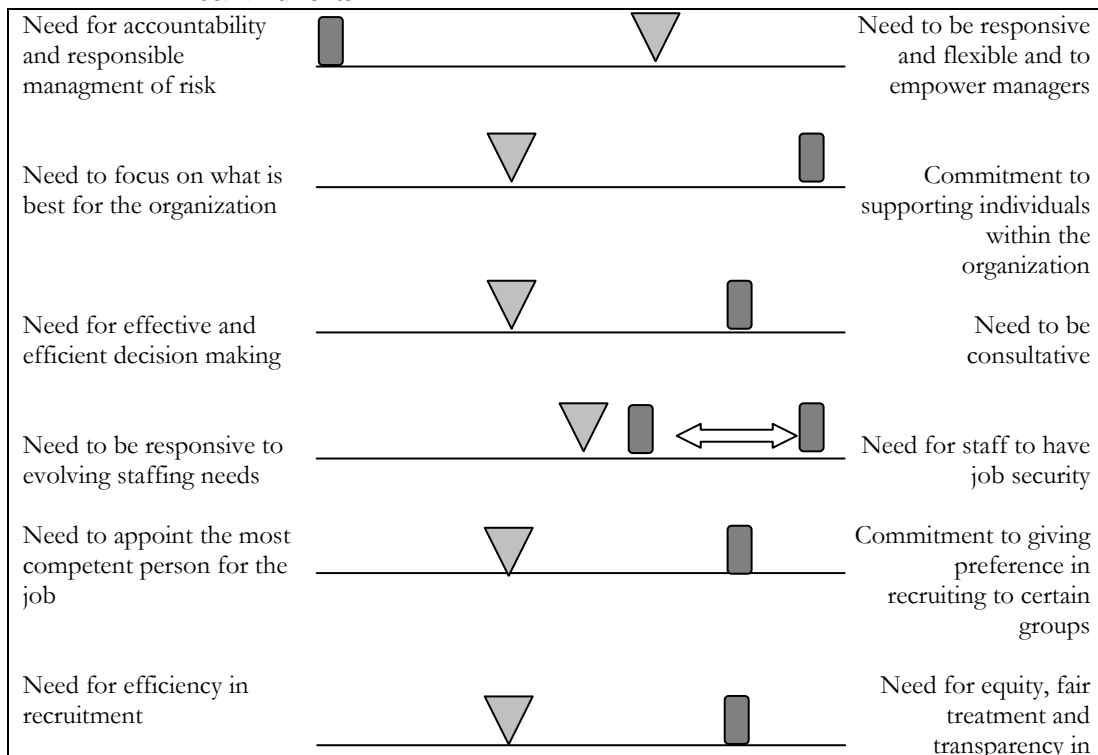


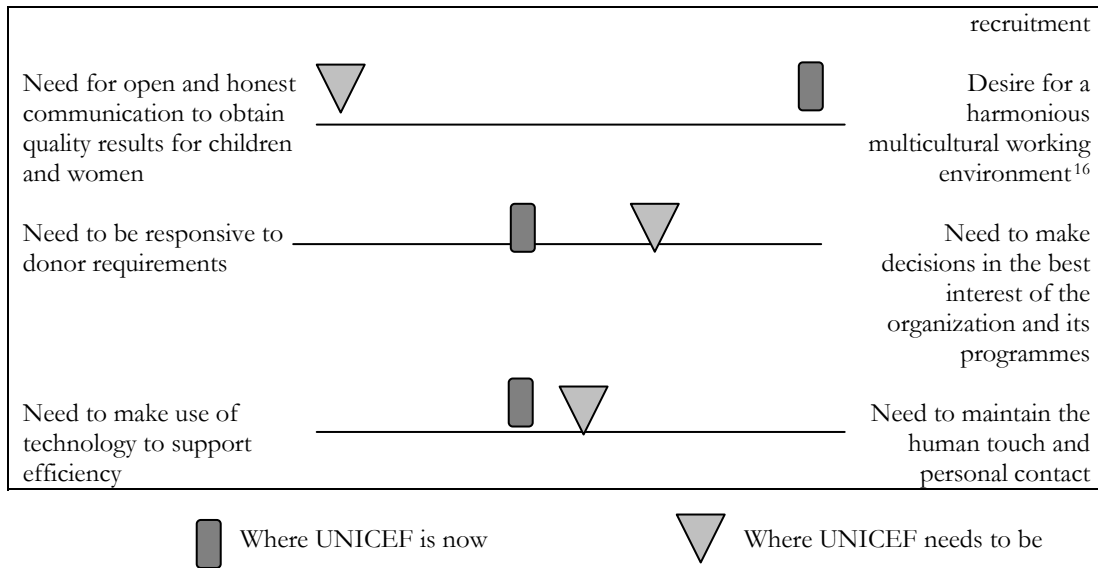
 Where UNICEF is now
  Where UNICEF needs to be

Simply put, UNICEF must make substantial changes if it is to truly change how it operates and manages its staff.

From competing commitments to clarity of commitments

The Diagnostic Report highlighted a number of competing values, needs and commitments that cause tension within UNICEF, and argued that the organization needs to clarify what it believes is the appropriate balance between these competing commitments. The figure below illustrates where we believe the organization currently is and where it needs to be with respect to each of the competing commitments.





With respect to the majority of competing commitments, UNICEF need not make a wholesale shift from one end of the continuum to the other; rather, it needs to rebalance the organization’s commitments, while clearly recognizing the competing factors at play.

Careful application of levers of change

In our Diagnostic Report in Phase II, we recommended an implicit approach to culture change. This involves carefully applying key levers of change that will, over time, produce the desired changes in the culture; it also means focusing organizational attention on the levers themselves rather than on a grand programme “to fix our culture”¹⁷. Nonetheless, taken together, the seven levers identified in Phase II constitute a substantial programme of organizational change. The seven levers are listed below, along with a summary statement of the desired state for each lever. Each lever is looked at separately and in detail in Part Three.

Line managers

Line managers assume their responsibilities in terms of people management (individuals and teams), including their roles in the technical aspects of HRM (e.g. recruitment); they have the necessary competencies and mindset to do this job well and find the time to do it. People management is highly valued in UNICEF.

¹⁶ We are not suggesting by this that one should not aim for a harmonious multicultural working environment; however, UNICEF needs to make a significant movement to the other side, where difficult things are said and truth is valued.

¹⁷ We have not identified organizational culture as a separate lever. This is not because it is not important: the culture is very powerful, and many previous change efforts have been less than fully successful because they failed to take into consideration the cultural forces at work in the organization. There are, however, two broad approaches to achieving cultural change. The first is a wholesale, organization-wide, explicit programme of culture change, led from the top as a prime focus of organizational energy, with other levers built into it. The second is the more implicit approach recommended here.

Tackling non-performance

UNICEF is free of the burden of chronic underperformers.

Staffing strategy

UNICEF staffing is flexible enough to meet evolving organizational needs while reflecting an explicit and coherent approach to staff categories and career options.

Talent management

UNICEF is known for its high-performance culture, and people have the skills needed for both current and potential roles.

HRM policies, processes and procedures

Line managers rapidly secure the staff they need; staff are placed in jobs that match their aspirations.

Staff perform and achieve results; performance management is taken seriously and is used as valid input into a range of HRM decisions.

HRM policies, processes and procedures are efficient, effective and aligned with the SPARE model.

DHR++¹⁸

DHR++ is a strategic partner of senior and line management.

Budgets

Resource allocation decision-making and budgetary processes support the effective management of staff, based on the empowerment of line managers within clearly defined strategic, policy, results and accountability frameworks. This provides the flexibility and the authority that are essential.

¹⁸ DHR++ refers to the Division of Human Resources (DHR), Regional Human Resource Officers and Country Human Resource Officers and Assistants.

Characteristics of successful change initiatives

In Phase III, we identified nine characteristics of successful change management initiatives. They are listed here, along with our current thoughts on them.

1. **Commitment from senior management.** Explicit and strongly communicated support and role modelling from the very top of the organization: without this, any change programme is doomed to failure.
2. **Champions.** Clearly identified and credible champions of change.
3. **Staff association support.** Full engagement and support from the staff association.
4. **Sufficient resources.** Commitment of enough people and money for long enough to support at least the early stages of the change process.
5. **Communication.** Clear communication of the expected changes and the rationale for them.
6. **Demonstrate progress.** Symbolic quick wins that show progress and confirm commitment.
7. **Monitoring and feedback.** Regular monitoring of indicators of progress and feedback from staff.
8. **Sharing of good ideas.** Sharing and recognizing good ideas across the organization.
9. **Celebrations.** Celebrations of change and success.

To date, senior management has not shown strong or visible commitment to the change initiative. Even in late June, at the line manager workshop, participants were asking “Where is senior management on this?” Without a clear, visible commitment from senior management to change the culture and advance the seven levers, the organization’s ability to achieve significant change with respect to people management will remain severely compromised. It is therefore essential that the organization identify a “champion of change” for the overall SRHRM. DHR has definitely taken on and is championing the three levers it has responsibility for. However, success in these areas does not depend solely on DHR actions. In fact, it is essential that DHR not be responsible for all seven levers, as they reflect issues that go well beyond the roles and responsibilities of this single Division. One of the key reasons for the limited impact of earlier reviews of HRM within UNICEF was the failure to identify accountability for implementing the changes outside DHR. To make the same error again would be a clear indication of a failure to learn from previous mistakes.

It is also essential that someone or some group of people take on clear responsibility and accountability for the non-DHR levers and perhaps be relieved of their current responsibilities to do so¹⁹.

The staff association has been fully engaged in the process, contributing to all the phases of the review. Their clear support for the recommendations coming out of the review must be sought and communicated.

Failure to properly resource the change process in terms of financial and human resources is known to have contributed to the failure of previous change efforts. Now that the implementation phase has kick-started the process, it will be much easier to determine the funds and human resources that will be necessary to move forward on all the levers and to put a full communication strategy in place.

¹⁹ The Steering Group will address this at its final meeting.

An important next step for the organization will be to cost and prioritize the work set out in the Strategic Framework and Phase IV Implementation Report. If funding is insufficient, the recommendations arising from this review will be doomed to failure; similarly, failing to invest in implementing the recommendations may have significant consequences, both internal and external, for the future of the organization.

Characteristics 6 through 9 are simply elements of good project and change management. If the first five are in place, the remainder follow quite naturally. Our major concern is making sure this review goes beyond words and surface efforts and begins to touch the heart of UNICEF's culture.

The Challenge of Change: The Five Lenses

We started our review by looking at HRM in UNICEF through five "lenses". In this section, we revisit the five lenses—leadership, results and productivity, sustainable workforce, enabling work environment and capacity for change—and provide our perspective on the challenges UNICEF faces in moving forward in these critical areas.

"Everything depends on personal contacts."
Staff member

Leadership— Are people well led?

In our rapid organizational assessment, we found that leadership and managerial competencies in UNICEF were seen as varying considerably from manager to manager. And while it was frequently mentioned that there are extraordinary individuals in UNICEF, people are concerned that there are no solid, established and trusted mechanisms for identifying talent and leaders. Talent as a manager or leader is seen as an individual attribute, not linked to organizational efforts to identify, develop, support and retain good managers or leaders. The quality of the representative was mentioned over and over again as being key to results at the level of the organization and the programme; to positive staff morale; and to the competence and career development of international and national staff.

We observed that people feel accountability is neither clear nor strongly enforced in UNICEF. While some managers act as valuable role models, it is felt that some fail to model the values and guiding principles of the organization.

Six months after Phase I, we still firmly believe that leadership is a key concern and is at the core of the desired cultural change that includes shifting the paradigm, clarifying competing commitments and applying the levers of change. The leaders of UNICEF must be seen to be behind this cultural shift, and they must demonstrate this visibly—whether in small, everyday actions like actively committing to the PER process or in higher profile actions such as supporting the levers of change, exploring competing commitments with staff, empowering staff by moving toward the SPARE paradigm, telling staff what is happening in UNICEF and communicating that things need to, and will, change.

One might argue that the timing has not yet been right for leadership to be too vocal about change, as SRHRM has not yet finished and the Organizational Review is just starting. However, senior management must remember that one of the main reasons cited for the Brasilia outcomes failing to reach their full potential was that leadership was not really behind it. We believe staff are looking for a strong, visible sign of support and momentum from senior managers, and this cannot wait until the completion of the Organizational Review.

Results And Productivity— Is The Organization Becoming More Results-Oriented And Productive?

Our task was to determine, from a human resource point of view, whether people felt they were working toward clear results and whether their energy was channelled in that direction.

While almost everyone acknowledged being busy, there is a strong sense that a number of non-value-added tasks are being carried out across the organization. In addition, those surveyed felt that UNICEF's systems in general and its HR systems in particular do not consistently support producing results as defined in the Medium Term Strategic Plan (MTSP) and Operational Plans. There are insufficient linkages between organizational strategies and plans and individual work planning and performance. Over the years, the workload for staff at many levels has been

"Sometimes, I feel like we exist to do our internal processes, if programme work gets done it is a by-product".
Staff member

exacerbated by an increasingly heavy administrative load—a load due in large part to ever-increasing controls on processes.

During the development of the framework for the staffing strategy, a number of questions were raised about how overall numbers of staff are decided, how staff are allocated to priority areas, and what the role of headquarters, regional offices, and country offices is. These questions will be addressed as part of the larger Organizational Review; when they are answered, UNICEF will be able to realign staff and cut back on activities that do not contribute to defined results and priorities.

How to remain relevant and flexible, given the restrictions of the staffing, contracting and budgeting processes, is a concern. The shift in paradigm from CBB to SPARE must therefore receive dedicated attention. Efforts at the surface level (streamlining, process review) are ongoing and critical, but the deeper level of organizational culture has yet to be seriously addressed.

Sustainable workforce— Do staff competencies match the needs of UNICEF now and for the future?

"You hire someone because they can think, then you don't let them, and try to control with procedures for everything."
Staff member

Much has been said about the gap between current staff competences and the desired staff competency profile. There are serious questions for UNICEF to address through the Organizational Review and the completion of the staffing strategy.

Our major concern regarding this lens was leadership and people-management competence. We also believe that the shortage of technical and high-level advocacy and policy competencies is a serious matter. UNICEF's capacity to foresee and respond to evolving needs and a changing environment with appropriate speed is not seen as the organization's strong point. Furthermore, both budgeting and contracting arrangements work against creating a strong and flexible workforce. The need for rapid recruitment and the capacity to shrink and expand the workforce in response to need is particularly acute and challenging with respect to emergencies. UNICEF is taking steps to improve, but the current situation is unsatisfactory.

"UNICEF doesn't build staff—we are ready made...It extracts what it can from you, and then discards you."
Staff member

Along with these issues are concerns about the lack of an integrated approach to talent management and staff training and development. A strategic approach to talent management and training and development at an organizational level will ensure that UNICEF's workforce as a whole is equipped with the skills and experience required to meet the future needs of the organization. We acknowledge that the 2006-2009 Learning Strategy developed by the Organizational Learning and Development Section (OLDS) of DHR is designed to address some of these concerns, but its impact is not yet being felt in the organization. An effective and integrated talent management system will ensure a more effective match of individual competence to organizational need and better succession planning. UNICEF needs to make conscious efforts to create the organizational capacity to grow and change; it must also show it understands that a motivated and engaged workforce is a powerful strategic and competitive advantage.

Enabling work environment— Does the work environment bring out the best in people?

Staff motivation was raised by a number of managers as one of their most significant challenges. A high proportion of staff are on "permanent" appointments, with limited promotion prospects and conditions of employment that act as a disincentive to leave and seek work elsewhere. This, coupled with limited individual incentives, awards and rewards and with a lack of sanctions for

“Once you work with UNICEF you fall in love with the organization. At the same time we are working ourselves to death by constraints of internal systems. We burn out. We dream of work, staff love their work, we are driven by passion, but there is a contradiction.”
Staff member

poor performance, all pose challenges for managers trying to develop and maintain a motivated and effective workforce. Staff who remain in the same positions for many years tend to stagnate, and their performance declines.

On the other hand, throughout the review, we heard numerous stories about how managers work against bringing out the best in people—even those who are motivated and energetic. It is a complex problem. Some managers do not understand or accept that they are responsible for creating an enabling environment. Others lack the skills to do so, and still others do not feel they will be supported by *their* managers, DHR or UNICEF’s systems if they attempt to address an HR problem. This is particularly the case with under- or non-performance issues.

Efforts to deal with this issue are under way. But unless management behaviour is addressed, staff will continue to feel this is not a healthy environment. And unless processes and systems are changed, good managers will continue to feel as if the system is working against them, not with and for them.

In addition, UNICEF has created a culture and an environment where, even when work is completed, long hours are believed to be valued as a sign of commitment to the job. As a result, some people stay late in the office regardless of their workload. This works against a widely stated value, that of work-life balance.

Morale and motivation are significant concerns, and the culture does not support a performance-focused, results-oriented attitude and approach. Tension exists around the differences in entitlements between international staff and national staff. Staff do not always understand or accept the reasons given for these differences, and this can contribute to strained working relationships in some offices. And although gains have been made, there are still issues about gender parity; *The Gender Parity Report* contains many suggestions and recommendations for addressing some of these issues. But unless managers are truly accountable for staff morale, motivation²⁰ and the creation of an enabling environment, progress will be inadequate.

Capacity for change— Does UNICEF have the capacity and culture to renew itself?

UNICEF was described to us as an organization with an extraordinarily important mandate and talented people that is simply not fulfilling its potential. We concur with this statement.

Over the years, UNICEF has attempted many large- and small-scale changes in HRM, and there have certainly been some improvements. However, we were struck by how many times staff asked us if anything was really going to change this time. We believe that some of the previous changes were more about words than actions; were not focused on what really mattered, and were not felt widely and deeply enough. As a result, HRM persists as a management issue.

UNICEF has a culture that is highly resistant to change. We are aware that a number of the seven levers we identified have been identified in past reviews or reform initiatives and that several initiatives under way touch on some of these areas. However, as stated above, we believe that too many of the previous change efforts have focused on surface issues: changes to tools or to processes, rather than to attitudes, mindsets, culture and systemic interactions. We believe that focusing on deeper issues will make the difference. Only by concentrating resources on the

²⁰ We are not suggesting that an individual manager can be held fully responsible for an individual staff member’s motivation; however, we are suggesting that at an office or team level, the manager does have an impact and can be held accountable.

fundamental issues can UNICEF successfully implement the changes needed in HRM.

In the strategic framework, we articulated three prerequisites of change: a shift in paradigm, clarity around competing commitments and the careful application of the seven levers of change identified in Phase II. We further argued that working together, the seven levers would have the desired impact on the culture.

The challenge of change is clear. To assess whether change is likely to occur, we need to know what will happen if change does *not* occur.

What are the consequences of maintaining the status quo?

Without significant and visible support for cultural change from the highest levels of the organization, UNICEF is unlikely to move very far toward the SPARE paradigm. And without this paradigm shift, the organization risks sliding backward in comparison with partners or competitor organizations that have embraced modern management styles, with their clear accountability and emphasis on the management of people. The negative effects of the current leadership approach on staff morale and on organizational outcomes and effectiveness will continue, and they may over time become more visible to those outside the organization, particularly in the current UN environment of increased partnership and cooperation.

Regarding results and productivity, if more and more time continues to be taken up with process and bureaucracy, less and less time will be available to do what drew people to the organization in the first place, and the organization will find it increasingly difficult to deliver on the results expected by donors within the available budget. The work-life balance of staff will continue to worsen, and staff will become increasingly frustrated or demotivated. The perception of UNICEF as an overly bureaucratic organization that delivers fewer or poorer services to those most in need of help will deepen. This could in turn become an increasing threat to the organization in the current environment of United Nations reform.

As for its workforce and work environment, UNICEF will continue to struggle to “get the right person in the right place at the right time” if it resists change for much longer. This will continue to affect the quality and quantity of the services it provides, and it will be most visible to the outside world during emergencies. Similarly, the workforce’s poor morale and motivation will continue to drain the organization, discouraging top talent from joining or staying, and eroding the organization’s ability to deliver on its commitment to the world’s poorest women and children.

Finally, people-management will remain an issue as long as UNICEF adheres to its non-strategic approach to talent management and training. Staff will not be guided or coached to fulfil their potential, and the quality and quantity of services the organization can offer will decline further. These impacts are likely to increase as the competencies required of staff evolve over time.

Simply put, organizations that fail to deliver on promised change risk alienating their staff, creating or increasing cynicism in the workplace, damaging staff engagement, and reducing their own credibility. UNICEF is no exception. UNICEF must commit to deep and systemic HRM reform soon, or both its credibility and its programmes will suffer.

The Strategic Levers of Change

Lever One - Line Manager

Overview

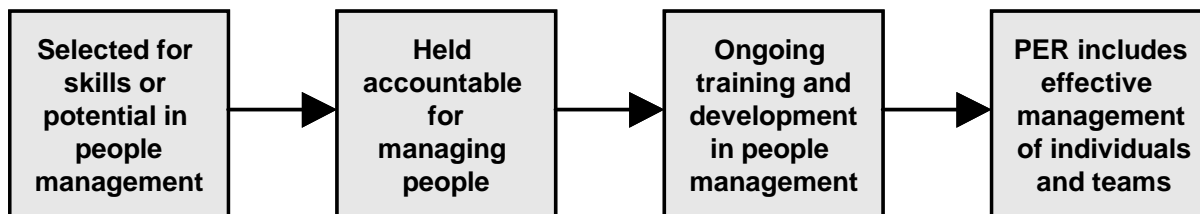
Statement People management must be a key factor in the selection, development and performance assessment of line managers.

Rationale One of the major factors affecting the current level of staff motivation is the line manager and the country representative and their attitude to staff and their approach to managing an office and people. However, in spite of the significant influence individual supervisors and managers have in the running of offices, UNICEF invests little in developing this competence, in recruiting the right people, in developing and supporting people once they are in supervisory or management positions and in monitoring their performance and holding them accountable for the management of their staff. The other six levers can have long-lasting effects only if managers have competencies in people management and are selected, encouraged and rewarded for using them *and* have time to manage.

Prerequisites The organization needs to develop a staffing strategy that clearly identifies the role and accountability of managers; a competency framework with a clear emphasis on management competencies; an assessment tool that can assess both talent and skill acquisition; a range of training, mentoring and placement programmes; and a culture where feedback and learning are valued.

Desired State Line managers assume their responsibilities in terms of people management (individuals and teams), including their roles in the technical aspects of HRM (e.g. recruitment); they have the necessary competencies and mindset to do this job well and find the time to do it. People management is highly valued in UNICEF.

SPARE model: empowerment of line managers based on strategic and policy frameworks, agreed-on results and resource envelopes, together with robust accountability



**Clear description of the 'ideal' UNICEF manager
Statement from the Executive Director on the roles of the line manager
Accountability Framework**

Outcomes

- The SPARE model is fully implemented, giving line managers a significant increase in delegated authority and flexibility.
- The people-management role, competencies and accountabilities of line managers are clearly articulated, and they underpin the selection, development and assessment of managers throughout the organization.
- Managerial behaviours consistently reflect the clear description of the core people-management competencies expected of UNICEF's line managers.
- Line managers are selected and promoted according to these competencies and behaviours.
- The PER process effectively assesses line managers throughout the organization according to these people-management competencies, and appropriate action is taken on the basis of these assessments.
- Development of people-management competencies is a key feature of UNICEF's training and development programmes. Appropriately targeted opportunities for developing people-management competencies are available at all levels of the organization.
- Line managers are held accountable for their actions and decisions in line with a clearly articulated accountability framework.

Catalytic Steps

- Redefine the role of the line manager to emphasize the people-management component.
- Produce a statement of competencies and behaviours for each level of management.
- Undertake an assessment of the strengths and weaknesses of existing line managers with respect to these competencies and behaviours, and determine the actions needed to close the gap.
- Provide support to managers currently in the job but struggling to acquire the necessary competencies.
- Create an accountability framework that clearly defines decision-making authority and responsibilities of line managers, matched to the appropriate level of competency.
- Make the assessment of people-management a compulsory component of the 2005-6 PER for all line managers.

Opportunities and risks

United Nations reform is putting great emphasis on the critical need for people-management skills in line managers. This reform process will have important consequences for UNICEF, particularly at the country and regional levels. There will be costs associated with both the transition and the development and implementation of the longer term leadership development framework. UNICEF must be prepared to make this investment if it is to achieve significant change with respect to the competence of its line managers.

Implications for accountability

Senior managers

Accountable for selecting, developing and assessing line managers according to the defined competencies and behaviours, and for holding them accountable in accordance with their defined roles and responsibilities.

Line managers

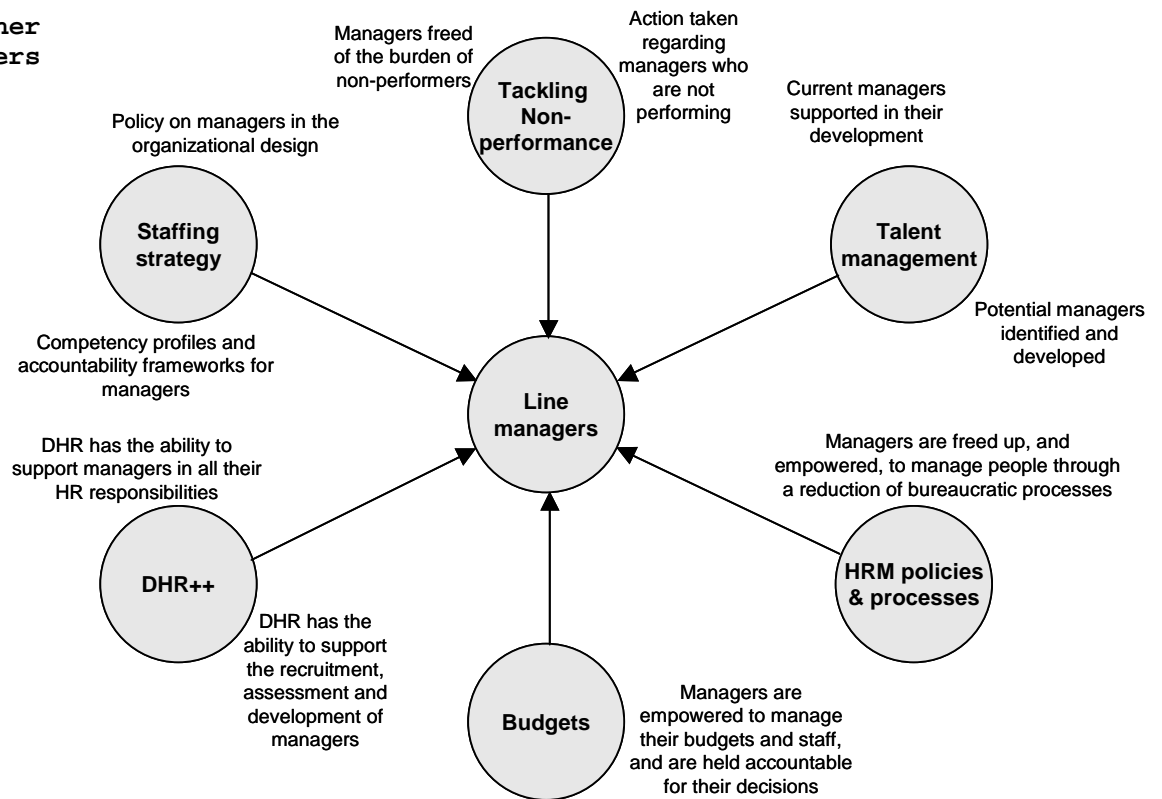
Committed to demonstrating people-management competencies and behaviours in all their work, and, where necessary, undertaking development to support this.

Accountable within the defined parameters of the accountability framework.

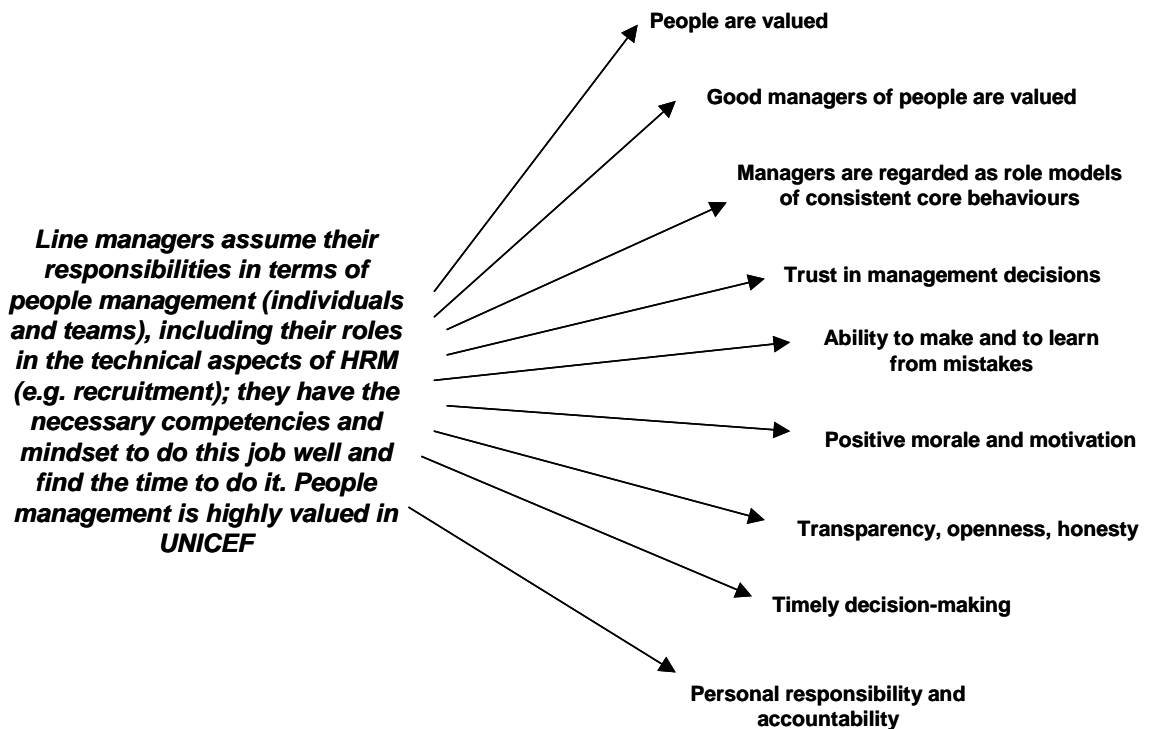
DHR++

Accountable for supporting senior and line managers in developing and applying people-management competencies and the accountability framework.

Links to other levers



Linkages



Action Plan

Output	Key actions for UNICEF
A short statement of key people management competencies and behaviours for each level of line management, which is communicated widely throughout the organization and integrated into key decisions regarding managerial positions	<p>Identify and review existing competency statements, and work through a <i>brief</i> consultative process with line managers and staff to identify the appropriate behaviours to underpin the competencies.</p> <p>Widely communicate the agreed competencies and behaviours.</p> <p>Ensure that the agreed competencies and behaviours are embedded in all processes associated with the recruitment, assessment and development of line managers.</p>
An assessment, based on the above-mentioned competencies, of the people management skills of current line managers	<p>Develop/identify an existing tool to undertake a rapid assessment of the people management competencies of existing managers.</p> <p>Determine whether or not this is voluntary or mandatory.</p> <p>Undertake the assessment (may be self-assessment or include peer/supervisory/360 degree feedback).</p> <p>Identify key competency gaps of existing line managers.</p>
A suite of development options to bridge the transition for existing line managers to the longer term leadership development framework	<p>Identify development options which are available in the medium term without the need for significant organizational investment in terms of time or resources, such as coaching or mentoring programmes, expanded access to existing management and leadership development programmes, external or off-the-shelf development opportunities, self-service development tools.</p> <p>Develop a budget for the provision of transitional line management development (could include short term consultancies to support line managers in selected offices, and /or advice centres).</p> <p>Communicate the suite of development opportunities available to line managers and their supervisors.</p> <p>For each line manager, identify the most urgent needs in terms of development based on their assessment results, and the most appropriate means of providing this development, within the approved budget.</p> <p>Coordinate and track the development pursued by line managers.</p> <p>Create alternatives for those who do not want to or are not demonstrating the competencies for people management, including separation (voluntary or involuntary), or non-managerial career tracks for senior staff.</p>
An accountability framework that clearly articulates accountability for people management (individual and team)	<p>Identify key areas of managerial decision-making to be included in the accountability framework.</p> <p>Identify and document appropriate levels of decision-making responsibility at each step for each process, based on the principal of subsidiarity (decisions are made as close as appropriately/practically possible to their point of impact).</p> <p>Develop a process for monitoring the implementation of the Accountability Framework.</p>

<p>A leadership development framework that strengthens the focus on people management</p>	<p>Review what UNICEF currently has in place or under development in terms of a leadership development framework. Refine/re-develop the framework in terms of both content and process, to reflect the agreed people management competencies and behaviours for different levels of managerial positions. Develop and implement a plan for the roll-out of the redesigned framework, including cost and timing considerations.</p>
<p>Inclusion of a strong component on people management (individuals and teams) in UNICEF's assessment of managers</p>	<p>Analyse available data in terms of the current process of performance assessment of line managers within UNICEF and identify the issues. Identify and evaluate options in terms of the assessment of managerial performance, including a process for obtaining feedback from subordinates as well as supervisors (may entail benchmarking with other organizations). Ensure that people management competencies and behaviours are included in the performance assessment of all managerial positions. Develop the appropriate tools and processes, and ensure their links with other HR systems (talent management, development, dealing with under-performance etc.) both in terms of theory and in terms of practical implementation. Train managers at all levels in the philosophy and use of the tools. Track PER assessments of line managers in 2006 to ensure that all undergo a PER assessment. Analyse data on an going basis in terms of the performance assessment of line managers, and take appropriate action on the basis of this analysis.</p>
<p>Inclusion of a strong component of people management (individuals and teams) in the recruitment and selection of line managers</p>	<p>Ensure that the managerial competencies and behaviours are embedded in all recruitment and selection documentation for line managers. Identify the appropriate selection techniques for management positions (interviews, assessment centres etc.) and develop a business case for their use. Establish a role within the Recruitment section of DHR which specifically provides support for the recruitment of line managers. Train line managers in the selection process, and in the use of appropriate selection techniques.</p>

Implementation Planning

The Line Managers lever is central to all the other levers, and we believe the success of UNICEF depends on effective action in this area. There is a serious gap between the current and desired competencies of line managers, especially with respect to people management, and line managers are only minimally accountable for managing their staff effectively. People management is currently not perceived as valued in UNICEF; in spite of the rhetoric that people are UNICEF's most valued asset, this is not demonstrated.

A workshop to explore the catalytic steps and actions for this lever was held in Geneva on 29-30 June with 14 participants (seven men and seven women) from nine duty stations.

The workshop resulted in a definition of the roles of managers at all levels with respect to people management, identification of critical line manager competencies with respect to people management, and recommendations for closing the gap between the current and desired competencies.

Approach to applying the lever

The workshop also identified some of the key people-management issues for which line managers should be accountable.

Catalytic Steps	Actions
Redefine the role of the line manager to emphasize the people-management component.	A first draft of the role was completed at the workshop.
Produce a statement of competencies and behaviours for each level of management.	The critical competencies and underlying behavioural indicators with respect to people management were identified within the larger competency framework.
Undertake an assessment of the strengths and weaknesses of existing line managers with respect to these competencies and behaviours, and determine the actions needed to close the gap.	Ideas about how to do this and critical success factors were identified at the workshop, but this step needs significantly more work. We continue to believe this is an essential and urgent step to take.
Provide support to managers currently in the job but struggling to acquire the necessary competencies.	Ideas about how to do this and critical success factors were identified at the workshop. However, this step needs significantly more work.
Create an accountability framework that clearly defines decision-making authority and responsibilities of line managers, matched to the appropriate level of competency.	A definition of accountability was agreed on at the workshop. An initial discussion took place on how managers could be made accountable for people management. The outcomes managers could be made accountable for was also discussed. The accountability framework needs to be completed.
Make the assessment of people-management a compulsory component of the 2005-6 PER for all line managers.	We are not aware of any action on this item. We continue to support it.

Priority next steps

- Evolve the organizational culture so that people management is valued by sanctioning managers who do not behave in accordance with UNICEF's principles and values.
- Discuss the people-management assessment mechanism and interventions to support managers, and identify appropriate financing sources. Closing the competency gap must be a priority for 2007.
- Assess people-management competencies in the 2006 PER for line managers at all levels.
- Develop an accountability framework, and implement a process that includes sanctions and rewards for making line managers at all levels accountable.

Lever Two - Tackling non-performance

Overview

Statement
Rationale

UNICEF must commit to effectively deal with chronic underperformance. There is a strong perception that the proportion of underperforming staff at all levels is higher than it should be. This is demotivating for those around them, and it is unfair to those who do not know they are perceived to be in this category. Furthermore, non-action on UNICEF's part rewards those who know they are in this category and reinforces the perception that no one gets fired and that it is not what you know but who you know that leads to success in the organization. Continuing to employ consistent underperformance or non-performers is not an appropriate use of funds and is not strategic human resource management.

Prerequisites

There are many reasons for underperformance, most of which can be addressed in appropriate, positive and respectful ways. Effective mechanisms need to be put in place so that chronic underperformance in UNICEF is a thing of the past. The existing PER/PAS system is a useful tool, albeit with some problems, but its purpose and the way that it should be used need to be reviewed and clearly articulated. Further, managers and staff need training on the tool itself, as well as in how to use it and how to give and receive feedback on both a formal and informal basis. UNICEF also needs to invest in building the commitment of DHR and senior levels of the organization to address poor performance and to develop the skills to do so.

Desired state

UNICEF is free of the burden of chronic underperformers.



Outcomes

- Chronic underperformers currently on staff are separated from the organization with respect, dignity and fairness.
- A process is in place to improve the performance of borderline cases, to monitor their ongoing performance and to take further action if necessary.
- UNICEF has in place the culture, commitment and systems to address underperformance before it becomes chronic and debilitating.

Catalytic steps

- Create an entity that deals with current chronic underperformance *and* protects both the line manager and the staff member²¹.
- Gain in-principle agreement from senior management²² for a one-time buy-out plan.
- Develop the buy-out plan, based on sound legal advice and in consultation with senior and line managers and the staff association.
- Implement the plan as swiftly as possible.
- Implement processes for borderline cases in terms of both development and ongoing monitoring.

²¹ Our argument here is that some sort of special team needs to be put in place to address these issues as a way of protecting staff and managers and ensuring a fair process across UNICEF. Future cases of underperformance would be addressed by the line manager and DHR, but this is a special effort to address *chronic* non-performance that is *not the sole responsibility of the current line manager*.

²² This may need Executive Board approval.

Strategies for longer term cultural and process change with respect to ongoing performance management are addressed in the discussion of Lever Five, HRM policies, processes and procedures.

Opportunities and Risks

Swift departures of staff widely known to be underperformers will send a powerful message; current UN reform initiatives have recognized the importance of taking such steps. By taking action in this area, UNICEF will be seen to be in line with a larger UN effort that is particularly well viewed by Member States.

Without dedicated commitment to this process and the funds to make it happen, UNICEF should not even start to apply this lever. In the best of circumstances, there may be a period of uncertainty, fear and reduced staff morale until the process is complete.

Implications for accountability

Senior managers

Accountable for committing to, and signing off on, the buy-out plan and for supporting line managers through the process. Also accountable for taking tough and politically sensitive decisions.

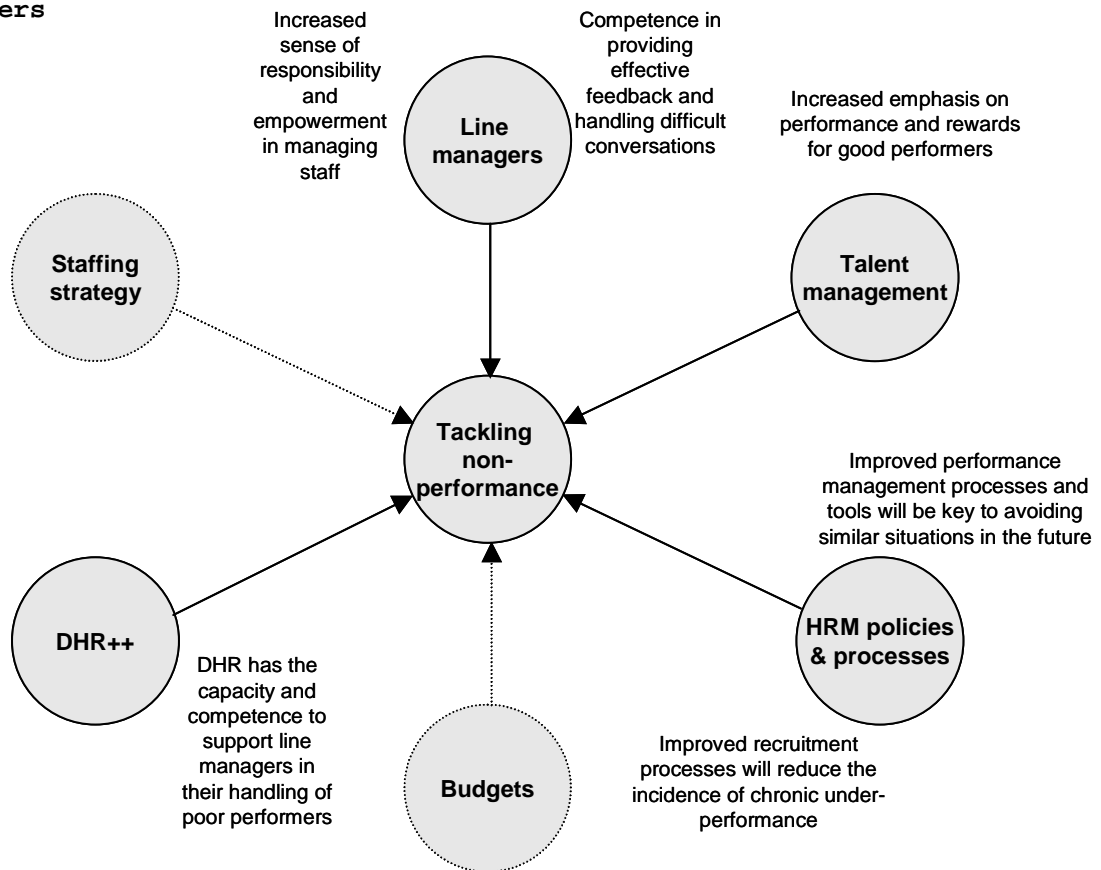
Line managers

Accountable for identifying chronic underperformers and for following through on the process of separation or remedial action.

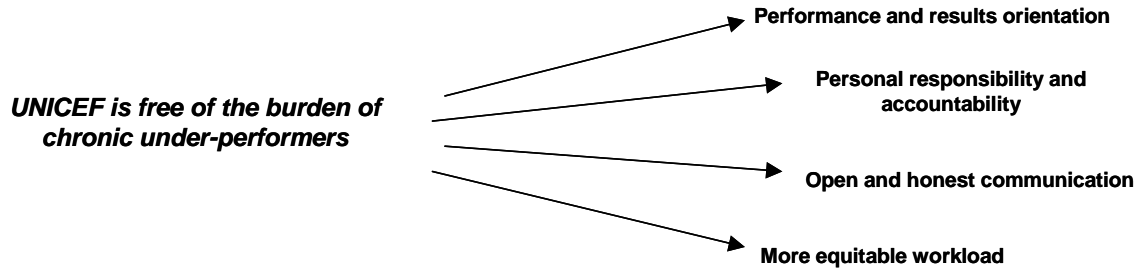
DHR++

Accountable for developing the buy-out plan, for supporting line managers practically and psychologically in the identification of chronic poor performers, and for following through on the process of separation or remedial action.

Links to other levers



Linkages



Action Plan

Outputs	Key actions for UNICEF
An entity to deal with chronic underperformers	Determine the appropriate profile of the team to manage the process of dealing with chronic underperformers, and establish their terms of reference. Create the team and provide them with appropriate guidance and support.
“In-principal” agreement from Senior Management to implement a process to identify and separate chronic under-performers from the organisation	Develop a high level plan for the separation of chronic under-performers, including the proposed process for identifying chronic under performers, approximate numbers, options in terms of separation process, estimates in terms of cost and proposed timing. Discuss the proposal with Senior Management and other key stakeholders.
Identification and prioritization of current chronic under-performers	Work with line managers and others to identify chronic under-performers, according to the process determined in the high level plan. Categorize the identified under-performers by level, duration of contract and past recorded performance, and prioritise the approach to tackling them (nb. even if the process is to be staggered, it must be completed as swiftly as possible to minimize uncertainty).
An ethical, legal and respectful separation plan which is agreed with Senior Management	Identify options in terms of the separation process. Benchmark with other organizations that have gone through or are considering a similar process (e.g. UNDP). Cost the options. Seek legal advice as necessary. Develop the detailed plan, including roles and responsibilities and the need to protect the line manager in this process. Present the detailed plan, including anticipated costs and timings, to Senior Management.
Communication of the process	Discuss the process with key stakeholders, including the Staff Association. Communicate the process to all staff and managers.
A remedial plan for the borderline cases	Identify staff whose performance on an ongoing basis is borderline. Identify options for improving their performance. Develop a plan for each staff member in question, including milestones for performance improvement. Document the progress of these staff members, and assess their performance at the agreed milestones. Determine any future action, depending on their progress against the agreed milestones.

The consequences of separations addressed	Work with managers to identify and address the implications of the process, including possible restructuring or job re-design, the process for filling vacant positions. Nb. This should be completed within the parameters of the Staffing Strategy.
Separation of underperforming individuals or placement on a remedial programme	Implement the plan as rapidly as possible to minimize uncertainty

Implementation

We have been constantly surprised at how fundamental this issue is perceived to be, how often staff at all levels have raised the subject, and how many reasons are provided for not dealing with it. We believe UNICEF needs to tackle this matter and tackle it quickly, with clear support from the most senior levels of the organization. We believe UNICEF cannot afford *not* to deal with this concern. Action on this lever will require clear and strong commitment from the highest levels of the organization.

Desired State
Approach to
applying the
lever

UNICEF is free of the burden of chronic underperformers.

This issue was discussed at the line manager workshop. This lever remains of concern to us, as staff motivation and commitment will continue to erode as long as UNICEF is perceived to be carrying too many chronic non-performers. Further, we do not believe that allowing chronic non-performance to continue is appropriate, strategic or a good use of organizational funds.

Catalytic Steps	Actions
Create an entity that deals with current chronic underperformance <i>and</i> protects both the line manager and the staff member ²³ .	Action on these steps will require clear and strong commitment from the highest levels of the organization.
Gain in-principle agreement from senior management ²⁴ for a one-time buy-out plan.	
Develop the buy-out plan, based on sound legal advice and in consultation with senior and line managers and the staff association.	
Implement the plan as swiftly as possible.	
Implement processes for borderline cases in terms of both development and ongoing monitoring.	

Priority next
steps

- Establish clear and strong support at the most senior levels of the organization for tackling this issue.
- Once this support has been communicated, move on this lever quickly, determining the process for identifying and communicating with chronic nonperformers and establishing the required budget

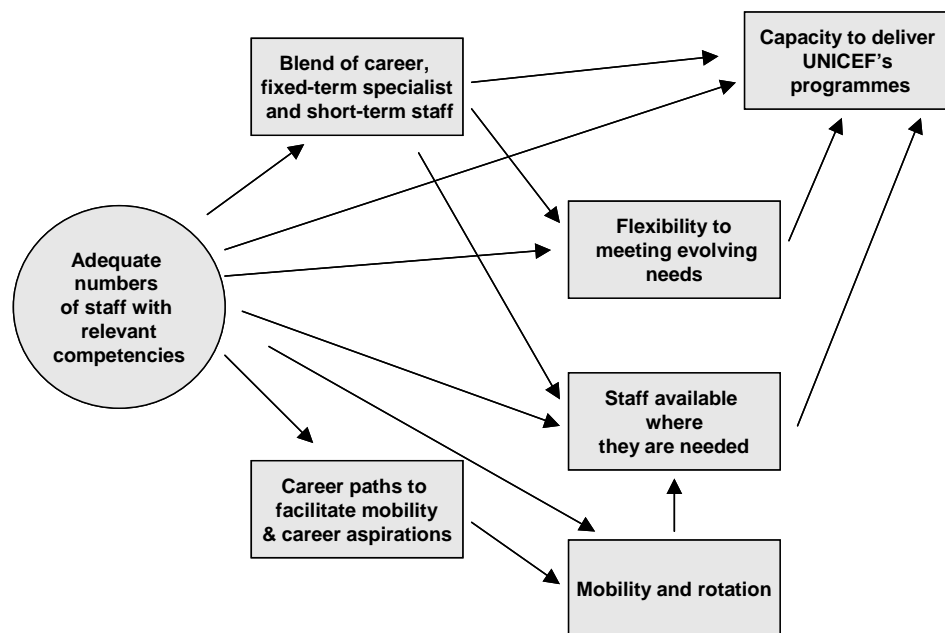
²³ Our argument here is that some sort of special team needs to be put in place to protect staff and managers and ensure a fair process across UNICEF. Future cases of underperformance would be addressed by the line manager and DHR through the performance management system (HRM), but this is a special effort to address *chronic* non-performance that is *not the sole responsibility of the current line manager*.

²⁴ This may need Executive Board approval.

Lever Three - Staffing Strategy

Overview

Statement	UNICEF needs to develop a staffing strategy that ensures that the right staff are placed in the right place in appropriate numbers.
Rationale	Without a strategic approach to managing the workforce, UNICEF will continue to make decisions about staff in an opportunistic and reactive manner. The organization needs a strategy that provides the framework for the numbers of staff, the balance of different contracting arrangements and the career paths available to individuals that join the organization.
Prerequisites	UNICEF needs to think through its institutional needs for a core group of staff that make their careers with the organization, together with categories of staff that work for the organization for short- and medium-term periods. UNICEF needs to be able to ensure that staff profiles match the current and future needs of the organization and that staff aspirations match organizational interests and constraints.
Desired state	UNICEF staffing is flexible enough to meet evolving organizational needs while reflecting an explicit and coherent approach to staff categories and career options.



Outcomes

- UNICEF's workforce has the mix of competencies necessary to deliver effective programmes for children and women.
- Staff resources are focused on the organization's strategic priorities, where UNICEF has a clear comparative advantage.
- UNICEF has the optimal blend of short-term staff and staff who make their careers with the organization, supported by the relevant contractual arrangements. It has cost-effective arrangements with partners and contractors to complement its workforce requirements.
- UNICEF has appropriate gender representation at all levels of the organization.
- Staff have access to career paths and support to facilitate their aspirations and mobility.

- There are clear policies and ratios on the relative allocation of staff resources at the country, regional and headquarters levels, as well as by organizational function.
- UNICEF has the flexibility to be able to place resources rapidly in countries or areas of focus, particularly in response to emergency situations, and the capacity to downsize its staff in countries or areas of focus that are no longer organizational priorities.
- UNICEF has in place simplified and clear contracting arrangements that ensure the blend of career and short-term staff is respected and achieves the desired results.
- Establish a working group within the context of SRHRM to develop a draft staff strategy for consideration by the Executive Director and the Global Management Team. The process is outlined in Annex One.

Catalytic steps

Opportunities and risks

The new approach to career, fixed-term specialists and short-term staff will provide considerable opportunities for staff but may not meet all the expectations of current staff. The process of developing a staffing strategy may lead to a clearer picture of the current skills in UNICEF.

There are potential costs and stress if the new profile differs significantly from the current profile. There is also a risk of developing a strategy that is too rigid and prescriptive and that limits responsiveness to a changing environment rather than supporting it.

Implications for accountability

Senior managers

Accountable for approving the framework for the staffing strategy and the final strategy itself; providing the resources (people and financial) to support the development of the staffing strategy; and ensuring that all staffing decisions are consistent with the staffing strategy.

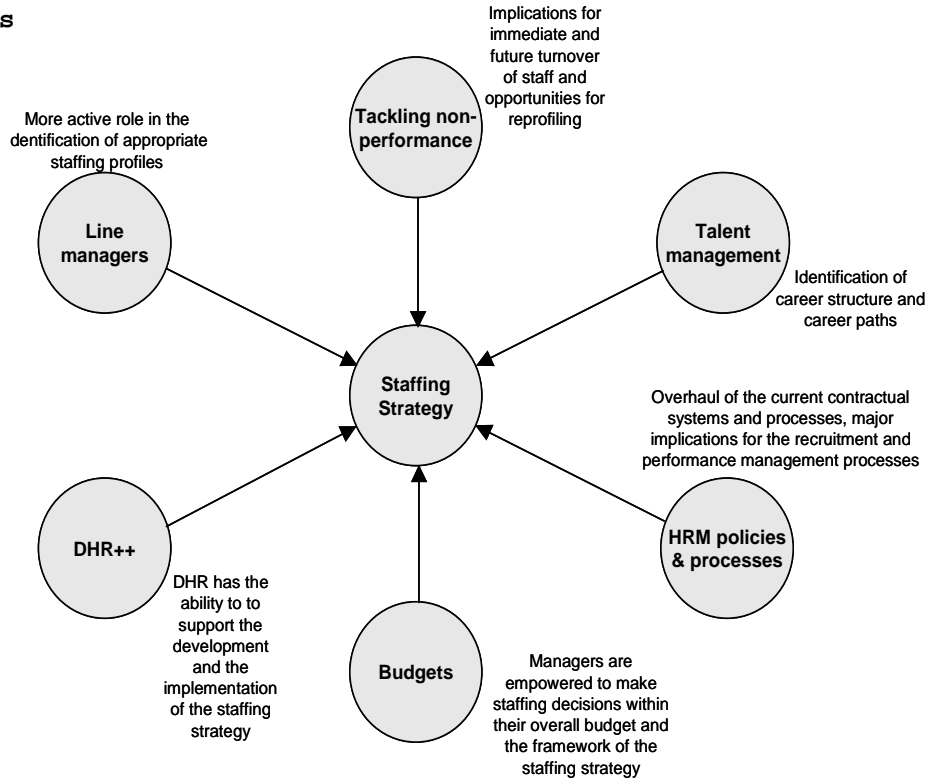
Line managers

Accountable for providing input into the development of the staffing strategy; providing the resources (people) to support the development of the staffing strategy, through either task-team membership or involvement in consultative processes; and using the staffing strategy as the basis for all staffing decisions.

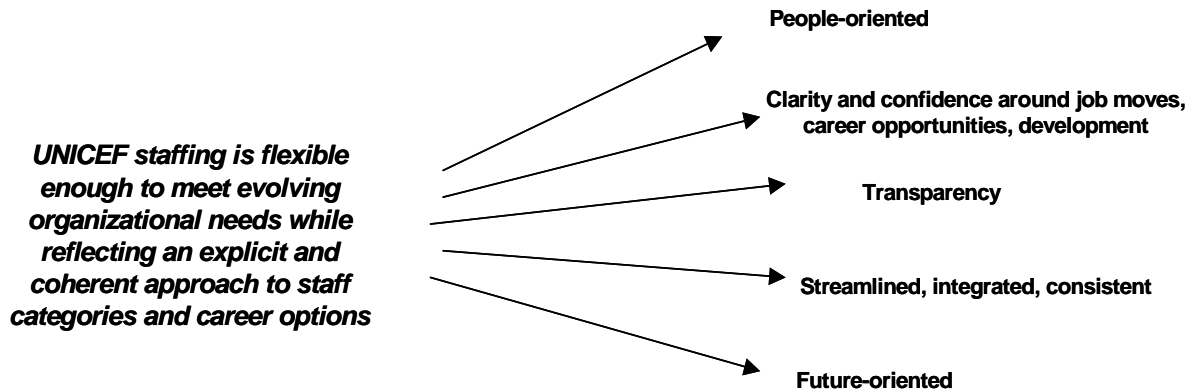
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Accountable for facilitating the processes for the development of the staffing strategy; providing the data required for the development of the staffing strategy; and using the staffing strategy as the basis for all staffing decisions.

Links to other levers



Linkages



Action Plan

Outputs	Key actions for UNICEF
A working group on development of Staffing Strategy	<p>Establish a small working group to work on the development of the staffing strategy. The working group may work full time on the strategy over a number of months.</p> <p>Identify a project champion for the Staffing Strategy</p>
A Staffing Strategy Framework	<p>Develop the framework for the Staffing Strategy:</p> <ul style="list-style-type: none"> ● Agree on the elements to be included in the staffing strategy, taking into consideration the overall purpose of the strategy and how it will be used, its structure, the parameters to be covered in the staff profile etc. At the highest level, the staffing strategy would include: <ul style="list-style-type: none"> ▪ The desired staff profile ▪ Career structures, and the balance between individual career paths and future organizational needs ▪ Succession planning, planning for retirement and the re-engagement of retirees <p>Further detail of some of the issues to be covered can be found in the Diagnostic Report, Annex One, Pp. 50-51</p> <p>Present the proposed framework to Senior Management for endorsement.</p> <p>Communicate the framework across the organization.</p>
Quantitative and qualitative data on which to base the Staffing Strategy	<p>Undertake data collection, analysis and benchmarking:</p> <ul style="list-style-type: none"> ● Identify the data required to support the development of the strategy ● Identify sources of data ● Collate and analyse the data ● Collect benchmarking data from other organizations to enable a comparative analysis where appropriate ● Explore the ICSC broad-banding pilot and its implications for UNICEF
	<p>Undertake consultation and address links to other projects:</p> <ul style="list-style-type: none"> ● Identify the key stakeholders in the Strategy and develop a process for consulting with them at key points in the process (Senior Management, as well as staff at a range of levels, in a range of roles, in both HQ and the field) ● Maintain strong links with the Organizational Review to identify implications for the Staffing Strategy ● Identify links to HRM processes such as succession planning
A draft Staffing Strategy	<p>On the basis of the data analysis, consultation and information from the Organizational Review, develop a draft Staffing Strategy.</p>

A transition mechanism to rebalance the desired and current profile which is linked to all other HR processes	Develop a transition mechanism to rebalance the current staffing profile with the desired profile in the Strategy <ul style="list-style-type: none"> Identify the gaps between UNICEF’s current staff profile and its desired staff profile. Evaluate options to fill the gaps, including re-training and/or movement of existing staff, and recruitment/reprofiling of particular organizational areas Determine impact of impending retirements on the Strategy
Feedback on the draft Staffing Strategy	Test the Staffing Strategy and transition plan through a broad consultative process
A final Staffing Strategy and transition plan	Finalize the Strategy and transition plan, based on feedback from the testing and consultation process Present the Staffing Strategy and transition plan for approval by Senior Management
Implementation of the transition plan	Communicate the Staffing Strategy widely across the organization Implement the transition plan
Full implementation of the Staffing Strategy	Ensure that the Staffing Strategy becomes embedded in all key HRM and organizational planning activities and is integrated into the SAP system
Ongoing monitoring, evaluation and review	Develop and implement a process for reviewing both the implementation of the Strategy, and for periodically reviewing the Strategy itself to ensure that it continues to reflect emerging needs

Implementation

If developed in concert with the Organizational Review, the Staffing Strategy should become the foundation that underpins all human resource decisions. Without it, UNICEF will continue to make staffing decisions on an *ad hoc* and uncoordinated basis and will not be building a workforce to meet the organization’s future strategic needs (see Annex Two).

Desired state

UNICEF staffing is flexible enough to meet evolving organizational needs while reflecting an explicit and coherent approach to staff categories and career options.

Approach to applying the lever

A meeting was held in New York with senior staff (six men and five women) to discuss the issues, principles, and available and desired data for the completion of the staffing strategy. As indicated in the Phase III Strategic Framework, the staffing strategy cannot be completed until further results from the Organizational Review are available. However, much preliminary work can be completed, and a framework document that will help advance this discussion has been prepared (see Annex Four).

Catalytic Steps	Actions
Establish a working group within the context of SRHRM to develop a draft staff strategy for consideration by the Executive Director and the Global Management Team.	A working group meeting was held and a framework document prepared.

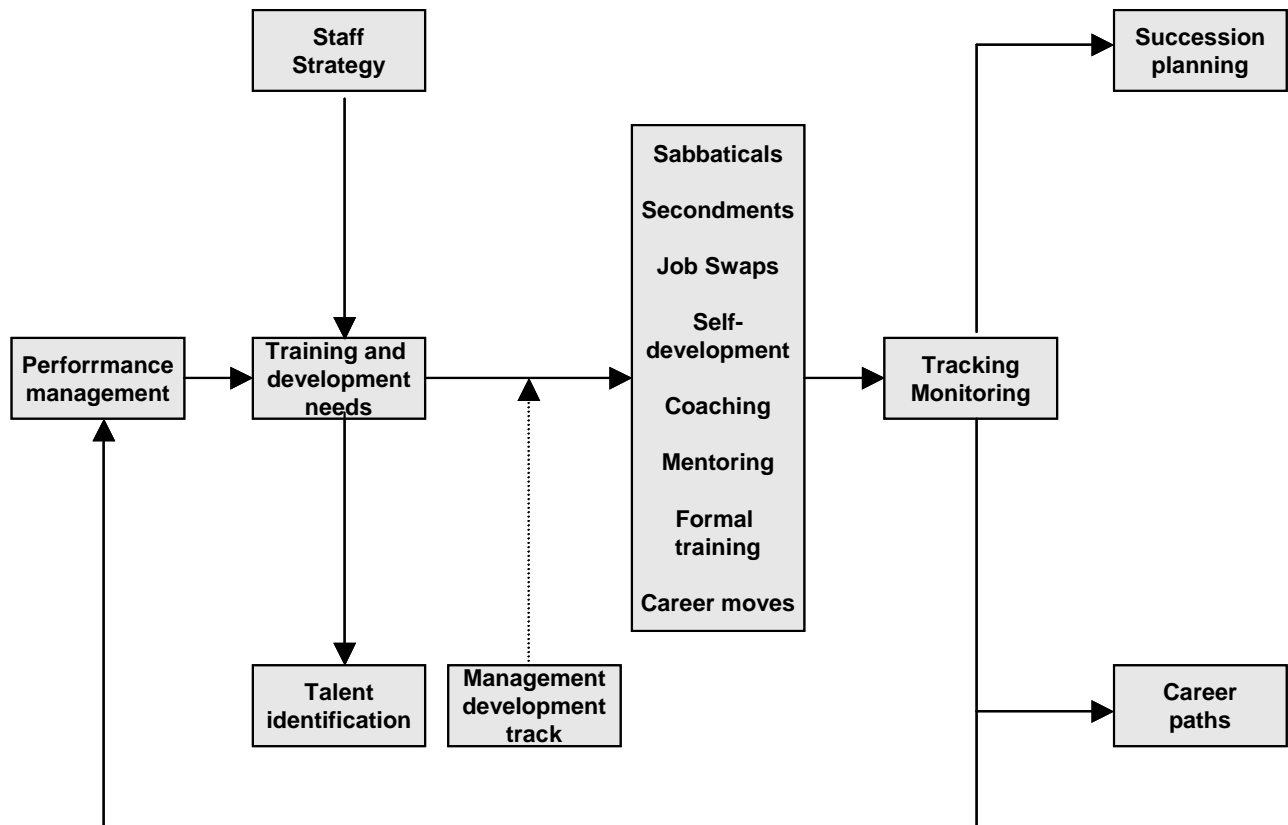
**Priority next
steps**

- Use the framework that has been prepared as the basis for further research and analysis and as a guide to decision making regarding the strategy.
- Resolve the issue of contractual arrangements, and determine whether to differentiate strategically between core staff and a more flexible temporary workforce.

Lever Four - Talent management

Overview

Statement	UNICEF needs to adopt a strategic approach to the management and development of its talent.
Rationale	UNICEF is built on the knowledge and expertise of its staff; yet it invests surprisingly little in nurturing its talent. Talent identification, succession planning, a co-ordinated programme for the preparation of staff for more senior positions and a strategic approach to staff placement for development opportunities are all important drivers in the development of a high-performing team of staff. Moreover, these drivers all need to take place in the context of a clearly thought-out staffing strategy. Failing to attend to these factors has significant negative impacts at both the individual and organizational level.
Prerequisites	DHR has already recognized the need for significant investment in talent management. The establishment of a dedicated section within the Division of HR and the implementation of Phase II of SAP will support increased emphasis on talent management. However, this increase in resources must be accompanied by a cultural shift with respect to UNICEF's investment in staff, as well as by a number of clearly thought-out decisions regarding the competing commitments articulated in Part Two of this report.
Desired state	UNICEF is known for its high-performance culture, and people have the skills needed for both current and potential roles.



Outcomes

- UNICEF has a planned approach to the development, movement and career progression of its staff that is clearly linked to the staffing strategy.
- UNICEF invests strategically in its staff and nurtures the talent that lies within the organization; learning and professional development are valued.
- The organization has a pool of people who are being prepared for future roles at all levels of the organization, and processes are in place to move staff around the organization in response to both personal development and organizational need.
- DHR++ offers a menu of both mandatory and voluntary development options, including training and self-education, on-the-job coaching, job swaps, secondments, sabbaticals, reading, etc.
- Opportunities for personal and professional development include both technical skills and management and interpersonal skills, and they focus on the current requirements of the job, as well as on the skills required for future positions within the organization.
- UNICEF has a structured programme in place for the development of individuals who have been identified as having management potential.

Catalytic steps

- Implement a system for tracking the performance, development and career progression of staff.
- Identify all the barriers to training and development, job swaps and short-term assignments, and eliminate them.
- Finalize the Learning Management Plan, ensuring consistency with the staffing strategy, and communicate it widely.
- Establish an appropriate budget to support the implementation of the Learning Management Plan.
- Redefine decision-making authority with respect to training, giving line managers authority to spend within their training budget, as well as within the framework of the staffing strategy and the Learning Management Plan.
- Develop a programme for staff identified as having management potential that includes a process for identifying and assessing these individuals, developing these individuals, monitoring their progress, and managing their career development.

Opportunities and risks

Talent management at all levels of the organization can be a significant motivator as people are recognised for their efforts and are supported in developing the next level of skills. Some may see the establishment of a high-potential pool as elitist and inequitable.

Implications for accountability

Senior managers

Accountable for establishing an appropriate budget to support implementation of the Learning Management Plan; monitoring line managers' spending of their training budget; and supporting the implementation of the programme of leadership development.

Line managers

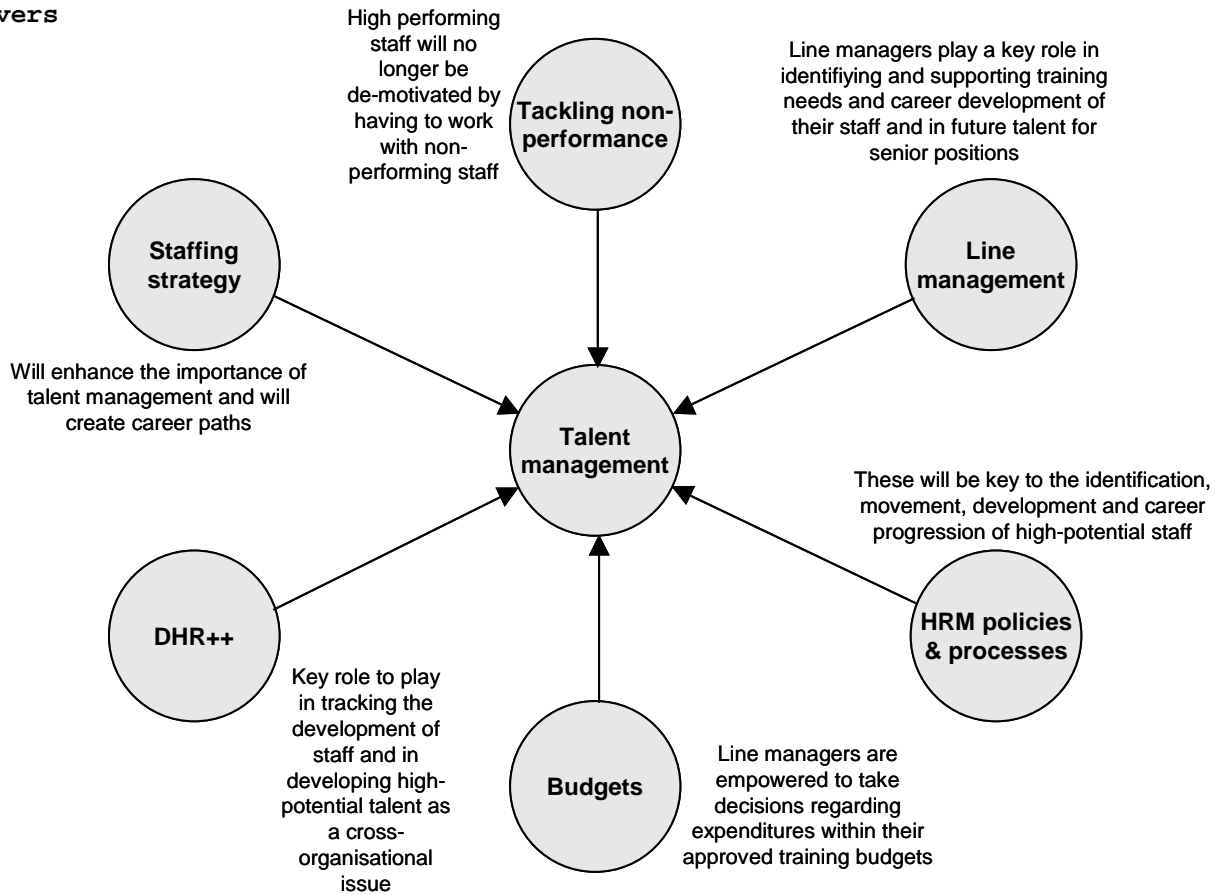
Accountable for managing their training budget appropriately and responsibly; supporting the development of their staff, both within their current roles and in preparation for future roles; and identifying and supporting individuals who have management potential (the process may allow individuals to self-nominate for this programme).

DHR++

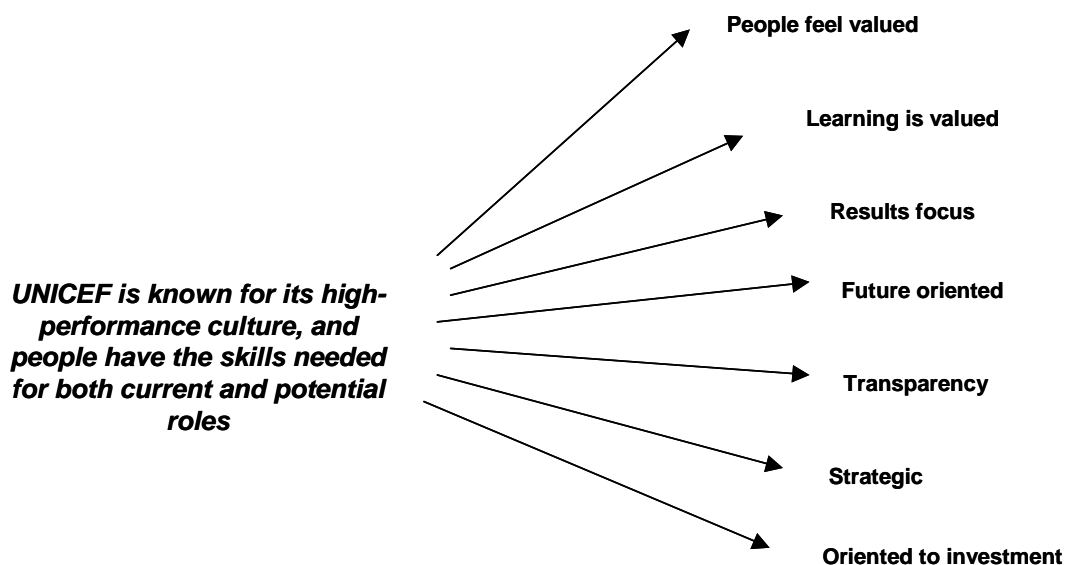
Accountable for finalizing the implementation of the SAP tracking system; finalizing the Learning Management Plan, ensuring consistency with the staffing strategy; developing and communicating a suite of training and development opportunities (may be either in-house or external); providing advice and support to

staff and managers in determining appropriate development plans; and developing and supporting the programme for individuals identified as having management potential.

Links to other levers



Linkages



Action Plan

Outputs	Key actions for UNICEF
A system for tracking the performance, development and career progression of staff (see also “Performance Management”)	Finalise the implementation of SAP Phase II, ensuring that the system will have the capacity to track the performance, development and career progression of individual staff members
A Learning Management Plan	<p>Review/enhance/finalize the Learning Management Plan to ensure that it meets the emerging needs of the organization (see Diagnostic Annex One, p. 49). In particular</p> <ul style="list-style-type: none"> ● Is there an appropriate budget in place to support the training and development of staff at all levels? ● Is there a clear link between the PER process and staff learning plans? Are the learning plans realistic in terms availability of funding and time requirements? ● Is there a coordinated, transparent and equitable process in place in terms of prioritizing training, based on organizational need? ● Is there an appropriate suite of training available, encompassing self-learning, in-house training, external training, sabbaticals and individual mentoring or coaching? ● Are there development opportunities available for staff through rotation or secondment? ● Is the Learning Management Plan supportive of building a culture across the organization which values strategic investment in training and development? ● Does the Learning Management Plan identify mandatory learning or development requirements before promotion? <p>The process may require the analysis of existing data on the breakdown of the extent to which UNICEF staff at different</p>

	<p>levels, in different locations and on different contract types currently access different modes of training and development.</p> <p>The process may also entail benchmarking with other organizations in terms of both budget and process for managing training and development.</p>
A realistic budget to support learning and development	Establish an appropriate budget to support the implementation of the Learning Management Plan
An organizational culture which recognizes the value and importance of targeted training and development for staff at all levels	<p>Complete the mapping of the functional competencies required of different roles.</p> <p>Clearly link individual learning plans to PER and the functional competencies required of the job, to organizational needs and to career structures within the organization (see also section on PER). Ensure that the distribution of funds for training reflects local and organizational needs.</p> <p>Empower managers to make training decisions within their training budget and within the guidelines of the Learning Management Plan, without recourse to further levels of decision-making, and then hold them accountable for the appropriate use of their training funds. This process will entail a reconsideration of the role of the training committees.</p> <p>Provide guidance to line managers with respect to the development of individual learning plans, and in particular emphasize that they must be:</p> <ul style="list-style-type: none"> ● Linked to functional competencies and the needs of the current job or likely future roles ● Realistic in terms of cost and time
A framework for the management of high potential staff within the organization	<p>Canvass the willingness of Senior Management to implement a process for identifying and developing high potential talent across the organization.</p> <p>If the response is positive, develop a framework for how this might happen, in consultation with managers and staff across the organization. The framework might include:</p> <ul style="list-style-type: none"> ● The target size of the “high potential” pool ● The process for identifying potential talent ● The process for assessing potential talent ● The process for developing potential talent (formal and informal) ● The process for moving high potential individuals around the organization to broaden their skills and experience ● The process for tracking high potential individuals <p>Benchmark best practice in other organizations which have implemented a “high potential” development track as input into the framework development.</p> <p>Cost the process.</p> <p>Seek endorsement for the framework from Senior Management.</p>
Full implementation of a process for managing high potential individuals	<p>Appoint a team of Senior Managers to oversee the process.</p> <p>Ensure that the appropriate infrastructure is in place to support the process.</p> <p>Communicate the rationale for the process and the details of the</p>

	<p>process itself across the organisation. Implement the process.</p>
Ongoing monitoring, evaluation and review	<p>Collect and analyse data on access to training of different modes across the organization and the effectiveness of training across the organization (the number of people involved, their demographic spread, the training and development that they access, their career progression, their PER and ongoing assessment results, qualitative feedback regarding the process etc.).</p> <p>Undertake a specific evaluation of the process for managing high potential staff.</p> <p>Periodically review the Learning Management Plan in light of this data analysis and modify it as necessary.</p>

Implementation

UNICEF is built on the knowledge and expertise of its staff; yet it invests surprisingly little in nurturing its talent. Talent identification, succession planning, a co-ordinated programme for the preparation of staff for more senior positions and a strategic approach to staff placement for development opportunities are all important drivers in the development of a high-performing team of staff. Moreover, these drivers all need to take place in the context of a clearly thought-out staffing strategy. Applying the Talent Management lever will therefore require considerable attention and resources.

Desired state

UNICEF is known for its high-performance culture, and people have the skills needed for both current and potential roles.

Approach to applying the lever

Several meetings on various aspects of this lever were held with a range of DHR staff. A definition of talent management was discussed and agreed to; what a talent management system is, how it should work, and why UNICEF needs a more integrated system was also discussed and agreed to. It was further determined that talent management consists of eight components, and responsibility for the elements across the various sections in DHR was clarified.

Of the eight components, we identified two that currently did not exist at all in DHR—awards and rewards and exit interviews. Awards and rewards has been picked up by a working group under the Talent Management Section (TMS) section. Exit interviews will be introduced in late 2006 and will be handled by Recruitment and Selection Section (RSS).

No decision has yet been made about establishing an identification and development programme for high-potential staff. This decision will be influenced by the Organizational Review and Staffing Strategy; it is a decision for senior management. More details of the discussion to date regarding this lever are provided in Annex Five.

Catalytic Steps	Actions
Implement a system for tracking the performance, development and career progression of staff.	The current technology does not support this, but SAP-HR Phase 2 will do so.
Identify all the barriers to training and development, job swaps and short-term assignments, and eliminate them.	OLDS and PALS have been asked to review all these policies.
Finalize the Learning Management Plan, ensuring consistency with the staffing strategy, and communicate it widely.	OLDS has been asked to develop learning paths for various levels and tracks in UNICEF.
Establish an appropriate budget to support the implementation of the Learning Management Plan.	We are not aware of any action on this item.
Redefine decision-making authority with respect to training, giving line managers authority to spend within their training budget, as well as within the framework of the staffing strategy and the Learning Management Plan.	We are not aware of any action on this item.
Develop a programme for staff identified as having management potential that includes a process for identifying, assessing and developing these individuals, monitoring their progress, and managing their career development.	This has been discussed but needs further deliberation and agreement from senior management.

**Priority next
steps**

- Determine whether UNICEF is going to establish a high-potential management track. This decision has major implications for the staffing strategy, career management, and training and development, as well as the Talent Management lever.
- Identify and address current barriers to learning and development, including policy issues, issues of poor or ill-informed decision making, and issues around the establishment and most effective use of a realistic budget for training and development. This will be essential to effective implementation of the 2006-2009 Learning Strategy.

Lever Five-HRM Policies, Processes and Procedures

	Overview
Statement	HRM processes, and in particular the recruitment process, must be strengthened, simplified and aligned.
Rationale	<p>Managers need both the skills and the time to manage. Currently, much of management's time is spent on time-consuming, bureaucratic processes. In spite of efforts to improve it, the recruitment process continues to attract more criticism than any other HRM process. The process is both unacceptably lengthy and time-consuming, and the extent to which it attracts and selects the best candidate is questionable. Given the importance of attracting the right staff and the long-term impact of making poor recruitment and selection decisions, designing and implementing an efficient and effective recruitment and selection process is essential.</p> <p>A number of other HRM processes also need reviewing, both in terms of their efficiency (the resources they require) and their effectiveness (the extent to which they lead to quality outcomes).</p> <p>Recruitment is the first step in what should be an aligned system from probation, to training and development opportunities, to performance assessment, to promotion, to career development (depending on the staffing strategy) to exit strategies all the way through to retirement. This process and the systems that support it are not adequately developed, explained, understood, managed or aligned. This lever will never be effective without the larger change in DHR described below (#6), and none of the other levers will be effective without these policy and process changes.</p>
Prerequisites	<p>The introduction of SAP Phase II will make possible more effective management of information and improvements in process efficiency. However, SAP is only a technical tool: on its own, it will do nothing to improve the quality of processes or their outcomes. A redesign of HRM policies, processes and procedures will require well thought-out decisions regarding the organizational paradigms and competing commitments outlined in this report, a commitment to change from the highest levels of the organization (particularly regarding levels of authority and decision making) and training and support for staff and managers to implement the redesigned processes from both a technical and a cultural point of view.</p>
Key processes requiring attention	<p>The Stage II Diagnostic Report identified Recruitment and Performance Management as the key HRM processes in need of immediate attention. These are addressed separately in sections 5a) and 5b) below. A third section, 5c), considers the need to identify and prioritize other HRM processes for review and redesign to ensure vertical and horizontal alignment.</p>

5a) Recruitment

Desired state Line managers rapidly secure the staff they need; staff are placed in jobs that match their aspirations.



- Outcomes**
- The recruitment process is owned by the line manager of the vacancy (present or future), with support from the global HR function (DHR++).
 - Line managers are delegated greater decision-making authority.
 - The recruitment and selection process is streamlined, efficient and effective; each step and participant in the process adds value to the final selection decision; committees do not second-guess line managers' decisions.
 - Those involved in the recruitment and selection process (individuals and committees) have the necessary skills in recruitment and selection and a good understanding of the recruitment and selection process.
 - Vacancies are filled by the best person for the job in a timely manner.
 - The investment in recruitment and selection reflects the risk associated with the position being filled.
 - UNICEF is able to rapidly deploy staff with the required skills in response to emergency situations.

- Catalytic steps**
- Rationalize the involvement of committees in the recruitment and selection process.
 - Explore the benefits/drawbacks of outsourcing elements of the recruitment and selection function with other UN agencies that have taken this approach.
 - Include the recruitment and selection process as a priority process as part of the Process Review project, and ensure that the redesigned processes are reflected in SAP Phase II.

Opportunities and risks

Other agencies are examining the outsourcing of recruitment. Considering alternative means of service delivery, including HRM processes, is an important element of UN reform.

Balancing equity and transparency with the need to select the best person through an efficient process is always difficult.

Implications for accountability

Senior managers

Accountable for undertaking recruitment in accordance with the recruitment and selection process; fulfilling their steps in the process in a timely manner; and being transparent regarding recruitment and selection decisions.

Line managers

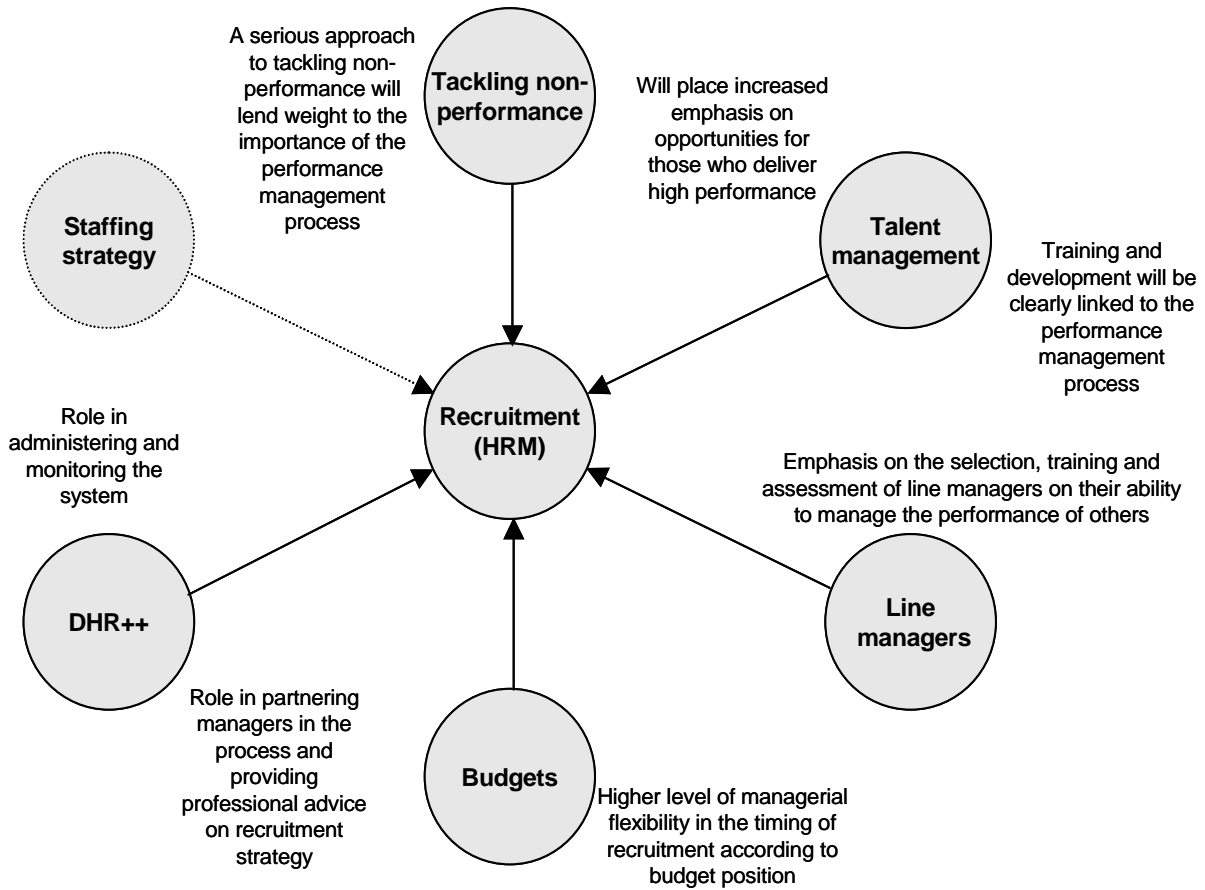
Accountable for undertaking recruitment in accordance with the recruitment and selection process; fulfilling their steps in the process in a timely manner; being transparent regarding recruitment and selection decisions; and providing input into the review of the recruitment and selection process.

DHR++

Accountable for providing timely and professional support (both content and process) to the process of recruitment and selection; taking a lead role in the review

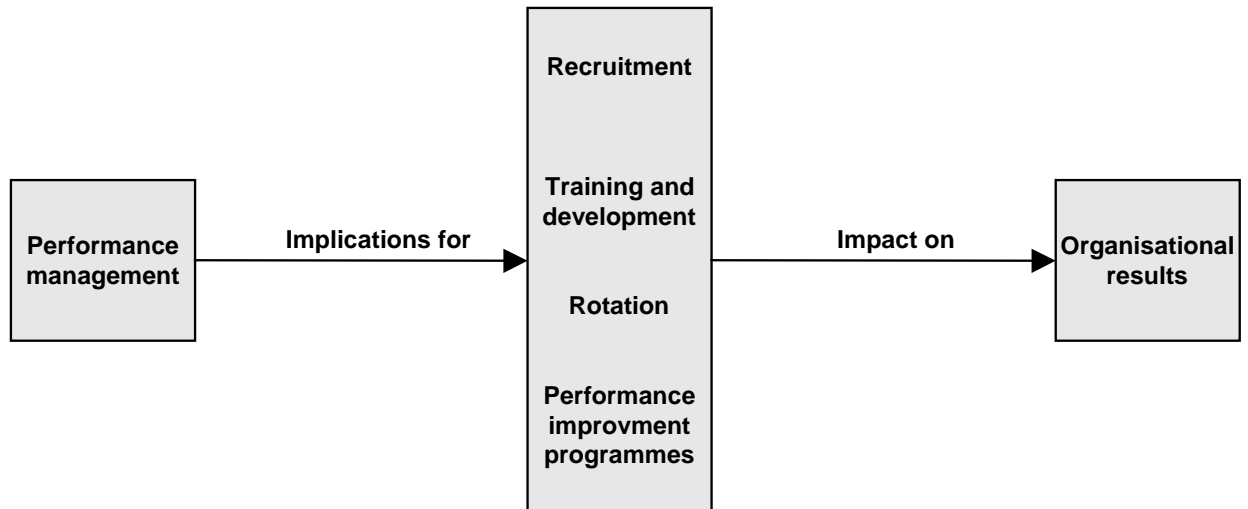
of the recruitment and selection process and ensuring that the outcomes of the review are reflected in the implementation of SAP Phase II; and ensuring that due process is followed with respect to the recruitment and selection process.

Links to other levers



5b) Performance management

Desired state Staff perform and achieve results; performance management is taken seriously and is used as valid input into a range of HRM decisions.



Outcomes

- Line managers lead an ongoing dialogue with staff with a forward-looking emphasis on results and development.
- Line managers lead annual performance appraisals that look back on past results and accurately differentiate between good and poor performers.
- Performance appraisals are clearly linked to organizational results.
- PER is used as a global management tool and is clearly linked to managerial decision-making processes.
- There are consequences for staff of both good and poor performance appraisals.
- Line managers are skilled in the provision of both formal and informal feedback, and they recognize this as a key component of their role as managers.
- Staff are skilled in giving and receiving feedback, they understand and take responsibility for the effectiveness of the PER process.
- Line managers are held accountable for the accuracy of their performance appraisals and their ability to manage both the good and poor performance of their staff.
- Both staff and line managers are protected from arbitrary and unfair performance-management processes.

Catalytic steps

- Make any obvious and immediate improvements to the PER tool, including consideration of removing the numerical rating scales for 2006.
- Implement a system for tracking and monitoring the performance management of all staff (through SAP Phase II).
- Ensure that all staff, included Deputy Executive Directors, undertake PERs in 2006.
- Provide face-to-face training for line managers in performance assessment and the provision of formal and informal feedback.

- Provide face-to-face training for all staff on the provision of formal and informal feedback.
- Clearly and explicitly link the outcomes of the PER process with other HRM processes and practices, including recruitment, rotation, placement, training and development, and inclusion in the pool of management-potential staff.
- Gather and publish statistics on performance management across the organization.
- Establish performance compacts between senior managers and their line managers with respect to people management and their responsibility for the implementation and support of the SRHRM.

**Opportunities
and risks**

Building a culture that takes ongoing performance management seriously will provide motivation and recognition for good performers, and ensure that underperformance is identified and addressed before it becomes a chronic problem. Further modifications of the PER form or instructions may be seen as yet another attempt to tinker and avoid addressing the fundamental issue of how the whole system is used in UNICEF.

**Implications for
accountability**

Senior managers

Accountable for establishing performance compacts, including a component of people management, with their line managers and taking responsibility for implementing/supporting SRHRM; undertaking PERs with all their line managers; holding their line managers accountable for undertaking accurate PERs with all their staff and taking action when this does not happen; and taking PER results into account in all relevant staffing decisions.

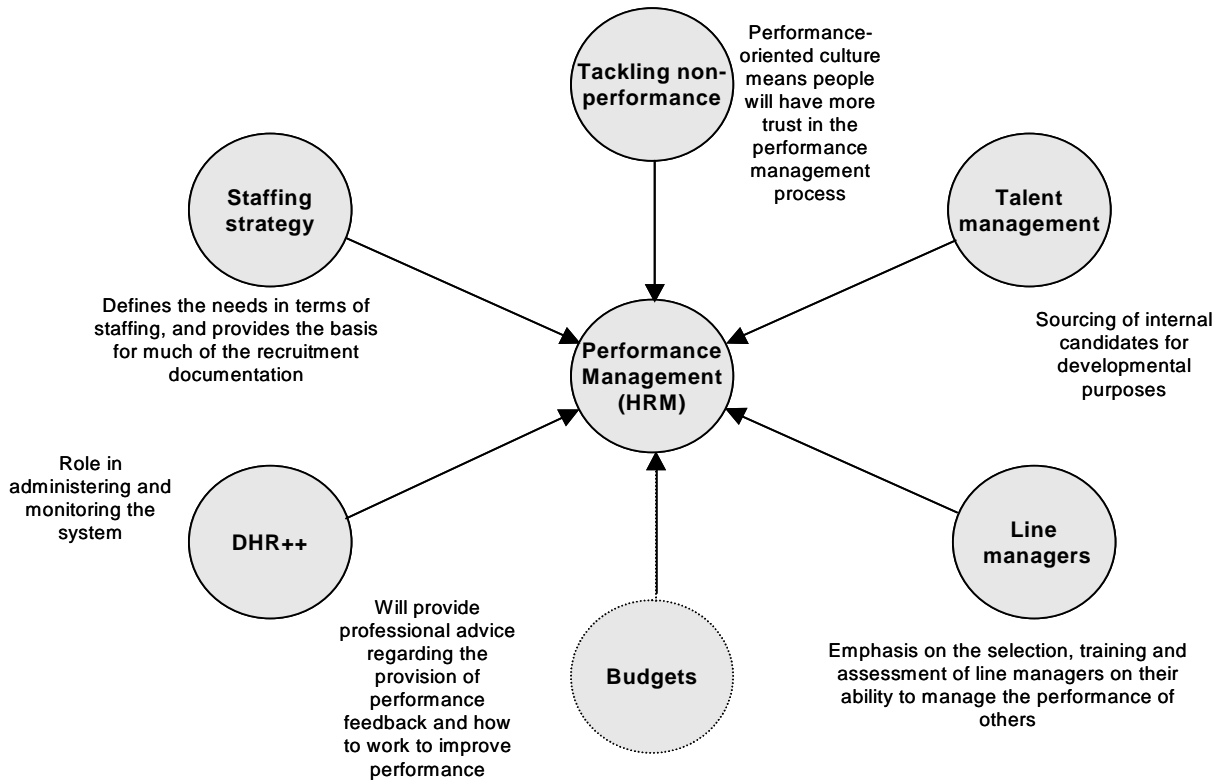
Line managers

Accountable for establishing performance compacts, including a component of people management, with their subordinate line managers and taking responsibility for implementing/supporting SRHRM; undertaking PERs with all their direct reports; holding their subordinate line managers accountable for undertaking accurate PERs with all their staff and taking action when this does not happen; and taking PER results into account in all relevant staffing decisions.

DHR++

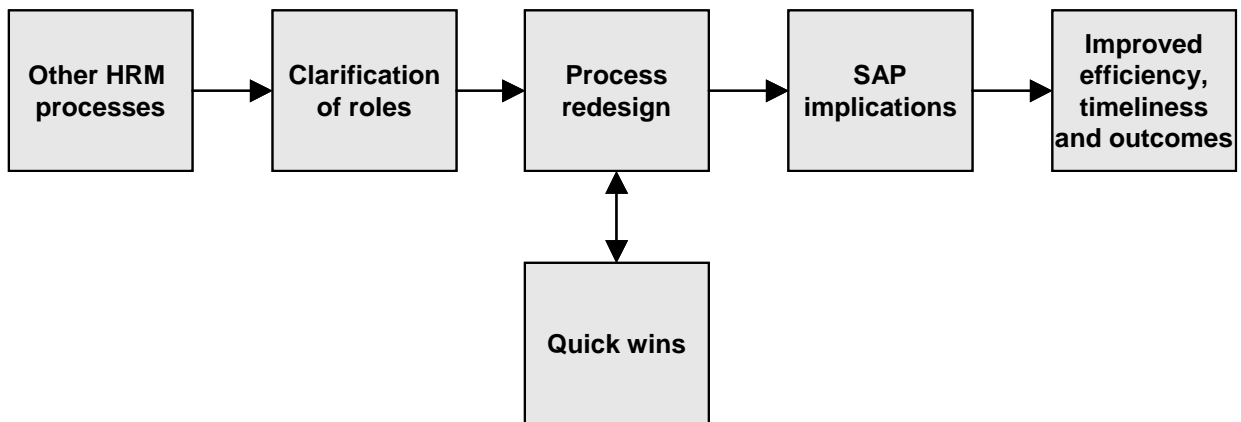
Accountable for identifying and making obvious improvements to the PER tool; implementing and managing a tracking system for performance management; liaising with senior and line managers regarding the completion of PERs in 2006; providing support to managers in the PER process and following up on its results; ensuring that PER results are included in all relevant HR processes; providing training to managers in performance assessment and the provision of feedback; and collating and publishing data on performance management across the organization.

Links to other levers



5c) Other HRM processes

Desired state HRM policies, processes and procedures are efficient, effective and aligned with the SPARE model.



Outcomes

- Line managers and staff are no longer bogged down by bureaucratic, time-consuming HRM policies, processes and procedures.
- The principles underpinning the development of HRM policies, processes and procedures are clearly articulated and consistently applied. They reflect a shift from the CBB model to the SPARE model, as well as a rebalancing of the organization's competing commitments.
- HRM policies, processes and procedures are focused on outcomes rather than inputs, on substance rather than form.
- HRM policies, processes and procedures are aligned and complement one another rather than work against one another.
- HRM policies, processes and procedures have the right balance between flexibility and consistency to minimize the need for exceptions.
- Decision making with respect to HRM policies, processes and procedures is at the most appropriate level to maintain a balance between efficiency and local empowerment versus the need to meet audit requirements.

Catalytic steps

- Identify and implement quick wins (reducing steps or pages, for example) in terms of process improvements.
- Prioritize more significant HRM policies, processes and procedures for review.
- Specify the principles that will underpin the redesign of HRM policies, processes and procedures.
- Review agreed-to policies, processes and procedures internally (some may become part of the larger organizational review that we understand will begin in Spring 2006); in so doing, consider alternative means of service delivery such as the outsourcing of particular functions.

Opportunities and risks

The upcoming process and organizational reviews are very timely and provide an opportunity to work on all the systems at the same time. There is a risk that the organization will become bogged down in lengthy, bureaucratic reviews of processes rather than identifying and acting on obvious and immediate improvements. There is also a risk of leaving the organization open to audit issues if accountabilities are not enforced.

Implications for accountability

Senior managers

Accountable for ensuring appropriate input into the redesign of processes; and respecting and using the new systems.

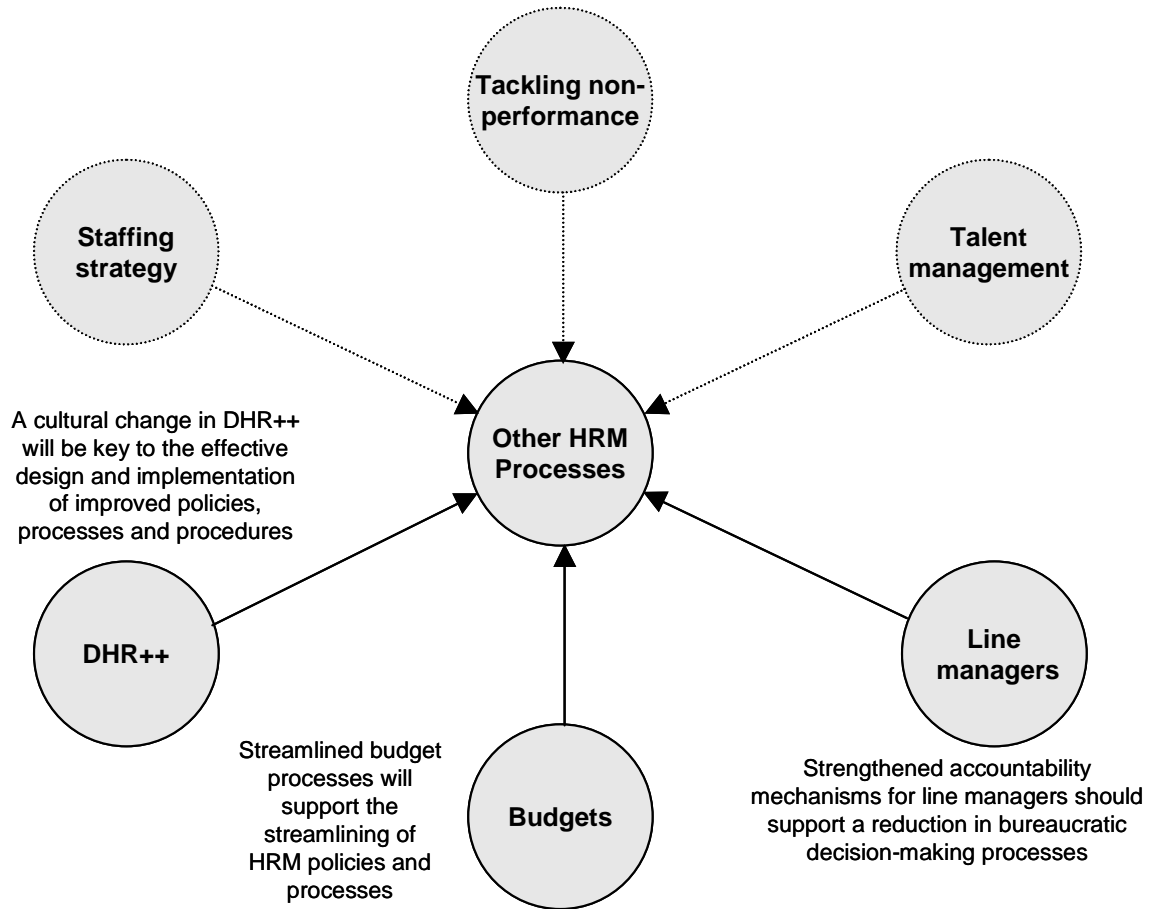
Line managers

Accountable for ensuring appropriate input into the redesign of processes; and respecting and using the new systems.

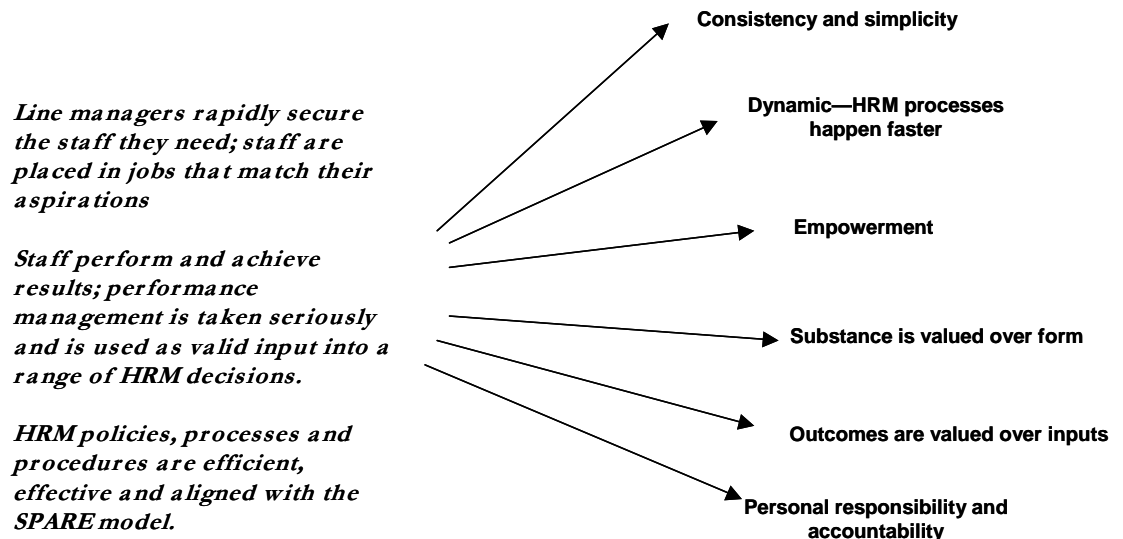
DHR++

Accountable for redesigning systems with input from potential users.

Links to other levers



Linkages



Action Plan Recruitment and Selection

Outputs	Key actions for UNICEF
Inclusion of the process of recruitment and selection as one of the priority processes to be included in the Process Review project	<p>Communicate to the Process Review team the importance of the recruitment and selection process as a core organizational process for review.</p> <p>Identify and communicate to the Process Review team the issues with respect to the current process.</p> <p>Provide the Process Review team with any data that reflects the current process of recruitment.</p> <p>Provide the Process Review team with any suggestions as to how to improve the process, including but not limited to:</p> <ul style="list-style-type: none"> ● The preparation of quality recruitment documentation ● The process for attracting good quality applicants ● Decision steps along the way and ownership of the process and outcomes ● The role of committees in the process ● Use of various means of assessment in the selection process ● Links between recruitment, rotation and placement ● The role of DHR++ in the recruitment and selection process ● Consideration of outsourcing certain steps in the process
A redesigned recruitment and selection process, and implementation plan	<p>Redesign the process, including consideration of outsourcing certain steps in the process.</p> <p>Develop a plan for implementing the redesigned process.</p>
Implementation of the re-designed process	<p>Ensure that the infrastructure is in place to support the redesigned process.</p> <p>Communicate the re-designed process across the organization.</p> <p>Identify those who are significantly involved in the recruitment and selection process, and determine the organization's requirements in terms of training (eg. The chair of the selection panel must have been trained in competency-based interviewing).</p> <p>Develop a training programme which not only explains the new process, but which also focuses on the skills required for effective recruitment and selection.</p> <p>Roll out the training programme according to priority.</p>
Ongoing monitoring, evaluation and review	<p>Collect and analyse data to support monitoring of the effectiveness of the redesigned process, in terms of both efficiency (timeliness, and managerial efficiency) and effectiveness (the quality of outcomes of the process).</p> <p>Periodically review the data.</p> <p>Refine the process as necessary.</p>

Performance management

Outputs	Key actions for UNICEF
Implementation of immediate and obvious improvements to the PER tool	<p>Consider the possibility of removing numerical rating scales for the 2006 round of PER.</p> <p>Consider adding an upward appraisal component in the PER 2006, at least for managerial positions.</p> <p>Undertake appropriate consultation on the suggestions.</p> <p>Redesign the tool to reflect these changes.</p> <p>Communicate the changes across the organisation.</p>
Mechanisms to change the cultural of the use of the PER	<p>Undertake an analysis of all available and relevant data regarding the current use of the PER/PAS tool, including but not limited to:</p>

	<ul style="list-style-type: none"> ● % completed on time, by level and location ● Range of ratings by level and location ● The current uses of outcomes of the PER process ● Actions taken as a result of the PER process <p>Benchmark with other organisations to identify options and best practice in terms of building commitment to a performance management process. Identify and implement strategies to increase commitment to the PER process.</p> <p>Identify and implement strategies to ensure there are no negative consequences of the PER process for managers or staff.</p>
A system for tracking the performance, development and career progression of staff	Finalise the implementation of SAP Phase II, ensuring that the system will have the capacity to track the performance, development and career progression of individual staff members.
Recognition of PER as an important HR management tool	Clearly link the outcomes of the PER process with other HRM processes and practices, including: <ul style="list-style-type: none"> ● Recruitment, selection, rotation and progression through the organization ● Training and development ● Inclusion in the pool of “high potential” staff <p>Ensure that the appropriate implementation of PER is included as a key element of the performance assessment of line managers.</p> <p>Publicize the consolidated results of the annual PER.</p>
Appropriate and on-going training for those involved in the performance appraisal process	Develop a two-level training programme: <ul style="list-style-type: none"> ● For those who are “appraised” and who need to better understand the system and their role in it ● For those who “appraise”. This training needs not only to explain the system, but also to develop an understanding of the purpose and importance of effective performance management, and to focus on developing skills in the provision of both formal and informal feedback

Other HRM processes

Outputs	Key actions for UNICEF
Identification and implementation of “Quick wins”	Identify “quick wins” in terms of process improvements, and implement and communicate the changes.
A prioritized list of HRM policies, processes and procedures for review	Identify all key HRM policies, processes and procedures. Develop criteria for prioritization of their review, bearing in mind the implications of the implementation of SAP Phase II. Apply the criteria, in consultation with a group of staff and managers, to prioritize policies, processes and procedures for review.
Inclusion of appropriate processes in the organization-wide Process Review project	Agree on those which should be referred to the Process Review project, and those which can be reviewed without external assistance. Refer processes to the Process Review project as appropriate.
Redesigned policies, processes and procedures	Establish small internal project teams to review other HRM policies, processes and procedures. Include appropriate consultative mechanisms in the review process. As part of the reviews, consider alternative means of service delivery such as outsourcing of particular functions.

**Approach to
applying the
lever**

Implementation

The most difficult issue to address is the effective use of the performance management process. A number of HRM processes need reviewing, both in terms of their efficiency (the resources they require) and their effectiveness (the extent to which they lead to quality outcomes). And while effective performance management is seen as a cornerstone of UNICEF's HRM systems, the organization does not have a culture that supports effective performance management. Numerous steps have been taken with respect to recruitment, including policy changes, recommended changes to APC/SAP and a review of technical clearing processes (more detail is provided in Annex Four). A task force has been established to consider how to improve emergency response, including the recruitment of staff in emergency situations. A pilot on decentralizing the recruitment of some International Professionals is under way, and RSS has aligned its work plan for the first quarter of 2007 with the recommendations of the SRHRM.

An initial conversation on Performance Management was held at a DHR workshop in April. Concerns were expressed that any further changes to the PER tool at this point would be surface changes and would do little to address the deeper issues identified in the diagnostic report (Phase II). A pilot study is currently under way in the India Country Office to examine how to better use the PER tool. DHR is taking various other steps to integrate PER more fully as a valued and strategic element of management, but there is still much work to be done (see Annex Four). Progress has been made on some other human resources policies and processes, including the SSA process, on letters of offer and on the grade structure and nomenclature for staff (see Annex Five for more details).

Specific actions and deadlines have been written into DHR's key performance indicators (KPIs) and office planning.

Catalytic Steps-Recruitment	Actions
Rationalize the involvement of committees in the recruitment and selection process.	Recommendations have been made as have plans for better training of committee members.
Explore the benefits/drawbacks of outsourcing elements of the recruitment and selection function with other UN agencies that have taken this approach.	We are not aware of any action on this point.
Include the recruitment and selection process as a priority process as part of the Process Review Project, and ensure that the redesigned processes are reflected in SAP Phase II.	Implementation of this catalytic step is under way.

Catalytic Steps-Performance Management	Actions
Make any obvious and immediate improvements to the PER tool, including consideration of removing the numerical rating scales for 2006.	It was determined that it was not appropriate to delete the scale at this point, however, other improvements such as integrating competencies and creating, processing and maintaining the PER form in WebHRIS are under development.
Implement a system for tracking and	The importance of having this

monitoring the performance management of all staff (through SAP Phase II).	data has been agreed to. Current data will be captured under WebHRIS and then migrated to SAP.
Ensure that all staff, included Deputy Executive Directors, undertake PERs in 2006.	We are not aware of any action on this item.
Provide face-to-face training for line managers in performance assessment and the provision of formal and informal feedback.	We are not aware of any new action on this item.
Provide face-to-face training for all staff on the provision of formal and informal feedback.	We are not aware of any new action on this item.
Clearly and explicitly link the outcomes of the PER process with other HRM processes and practices, including recruitment, rotation, placement, training and development, and inclusion in the pool of management-potential staff.	Some discussions about this have been held and the components of the future PER are being developed to support the talent management system.
Gather and publish statistics on performance management across the organization.	This has been agreed to.
Establish performance compacts between senior managers and their line managers with respect to people management and their responsibility for the implementation and support of the SRHRM.	The output from the line managers' workshop should provide a basis for this, but no specific action has been taken.

Catalytic Steps-Other HRM Processes	Actions
Identify and implement quick wins (reducing steps or pages of instructions, for example) in terms of process improvements.	The SSA process has been simplified, and a new set of policies has been produced; however, changes have not yet been implemented or communicated. Some changes regarding letters of appointment have been agreed to, but the changes have not yet been implemented or communicated.
Prioritize more significant HRM policies, processes and procedures for review.	A revision of chapters 4, 5 and 6 of the HR manual has taken place. A list of priority policies and processes identified in workshops and consultations in Phase IV has been discussed with PALS. The policies related to learning and development are a priority for review.
Specify the principles that will underpin the redesign of HRM policies, processes and procedures.	Some basic principles were identified in working groups with DHR, but these need more

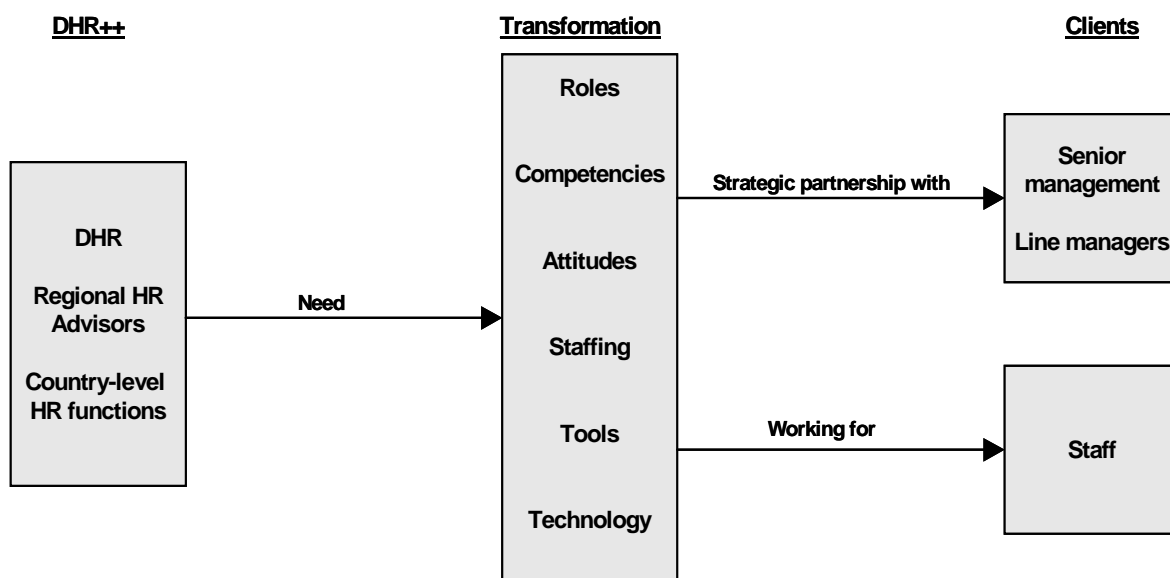
Catalytic Steps-Other HRM Processes	Actions
	work (see Annexes Four and Five).
Review agreed-to policies, processes and procedures internally (some may become part of the larger Organizational Review); in so doing, consider alternative means of service delivery such as the outsourcing of particular functions.	Although this has begun, HRM policies must be continually reviewed, taking into account UN reform and the Organizational Review. Consider outsourcing and offshoring options.

Priority next steps

- Implement and communicate the agreed-to changes in the recruitment and selection process, the SSA process and letters of appointment.
- As part of the broader Process Review Project, undertake a fundamental review of recruitment and selection to streamline the process and further reduce recruitment time.
- Evaluate the India pilot regarding the PER process, and build on this to determine how to better use the PER tool.

Overview

Statement	DHR needs to determine and exercise its vision, purpose and role.
Rationale	In spite of previous efforts, the overall perception of DHR as a strategic partner in HRM is not positive. DHR must change its culture, develop its professional expertise and play a stronger strategic role. DHR needs to see the Regional Human Resources Officer (RHRO) and Human Resources Officer and Assistant (HRO/A) in the Country Office as part of their outreach and as members of the team providing professional HR advice and support to managers and staff. For any of the other levers to take hold, the transition from personnel administration to strategic human resource management must be accelerated and integrated into structures, skills and mindsets. Operations officers, who oversee HR at country level, also need to be a part of the strategic HR picture.
Prerequisites	UNICEF needs to develop a model of HRM delivery that clearly defines the roles, responsibilities and accountabilities of DHR, RO, CO and managers. A reallocation of resources within DHR and the implementation of SAP Phase II may support improvements in how DHR exercises its role. More important, however, is that DHR develop its professional expertise, work proactively with managers and staff to understand their needs and environment, market its skills and services, and develop a partnership approach to the delivery of HRM services.
Desired state	DHR++ is a strategic partner of senior and line management.



- Outcomes**
- DHR++ owns a clear model of how it operates as a strategic partner with management, recognizing the primary responsibility of line managers in the management of their staff. This explicitly includes regional and country HR staff.
 - The transformation of DHR from personnel administrator to strategic partner is complete.
 - Regional HR officers are valued as a key player in DHR++ for their role in the co-ordination of HR issues at a regional level and their support to country HR staff.

- Staff are recruited into, assessed in and developed throughout DHR++ in relation to the professional HR expertise needed to fulfil the following four roles:
 - HR planning and resourcing (working as a strategic partner);
 - Organizational development (working as a change agent);
 - Development and training (working as an expert in increasing staff commitment and capacity); and
 - HR processes and services (working as an efficient and effective administrative expert, unless outsourced).
- Managers and staff have confidence that DHR++ will provide them with professional support and advice on the full range of HRM issues.
- DHR++ is client oriented and responsive to the needs of its clients.
- Clarify new structures, roles, functions and accountabilities of DHR++, and communicate these across the organization.
- Determine both the technical and attitudinal competencies required of DHR++ staff, undertake the skill mapping of current competencies and implement strategies to fill the gaps.
- Provide best-practice opportunities/experiences to DHR++ staff, such as visits to and pro bono training from companies whose HR departments excel in this area.
- Identify and carry out actions that can be implemented immediately to improve the level of service provided to managers and staff by DHR.
- Accelerate the availability of on-line services, and ensure that the client interface is user friendly.
- Develop Service Level Agreements (SLAs) between DHR++ and managers and staff.
- Regularly seek and act on client feedback on both the services provided by DHR++ and the way in which these services are provided.

Catalytic steps

Opportunities and risks

There is a real opportunity to have the support that DHR needs to complete the transformation that it has started. There is a risk that DHR will focus on structural issues, without addressing the deep-rooted cultural issues in DHR itself that are essential to transforming the organization. There is a further risk that skill mapping will reveal a considerable gap between desired and current competency profiles, which may cause unrest and take some time to address.

Implications for accountability

Senior managers

Accountable for supporting DHR as a strategic partner.

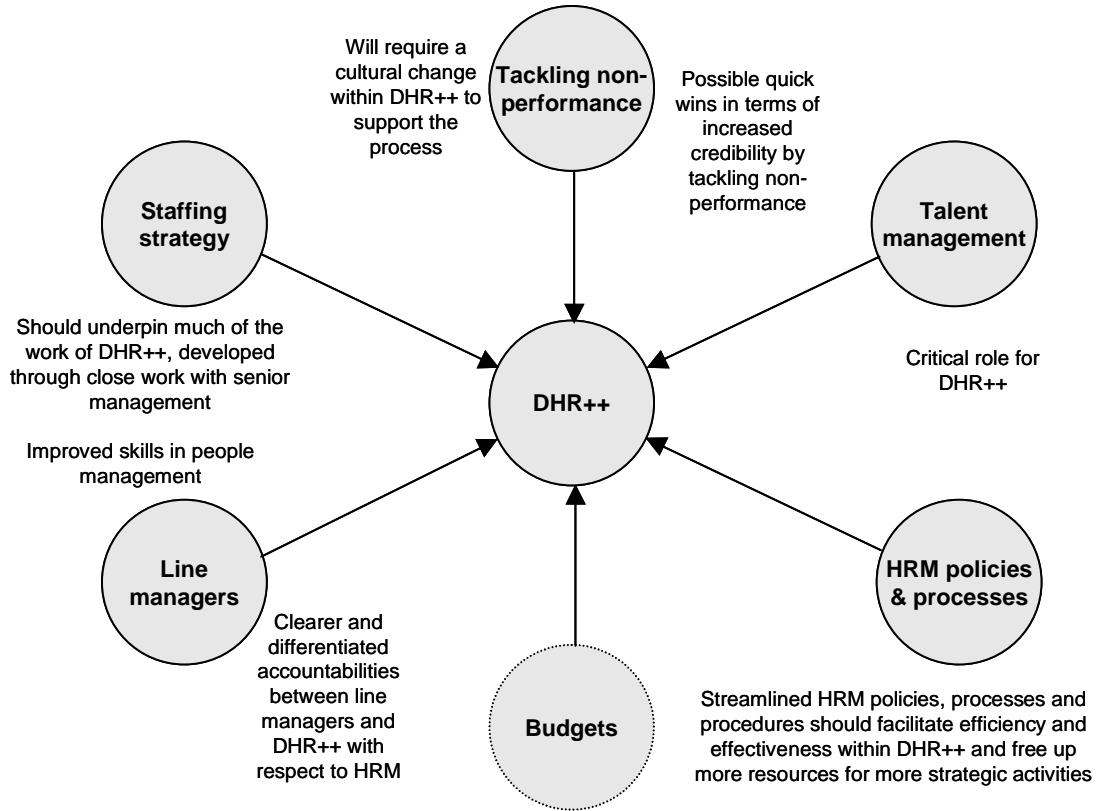
Line managers

Accountable for following the processes and systems as designed, making them work and providing feedback to the appropriate person or division when they fail to work.

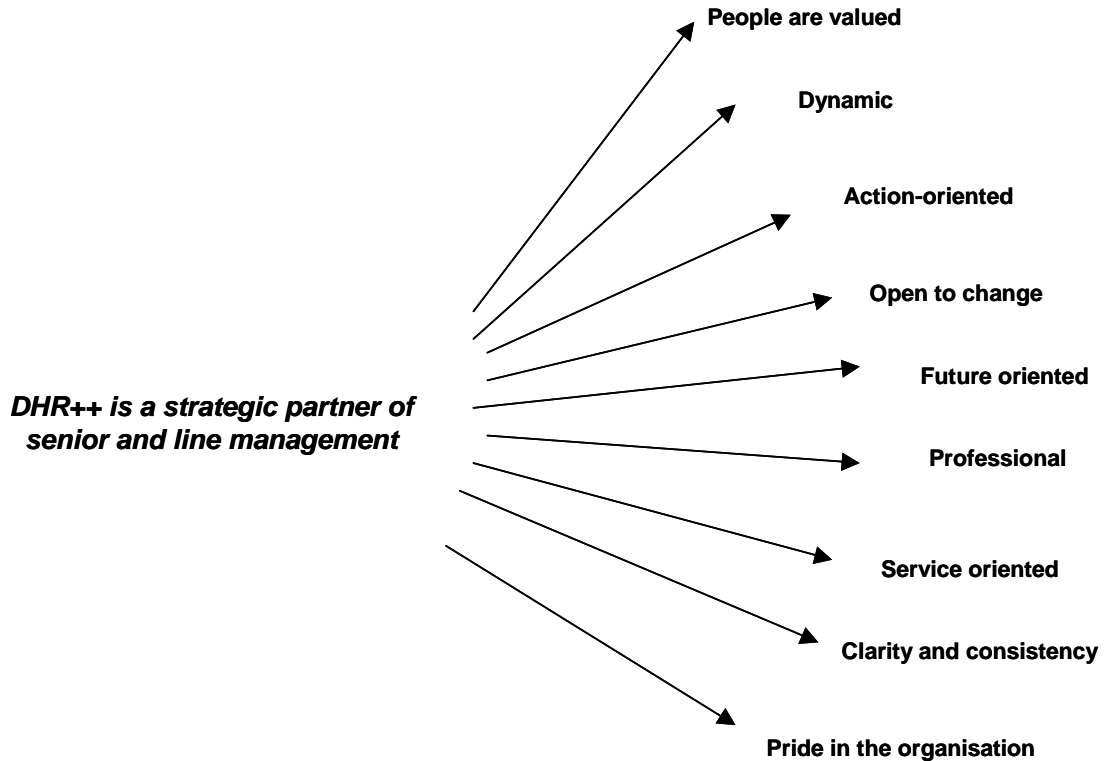
DHR++

Accountable for delivery of service in all areas defined by the new roles and responsibilities and accountability framework.

Links to other levers



Linkages



ACTION PLAN

Outputs	Key actions for UNICEF
<p>A clear model of HRM roles, responsibilities and accountabilities</p>	<p>Establish a working group to develop the model. Identify options in terms of the division of roles, responsibilities and accountability for HRM. Benchmark best practice models with other international organizations. Evaluate the options, through an appropriate consultative process. Finalize a model which defines:</p> <ul style="list-style-type: none"> • The respective roles, responsibilities and accountabilities of DHR, the Regional HR Officer, the Country HR Assistant with respect to HRM, as well as Senior Management and line managers • Reporting lines with respect to HRM issues • The technical and attitudinal competencies required of DHR++ staff • The DHR++ structure in terms of grades, national vs international staff etc. <p>In developing the model, the working group must take into account the implications of the implementation of SAP Phase II, and should consider all possible delivery options, including the possibility of outsourcing certain HRM functions. Cost the model, and present it to Senior Management for endorsement. Communicate the approved model across the organization.</p>
<p>Implementation of the</p>	<p>Map the current competencies of staff working in DHR++.</p>

DHR++ model	Identify the gap between the current situation and the desired DHR++ profile, both structurally and in terms of competencies. Determine how to fill the gap (development, recruitment, movement of staff etc.) and move quickly to implement the changes.
Improved levels of services	Identify and implement actions that can be implemented immediately to improve the level of service provided to managers and staff by DHR++. Develop Service Level Agreements (SLAs) between DHR++ and managers and staff. Accelerate the availability of on-line services and ensure that the client interface is user-friendly.
A client-oriented culture within DHR++	Provide best practice opportunities/experiences to DHR++ staff such as visits to and <i>pro bono</i> training from organizations whose HR departments are known to excel. Provide training in client orientation/customer service. Ensure that attitudinal competencies, and in particular client focus, are included in the PERs of all DHR++ staff. Consider opportunities for seconding DHR staff to field offices for a period of time to build their networks with field staff, and their understanding of the implications of their work in the field.
Ongoing monitoring, evaluation and review	Identify appropriate indicators for measuring the performance of DHR++ . Develop and implement a process for the ongoing evaluation of the performance of HRM.

Implementation

DHR++ has accepted with grace the criticisms and positive feedback it received as part of SRHRM. It has also taken on with enthusiasm the three levers that fall within its purview (Talent Management, HRM Policies, Processes and Procedures, and DHR++).

One of the most significant issues that DHR must confront is its own reputation and service culture. While DHR is taking steps to address these catalytic steps, it will take some time to change.

The Organizational Review will affect some aspects of applying this lever, especially structural discussions about the relationships among HR staff in headquarters, regional offices and country offices.

DHR++ is a strategic partner of senior and line management.

A meeting of DHR staff was held in New York in April to discuss the implications of the SRHRM for DHR++; the meeting involved 25 people (14 women and 11 men) from New York and eight other duty stations. These conversations continued throughout the SRHRM, with further meetings in mid-May, late May and early July. In May, working groups considered the issue of culture within DHR and discussed how to become more client oriented. It was agreed that it is important for DHR to become a role model for many of the recommendations in the SRHRM Strategic Framework, including PER analysis and P²D roll out.

An overview of the discussions and recommendations from these meetings is provided in Annex Five. Specific actions and deadlines have been written into DHR's KPIs and office planning.

Desired state
Approach to
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lever

Catalytic Steps	Actions
Clarify new structures, roles, functions and accountabilities of DHR++, and communicate	Some work has been done on this, but it will be affected

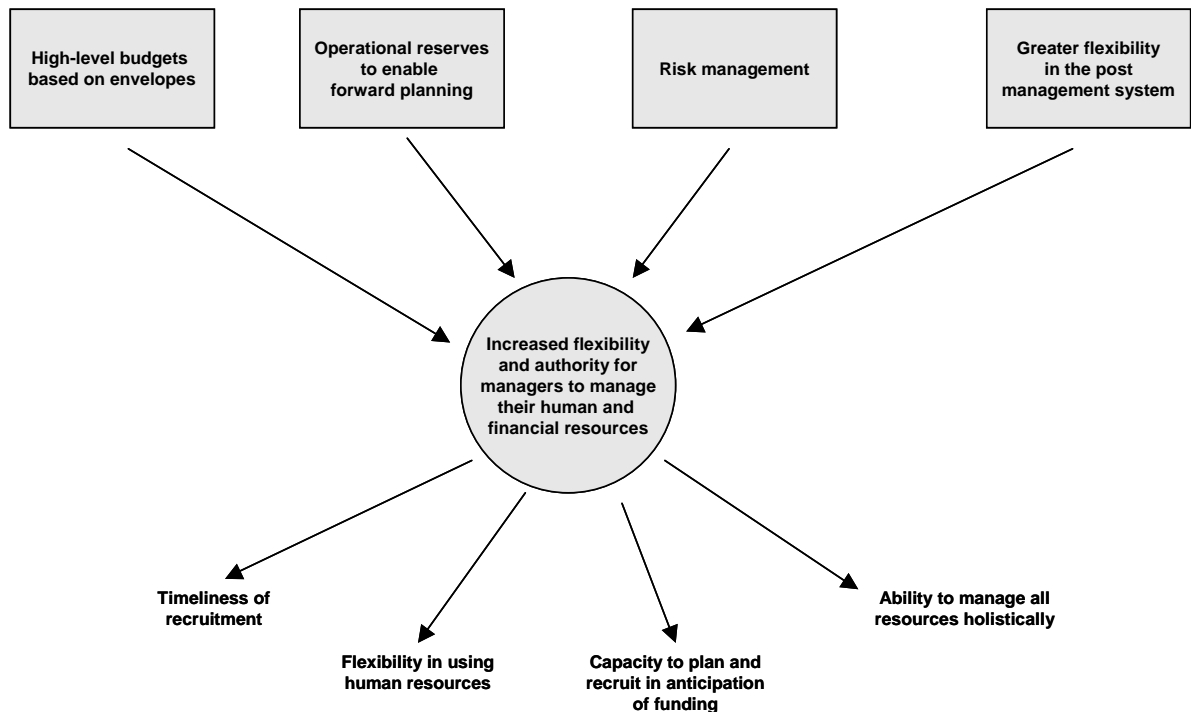
Catalytic Steps	Actions
these across the organization.	by the Organizational Review.
Determine both the technical and attitudinal competencies required of DHR++ staff, undertake the skill mapping of current competencies and implement strategies to fill the gaps.	Some work has been done to identify the attitudes needed within DHR to provide a client-oriented service.
Provide best-practice opportunities/experiences to DHR++ staff, such as visits to and pro bono training from companies whose HR departments excel in this area.	We are not aware of any action on this item.
Identify and carry out actions that can be implemented immediately to improve the level of service provided to managers and staff by DHR.	Standards of service have been established for basic client contact, including phone and email. A communication plan aimed at improving communication and interface with clients has been developed.
Accelerate the availability of on-line services, and ensure that the client interface is user friendly.	This is in the DHR workplan.
Develop Service Level Agreements (SLAs) between DHR++ and managers and staff.	The Global Service Centre (GSC) has agreed to start to identify the core services around which it should be developing service standards.
Regularly seek and act on client feedback on both the services provided by DHR++ and the way in which these services are provided.	Client surveys have been discussed, but no agreement has yet been reached on frequency or level of detail.

Priority next steps

- Undertake a competency assessment of DHR++ staff, and determine how to close the gaps between this and the competencies required; conduct a staffing level review as part of this step.
- Implement the DHR Communication Plan, and monitor how effectively it supports the evolution from personnel administrator to service-oriented strategic partner.
- Seek feedback from DHR++ clients, and integrate annual client-service surveys into the DHR++ workplan.
- Ensure that Organizational Review discussions of the responsibilities of headquarters/regional offices/country offices address the appropriate allocation of DHR++ roles and responsibilities.
- Use DHR to model some of the other recommendations arising from the SRHRM.

Overview

Statement	The budget systems must be reformed to support budgetary decisions that are in the best strategic interests of the organization, and budget procedures must be simplified.
Rationale	HRM reform cannot take place without budget reform. The budget systems are legacies that have not adapted to the needs or the reality of today's operations. Managers creatively try to get around the system to meet their needs and the needs of the programme. This undermines organizational process and is often perceived in the current culture and climate as accommodating personal needs, continuing to feed a negative spiral in the culture. Budgets need to be aligned with desired organizational results, and programmes need to be fully funded or abolished. Current budgeting and contractual arrangements lead to chronic workload and morale issues (e.g., posts unfilled to save money, posts defined at lower levels to save money, job insecurity, lack of continuity in offices, perceived inequities between people on different contract types.)
Prerequisites	Current post management is tied to a large extent to the budgeting processes. Although some aspects of post management could be resolved within the current budgeting processes, there are others that require substantive change in the budget process. We are aware that the more substantive budget process will form part of the Organizational Review and is beyond the scope of this project, but felt it important to emphasize that its reform is a key lever for HR reform.
Desired state	Resource allocation decision-making and budgetary processes support the effective management of staff, based on the empowerment of line managers within clearly defined strategic, policy, results and accountability frameworks. This provides the flexibility and the authority that are essential.



Outcomes

- The organization’s budgets are high level, strategy driven and results based, providing line managers with resource envelopes that give them optimum flexibility in deciding how to use their resources.
- Operational reserves are created to give senior management the option of approving the allocation of resources before they are formally received or confirmed, thus enabling line managers to recruit necessary staff quickly on the basis of robust risk assessments.
- The post management system is, to the extent possible, separated from the overall budget process.
- Line managers are able to create “posts” under their own authority for staff contracted for limited periods and for which they have approved budgets—within the requirements of organizational rules and regulations.
- The primary role of central budgetary and financial management functions is to facilitate the resource-allocation process, to ensure that funds are used for their intended purposes and to support line managers in the exercise of their delegated responsibilities.
- The budgetary and post-management process supports efficient and effective decision making regarding staff and the effective use of staff resources.

Catalytic steps

This lever of change has broad organizational implications beyond the scope of the SRHRM and will be considered within the context of the organizational review. The three steps presented below are designed to enable the SRHRM process to continue, as well as to contribute to the broader organizational review:

- Developing a set of guiding principles, based on the desired state and outcomes;
- Compiling best practices in similar organizations that have made such changes; and
- Developing a set of recommendations on reform of the budgeting processes from the perspective of HRM.

Opportunities and risks

The upcoming organizational review and process review provide perfect opportunities and a platform for budget reform. The empowerment of line managers must be balanced against the need to be financially responsible and to maintain adequate controls. This depends on robust oversight and accountability mechanisms.

Implications for accountability

Senior managers

Accountable for adopting the guiding principles on changes in the budgetary process.

Line Managers

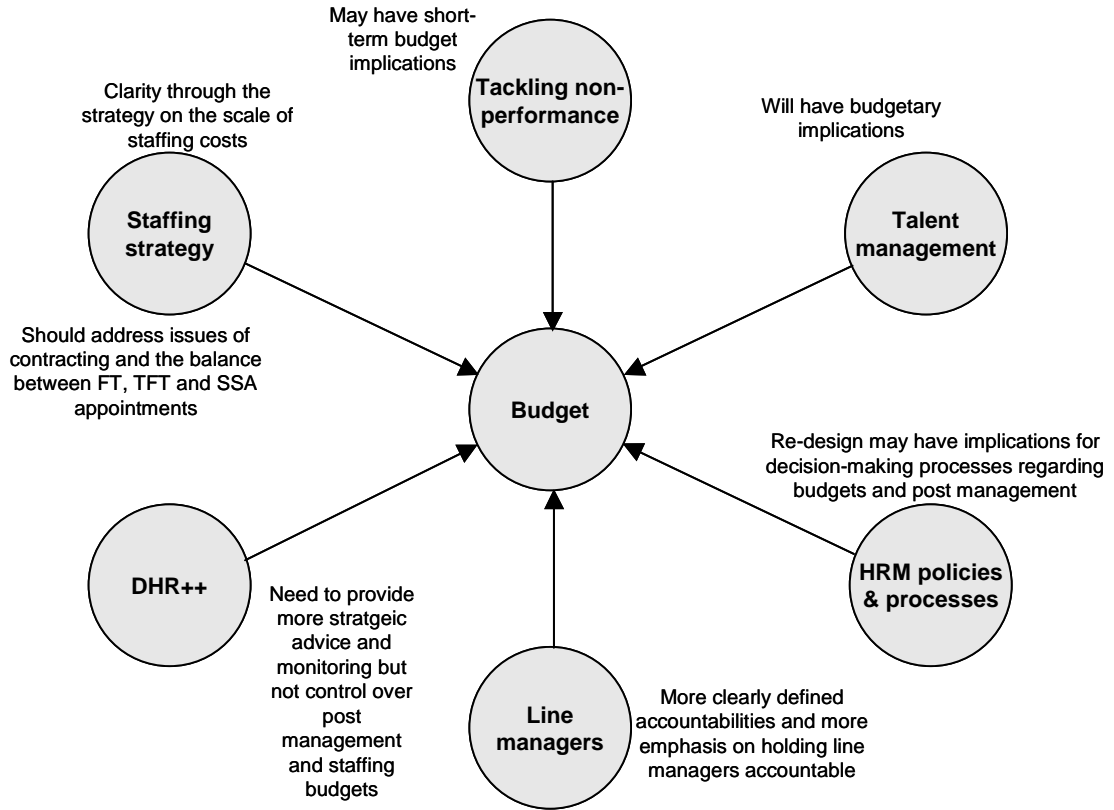
Accountable for due diligence in the use of the organization’s funds.

DHR++

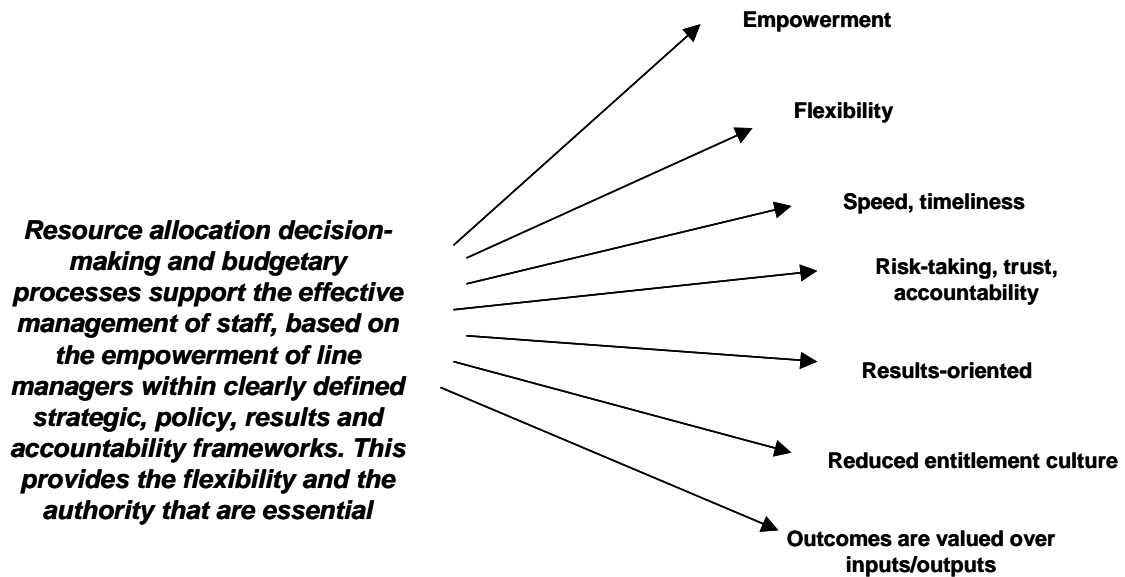
Accountable for developing proposals on HRM aspects of the budgetary process.

The implications for the accountability framework are far-reaching and can be developed only once the new budgeting processes are developed. However, greater flexibility and decision-making authority imply a greater emphasis on accountability, on the timeliness of decisions, and on results.

Link to other levers



Linkages



Action Plan

Outputs	Key actions for UNICEF
Input into the Organizational Review	Identify the issues with respect to the management of staffing budgets which are beyond the scope of the SHRH and communicate these to the Organizational Review (see Diagnostic Report, Annex One Pp. 8-9).
A set of guiding principles for budget allocation and decision-making from the perspective of HRM	Identify the key decisions that have to be made with respect to budget allocation and decisions from an HRM perspective. Identify the principles that should underpin these decisions (the framework of “competing commitments” might be a useful starting point for this). Present the principles to Senior Management and seek their endorsement.
Information on best practice in other organizations regarding budget allocation and decision-making from the perspective of HRM	Identify other organizations that are recognized for their good practice in the process of allocation of staffing budgets and the management of posts. Collate information on their processes, and in particular their processes for budgetary decision-making with respect to HRM and post management.
Recommendations on the reform of the budgeting process from the perspective of HRM	Based on the guiding principles, and drawing on the best practice information, develop recommendations on reform of the budgeting and post-management processes from the perspective of HRM. Present the recommendations to Senior Management and seek their endorsement. Communicate the changes across the organization. Ensure that the reforms are reflected in the Accountability Framework.

Implementation

The importance of this lever cannot be understated, as HRM reform cannot take place without budget reform. The budget systems are legacies that have not adapted to the needs or the reality of today’s operations. Current budgeting and contractual arrangements lead to chronic workload and morale issues (e.g., posts unfilled to save money), budgets need to be aligned with desired organizational results, and programmes need to be fully funded or abolished.

Desired state

Resource allocation decision-making and budgetary processes support the effective management of staff, based on the empowerment of line managers within clearly defined strategic, policy, results and accountability frameworks. This provides the flexibility and the authority that are essential.

Approach to applying the lever

An e-mail exchange on these issues was initiated and involved the Regional HR, Regional Operation and Planning Officers as well as the Contact Group of the Review. A summary of the issues was prepared by DHR and the Evaluation Office and is provided in Annex Six.

A working group between DHR and DFAM has been established.

Catalytic Steps	Actions
This lever of change has broad organizational implications beyond the scope of the SRHRM and will be considered within the context of the Organizational Review.	
The three steps presented below are designed to enable the SRHRM process to	

continue, as well as to contribute to the broader Organizational Review:	
<ul style="list-style-type: none"> • Develop a set of guiding principles, based on the desired state and outcomes. 	We are not aware of any action on this item.
<ul style="list-style-type: none"> • Compile best practices in similar organizations that have made such changes. 	We are not aware of any action on this item.
<ul style="list-style-type: none"> • Develop a set of recommendations on reform of the budgeting processes from the perspective of HRM. 	Guidelines on the amendment of the Funding Certificates have been prepared and are currently under review. Other recommendations are included in the summary of the issues (Annex Six), however these have yet to be reviewed by the working group of DHR/DFAM.

- Priority next steps**
- Reform budget and post management processes that are inhibiting the effectiveness of HR work.
 - The Organizational Review and the Business Process Review must take action on the key budget issues in this review.
 - A budget discussion at the strategic level must be part of the discussion of staffing strategy.

Implementation

Lever One - Line Managers

Lever One, Line Managers, is one of the most critical levers of the SRHRM Strategic Framework. Issues relating to line management impact on, and are impacted on, by all the other 6 levers.

The lever is described in detail in the Strategic Framework. The desired end state if the lever is fully implemented is as follows:

Line managers assume their responsibilities in terms of people management (individuals and teams), including their roles in the technical aspects of HRM (e.g. recruitment); they have the necessary competencies and mindset to do this job well and find the time to do it. People management is highly valued in UNICEF.

The catalytic steps include the following:

- *Redefine the role of the line manager to emphasize the people-management component.*
- *Produce a statement of competencies and behaviours for each level of management.*
- *Undertake an assessment of the strengths and weaknesses of existing line managers with respect to these competencies and behaviours, and determine the actions needed to close the gap.*
- *Provide support to managers currently in the job but struggling to acquire the necessary competencies.*
- *Create an accountability framework that clearly defines decision-making authority and responsibilities of line managers, matched to the appropriate level of competency.*
- *Make the assessment of line managers a compulsory component of PER in 2006.*

It was agreed that a first step in progressing the lever should be a workshop with a small group of line managers at different levels to discuss some of the key issues involved and to make recommendations that should underpin future decisions regarding line management in UNICEF. The workshop was held in Geneva on 29 and 30 June²⁵.

This paper provides an outline of the workshop, and then presents a collated and annotated report of the workshop outputs.

Aims, Agenda and Outputs of the Workshop

Aims The aims of the workshop were to explore the Line Manager Lever, and work through the suggested catalytic steps and actions steps.

Programme The programme for the workshop included plenary discussions and small group work around the following topics:

- Overview of the SRHRM process
- Roles of line managers
- Line manager competencies
- Accountabilities of line managers
- Bridging – building the future: competency assessment and filling the gaps
- Next steps

The workshop also included a session on dealing with chronic non-performers.

Outputs The anticipated outputs were

- A revised definition of the role of line managers at different levels;
- Identification of the management competencies that are critical for the future of the organization;

²⁵ Attendees included: Heba Abdel-Hady, Clemencia Aramburu, Elmar Barr, Luc Chauvin, Martine Deletraz, Francoise Gruloos, Hind Lara-Mango, Simon Lawry-White, Neil McCarthy, Juan Ortiz, Aboubacry Tall, Emily Tiberghien, Hannan Sulieman, Koenraad Vanormelingen.

- Identification of the accountabilities for people management across the organization;
- Recommendations on how to assess and support the acquisition of these competencies in current and future generations of managers.

Roles of Managers

The following roles of different levels of line managers are an annotated collation of the work of three workshop groups who were asked to identify the key people management roles of different levels of managers across the organization.

Role	Divisional Directors		Regional Directors		Country Reps	SPOs	Ops	Section Chief	GS Supervisors
Leadership									
Establish strategic direction for the office and functional area, linked to the external mission	X (Has to set Programme direction)	X (Within the region)	X (Within the office)						
Translate the strategic framework to specific functional/ geographic areas	X	X (Role in understanding how the programme will apply within their region and its implications for staffing)	X						
Establish clear objectives to be achieved within the team	X (Refers to the staff under their span of control)	X (Refers to the staff under their span of control)	X						
Provide strong leadership within the team	X (Both to their staff, and also to staff who do not report to them but who work on their programme)	X (Both to their staff, and also in terms of the relationships with both HQ and COs)	X						
Ensure adherence to UN code of conduct (ICSC) and model the organizational values	X	X	X						

Role	Divisional Directors	Regional Directors	Country Reps	SPOs	Ops	Section Chief	GS supervisors
Planning							
Determine an appropriate staff and organizational structure for the office which support an efficient line management structure	X (Influence staffing decisions in regional and country offices. Determine staffing requirements for their office)	X (Influence staffing decisions for COs in their region. Determine staffing requirements for their office)	X (In conjunction with ROs and HQ)	X (input)	X (input)	X (input)	X (input)
Provide clear roles and responsibilities for staff within the team	X	X	X	X	X	X	X
Work with staff to develop mutually-agreed-upon individual workplans, taking into account individual goals and needs	X (Refers to staff within their span of control)	X (Refers to staff within their span of control)	X	X	X	X	X
Develop an annual management plan and monitor performance against it	X	X	X	X	X	X	X
Ensure the right people in the right place							
Share the intended profile of new positions with staff in the office for feedback and produce clear terms of reference and position profiles	X	X	X	X (For programme staff)	X (For Ops staff)	X	
Undertake recruitment of new national /international staff	X	X	X	X (input)	X (input)	X (input)	

Role	Divisional Directors	Regional Directors	Country Reps	SPOs	Ops	Section Chief	GS supervisors
Coach and strengthen capacity within the team							
Identify the skills required within the office and plan in terms of how to achieve this	X	X	X	X (input)	X	X (input)	X (input)
Support staff capacity-building and provide coaching in people skills and other management skills	X	X	X	X	X	X	X
Enable/guide/facilitate the performance, development and progression of staff and act as a resource person on career development	X	X	X	X	X	X	X
Know and care for each member of the team	X	X	X	X	X	X	X
Chair management team meetings	X (Divisional)	X (RMT)	X (CMT)				
Monitor and evaluate performance							
Manage results, within the framework of RBM	X (Responsible for programme results, but has no direct responsibility for the staff responsible for implementing the programme in the field)	X (Influences programme results in COs through provision of technical expertise, but no direct control)	X	X	X	X	

Role	Divisional Directors	Regional Directors	Country Reps	SPOs	Ops	Section Chief	GS supervisors
Provide clear indicators of performance	X (Provides indicators for programme, and for staff within their office)	X	X (Provides indicators for performance for both CPMP, and for individual staff members)	X	X	X	X
Provide feedback, both formal (eg PER) and informal, and implement accountability mechanisms, including rewards for achievements and sanctions for poor performance	X	X	X	X	X	X	X
Review and approve PER and other staff assessments	X	X (Responsible for PER of Country Rep, and direct reports within RO)	X (Reviews and approves all PERs within the office)	X (Undertakes PER of direct reports)	X (Undertakes PER of direct reports)	X (Undertakes PER of direct reports)	X (Undertakes PER of direct reports)
Drive staff morale							
Motivate staff for results	X	X	X	X	X	X	X
Managing within a Matrix Structure							
Strengthen the technical link between advisors, HQ and COs	X	X					
Develop the tools and abilities to manage over distance and to manage within matrix relationships	X	X	X	X			

Line Manager Competencies

UNICEF has recently completed a comprehensive Competency Framework for the whole organization. Participants were asked to review the competencies for Country Representatives as stated in the Competency Framework, and to determine from these the functional competencies that they believe will be critical for effective people management in UNICEF in the future. They were also asked to identify any competencies with respect to people management that they believed were missing from the Competency Framework.

They were then asked to identify from the behavioural indicators outlined in the Competency Framework those positive behavioural indicators which they believed to be the most critical, and those negative behavioural indicators which they believed to be the most damaging, as well as any behaviours that they believed are missing from the framework. They also highlighted the behaviours around which they believed UNICEF needs to do the most work.

The purpose of the process was not to suggest that the other competencies or behavioural indicators outlined in the Competency Framework are not important. However, the list is extensive (a total of 20 foundational and functional competencies listed for Country Representatives, to be considered in parallel with a further set of technical requirements). Rather it was to highlight the priority competencies with respect to people management, and to drill down into the behaviours that should underpin them. This condensed set of competencies and the underlying behavioural indicators should then form the basis of individual assessments in terms of performance, identification of learning and development needs, and for the purpose of recruitment and selection to line management positions.

The results of the discussions are presented below:

Foundational Competencies²⁶

- Commitment
- Drive for Results
- Embracing Diversity
- Integrity
- Self-awareness and self regulation
- Teamwork

Most important Functional competencies for People Management

Team Leadership

Most critical positive behaviours	Most damaging negative behaviours
Builds trust and respect among team members Ensures that roles, responsibilities and reporting lines are clear Acknowledges the contributions and accomplishments of each individual as well as the team Maintains a balance of positive feedback and constructive criticism <i>Link to leading vision and change²⁷</i> The work of leader contributes the team	'Takes team members' ideas and presents them as his/her own Demonstrates less than professional or ethical behaviour Focuses on castigating the individual and not remedying the faulty behaviour <i>Allows a dysfunctional team to continue</i> <i>Allows non-performing team member(s) to remain on the team</i> Disunites by bad-mouthing individuals

²⁶ The group was not asked to comment on these competencies or the related behavioural indicators

²⁷ Italics indicates behaviours that were added by the group

Areas that UNICEF needs to particularly focus on:

- Maintains a balance of positive feedback and constructive criticism

Building trust	Most critical positive behaviours	Most damaging negative behaviours
	<p>Spends time developing mutually beneficial relationships with others</p> <p>Follows through on commitments to build credibility and trust</p> <p>Readily offers co-operation and assistance to others and makes a strong effort to develop trustworthy relationships <i>on a personal and professional level</i></p> <p>Considers the feelings, concerns and interests of others when making decisions <i>based on mutual benefit</i></p> <p><i>Honesty-respecting confidentiality when assisting colleagues on concerns or frustrations</i></p>	<p>Is so focused on completing the task at hand that little effort or emphasis is placed on developing and nurturing relationships with others</p> <p>Focuses only on self-serving one-sided relationships that create more animosity than trust</p> <p>Bases communication on a rigidly factual level and does not seek to develop more personal relationships with others</p> <p>Actions and reactions focus solely on one's own interests</p> <p><i>Expresses personal judgment based on perceptions/ beliefs at face value (on the surface)</i></p> <p><i>Does not deliver on commitments</i></p>

Communication	Most critical positive behaviours	Most damaging negative behaviours
	<p>Comes across as articulate, clear, and easy to understand; states goals, objectives and conclusions clearly</p> <p>Conveys confidence and professionalism through speech and written communication</p> <p>Encourages open communications to achieve mutual understandings; communicates effectively with people at all levels within an organization</p> <p>Actively listens to others to understand their point of view</p>	<p>Assumptions and opinions are presented as facts</p> <p>Does not convey a high degree of professionalism or competence when communicating with others</p> <p>Experiences difficulty communicating sensitive or negative information</p> <p><i>Shouts at or belittles people</i></p>

Areas that UNICEF needs to particularly focus on:

- All of the above

Planning, setting standards, and monitoring work	Most critical positive behaviours	Most damaging negative behaviours
	<p>Converts goals and strategies into measurable project activities</p> <p>Use a systematic approach and sets standards for monitoring project activities, results, expenditures, and timelines</p> <p>Immediately takes corrective action or damage control in the event a project falls behind schedule</p> <p><i>Optimises the use of the resources available</i></p>	<p>Does not develop clear and concise action plans. Does not set up performance standards</p> <p>Contingencies are neither planned for nor are contingency plans utilized</p> <p>Can only manage projects when there is face-to-face contact; insists on micromanagement without delegation</p>

Coaching	Most critical positive behaviours	Most damaging negative behaviours
	<p>Employs effective communication strategies and coaching techniques to inspire others to improve their behaviour</p>	<p>Does not take the extra time necessary to work with individuals who are struggling with a developmental area</p>

<p>Helps others to identify their own personal strengths and weaknesses and incorporate them into their personal and career objectives</p> <p>Provides honest and constructive feedback</p> <p>Provides staff with fresh and challenging assignments that push them to exceed tier comfort zone and boost their confidence and self esteem</p>	<p>Assigns tasks or responsibilities that are beyond an individual's capabilities, which leads to poor self-esteem and lowered confidence</p> <p>Gives up on individuals and gives into stereotypes</p> <p>Criticizes the person rather than the behaviour</p> <p><i>Provides coaching driven by ego</i></p>
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Additional People Management Competencies for Line managers²⁸

Empathy

Most critical positive behaviours	Most damaging negative behaviours
<p><i>Ensures open lines of communication – time, space and attitude</i></p> <p><i>Communicates with staff, both formally and informally</i></p> <p><i>Addresses the whole person when talking with them</i></p> <p><i>Handles difficult situations sensitively and in a way which takes into account the characteristic of the person(s) involved</i></p> <p><i>Understands the multicultural context and embraces diversity</i></p> <p><i>Understands the work of the person they are supervising</i></p> <p><i>Uses active listening techniques (provides feedback and confirms that the other person understands)</i></p>	<p><i>Acts as a dictator</i></p> <p><i>Exhibits “drunkenness of power”</i></p> <p><i>Fails to communicate with others</i></p>

Accountabilities of Line Managers

Definition of Accountability

It became apparent that the term “accountability” has a number of different meanings within UNICEF. The organization’s “accountability document”, “*The Organization of the United Nations Children’s Fund*” sets out the roles, responsibilities and functions of UNICEF’s various different units of operation, and in this regard is very important, but does little to clarify the outcomes against which individuals will be *held accountable*. The term as used within the SRHRM relates not to the functions or responsibilities of managers, but to the outcomes for which they are answerable. The workshop conversation began therefore with determining an appropriate definition of the term “accountability” as used within the context of the SRHRM, differentiating it from the more broadly used term of “responsibility”.

Responsibility is about who takes part and who feels ownership; it is the obligation to act.

Accountability is about being answerable for an action, output or an outcome. This will always remain with the leader, and implies an obligation or willingness to be held answerable for one’s actions. At its root, accountability involves either the expectation or assumption of account-giving behavior.

²⁸ Empathy, organizational awareness, flexibility, learning and capacity to work under stress were additional competencies raised by the group. However, they did not have time to develop behaviours under any of them except empathy. It should be noted that empathy and organizational awareness are both emotional competencies under the EI framework introduced at the senior leader’s workshop.

Accountabilities of line managers with respect to people management

Participants were asked to identify the key issues with respect to people management for which line managers should be held accountable. The following list is an annotated collation of the work of the three groups.

Accountable for setting objectives and defining tasks, roles and responsibilities of team members:

- Staff understand priorities and are clear on roles, responsibilities and expectations;
- Workplan is agreed upon by team, with clear expected results.

Accountable for harmonious and effective teamwork:

- Information is shared and communicated across the team;
- Conflicts are resolved swiftly and appropriately.

Accountable for the learning and growth of staff, and for ensuring that the capacity needs of the team are met:

- Career development of staff is supported, and they have appropriate learning and development opportunities;
- The team has the appropriate competencies to perform its work.

Accountable for the performance of the team:

- The team achieves the expected results in terms of programmes/projects;
- Staff results are defined, reviewed and achieved through consultative and accurate performance evaluations;
- Staff receive regular informal as well as formal feedback.

Accountable for making the right recruitment and selection decisions:

- The quality of the recruited staff meets expectations and the needs of the team.

Accountable for ensuring that the values of the organization are respected and demonstrated throughout the office:

- Team and individual behaviour reflects the organizational values.

Accountable for sustaining a motivating work environment:

- Staff morale and motivation are high;
- The work/life balance is respected;
- The team is eager to accomplish tasks and proud to work for UNICEF.

How should the organization hold managers accountable for people management?

Participants found it difficult to determine the process through which line managers should be held accountable. Many of the tools are currently available within UNICEF, but are either not used (e.g. Regional Directors and above do not participate in the PER process), or the outcomes are not followed through (e.g. staff morale surveys are undertaken, but with no follow-up actions or consequences). Most importantly, there are no visible rewards applied for those who consistently fulfill their obligations in terms of accountability, or negative consequences for those who fail to meet them.

The key elements of the process would logically be:

- Identifying a clear and concise set of accountabilities for line managers at different levels. These could be set out in an accountability framework, but should be kept to a minimum of high-level outcomes. A draft of the accountabilities for people management is provided above. The framework could, however, eventually also include the other issues for which line managers should be held accountable, such as programme management/results and financial management;
- Determining and applying appropriate quantitative/qualitative assessment tools. With respect to people management, these might include the PER process, and a regular survey of staff morale within the team;

- Putting in place a mechanism for following through on the outcomes of the assessments;
- Determining and applying an appropriate array of rewards and sanctions for line managers who exceed or do not fulfill the outcomes for which they are held accountable.

Participants emphasised that the full accountability process only works effectively if:

- There is a commitment to holding people accountable from the highest levels of the organization, and cascading down through all levels;
- Managers are provided with the tools, resources and authority to carry out their managerial roles and exercise their accountabilities.

Assessment of Competencies and Closing the Gaps

Assessment tools and process

In considering the process for assessment of the competencies of existing line managers there are two important things to bear in mind:

- The assessment is related to the agreed management competencies and underlying critical behaviours of individual line managers (see earlier section): it is not an organizational review of their work unit;
- The assessment is a bridging process, intended to provide a rapid snapshot of the competencies of existing line managers to enable appropriate strategies to be put in place to close the gap.

Issues to consider in determining the appropriate process include the appropriate tool or tools, and the appropriate process for prioritizing the assessment.

Tools

Provided below is a very brief summary of some possible tools, and their advantages and disadvantages. These were not discussed in detail at the workshop.

Tool	Advantages	Disadvantages
Self-assessment	Cheap, quick and easy to administer	Self-raters may have difficulty providing objective assessments, and usually rate themselves 1-2 points higher than others would
Multi-rater assessment (180, 270, 360 degree etc.)	More time consuming to administer, but still relatively cost-effective once the process is established	May still not get objective assessments from those rating the individual. Still based on perceptions which are expressed verbally or in writing, and may be limited by the quality of the survey instrument. The culture of UNICEF will influence the frankness of the feedback.
Assessment centres	Comprehensive assessment using multiple tools, which gives a well-rounded assessment of behaviours and competencies, including through work sample activities	Time consuming and expensive
Direct observations	Observer gets to see behaviours "in action"	Time consuming, so impractical on a wide scale. May be subject to interpretation of the observer, and behaviour may be modified by presence of the observer. Need trained observers.

Prioritization

Given the number of line managers across the organization it will be important to determine the most appropriate approach in terms of prioritizing assessments. A number of options were considered, as shown in the table below:

Option	Advantages	Disadvantages
Assess every manager individually	Detailed assessment of each line manager.	Given the number of line managers this would be extremely time consuming and would not lead to a “rapid assessment”. Does not look at a manager within the context of the managers and environment around them
Assess a “representative sample” of managers	Cost effective and quick	Only reaches a small sample of individuals, which defeats the purpose of the assessment process
Assess line managers in clusters (geographic, functional...)	Allows line managers who work in related groups to be assessed as part of the same process, and interventions to be appropriately targeted. Achieves a “critical mass” for change Quicker than working at the level of individuals Takes into consideration the context including supervisor, team and environment. Allows for mutual support thereby, greater sustainability.	

There was general agreement from the workshop that the cluster approach was the most appropriate. Further work needs to be undertaken to determine:

- How to structure the clusters (geographic, functional, issue-based?), if by geography it was felt that a regional office and several country offices would provide a good base;
- How to prioritise the clusters (problem or potential?). There would be some merit in selecting by “potential” for the first cluster, as this would enable the process to be tested in a positive environment, and could provide the organization with some “quick wins” to communicate to later, more challenging clusters.
- How to communicate effectively what would be involved and required to the offices.

Closing the gap

There are a number of strategies that could be put in place to close the gap in terms of competencies of line managers. However, the guiding principles should include:

- It is about building capacity, therefore the strategy should be flexible enough to match the need—which is determined by the assessment process;
- The work should be done in real-time with real-work issues (It is rarely envisaged as an “out-of-office training event”);
- The issue of critical mass must be addressed, one individual trying to use new learning, vocabulary and behaviours in an environment that hasn’t changed is rarely successful;

- That most managers are working in teams and therefore the work should involve the managers teams;
- The work needs to be sustainable.

Once again, these were not discussed in detail at the workshop, but could include any one of or a combination of the following, depending on the specific issue to be addressed, as identified through the assessment.

Option	Advantages
SWAT teams (“Swift Action Teams” who encompass a range of expertise and who work with a manager or unit for a short period of time to solve particular problems/provide expertise and guidance)	Concentrated exposure of a range of expertise targeted at the needs of the individual and unit. Particularly suited where there is a specific problem or problems to address. Can address systemic issues.
HR professional (who would work with the manager or office over a limited period of time on specific HR issues)	Concentrated exposure to HR expertise for a period of time. Closes capacity gap quickly while building capacity in staff member.
OD professional (as above, but with a broader OD perspective)	As above but with stronger capacity to address systemic and holistic issues.
Professional coach (would work with the line manager(s) over a period of time to address specific competency deficiencies)	Support, feedback and advice given over a period of time, in response to specific competency deficiencies. Coaching of this sort can be done on-line thus reducing costs.
Mentoring network (draw on the expertise of those recognised for their high level of competency to support those who are not as skilled)	Draws on in-house expertise, and those involved are familiar with the environment and UNICEF-specific issues. Cost-effective. Builds a support network and forum for exchange of ideas, as well as providing specific help and feedback to individuals.
Training and development (accelerated and focused, may be internal or external)	May be cost-effective, and can train a number of people at once. Good for communicating specific knowledge or skills.
Re-deployment of staff with significant competency gaps	Supervisors with significant competency gaps may not be playing to their strengths and may welcome the chance to stay in a technical position.

Next Steps

The purpose of the Line Managers Workshop was to explore the Line Manager Lever, and to progress the catalytic steps for Lever One outlined in the SRHRM Strategic Framework.

The workshop produced a number of important outputs that should be used as a base for progressing the lever:

- A draft of the roles of different levels of line managers with respect to people management;
- A draft of the people management competencies critical for line managers, and the behavioural indicators which should underpin them;

- A draft of the people management issues for which line managers should be held accountable, and thoughts on the essential elements of the accountability process;
- Thoughts on how to progress the assessment and support of current line managers with respect to the critical competencies.

UNICEF now needs to determine how to follow up this work and who should take responsibility for the following:

- Finalising and validating the role statements, competencies and behavioural indicators;
- Developing an accountability framework for the organization, using the output from this workshop as a starting point;
- Ensuring that these three outputs are integrated into the HR processes of recruitment and selection, performance management and learning and development;
- Developing and implementing the process for assessing the competencies of current managers, and for closing the gaps where competency deficiencies are highlighted.

Lever Two - The Staffing Strategy Framework

This framework has been developed to progress Lever Three—Staffing Strategy, of the Strategic Review of Human Resource Management (SRHRM). The framework was developed following an initial workshop held in New York on 1 June with a number of senior staff²⁹ to discuss the development of the Staffing Strategy. The framework provides a starting point for the development of the Staffing Strategy, setting out a template, and identifying many of the key questions that the Strategy should address. Its development is based on an analysis of currently available data regarding UNICEF’s staffing, a review of relevant documentation, and on the output of the 1 June workshop. The results of the Diagnostic undertaken in Phase II of the SRHRM have also been taken into consideration. The framework also reflects the findings of the recently completed *Gender Parity Report*.

The framework includes:

- A proposed structure for UNICEF’s Staffing Strategy;
- A brief overview of the changing environment in which UNICEF is operating, and the implications of this for the required staff profile;
- A first draft of the organization’s priorities for the future in terms of competency requirements, and of the principles on which the UNICEF Staffing Strategy should be based;
- Data on UNICEF’s current workforce profile, including an assessment of the implications of this profile;
- Recommendations for further data analysis to support the development of the Staffing Strategy;
- A number of questions that should be answered by the Staffing Strategy;
- The proposed process for completing the Staffing Strategy.

It is important to emphasise that this document does not constitute the Staffing Strategy itself. The development of the Strategy will require considerably more analysis, including the collection of qualitative and quantitative benchmarking information from other UN or non-UN organizations, and will require a number of key strategic decisions to be made before concrete objectives can be set, and actions determined to achieve these objectives. The process will have to be completed in tandem with, and reflect the outcomes of, the Organizational Review that is currently underway. It will also need to take into account the progression of the other six levers of the SRHRM, as all seven levers interact, impact on, and have implications for each other. The Strategy development process will therefore be iterative, with a number of issues needing to be revisited as the other levers and the Organizational Review progress.

²⁹ Participants included: Steven Allen, Director DHR; Maria-Solange Auteri, Planning Officer DHR; Paula Claycomb, Chief, Landmines Unit EMOPS; Alan Court, Director PD; Rohini De Silva, Deputy Director DHR; Nora Godwin Deputy Director DOC; Saad Houry, Director DPP; Karin Hulshoh, Director FO; Simon Lawry-White, Senior Programme Officer EO; George Odoom, Global Staff Association; Dan Toole, Director EMOPS.

Purpose of the Staffing Strategy

The purpose of the Staffing Strategy is to provide a coherent and proactive approach to staffing the organization that ensures the effective interface between strategic and human resource planning, in line with organizational values. It is therefore influenced by, and in turn influences, organizational results. The Staffing Strategy provides the blueprint for all major decisions regarding staffing the organization, and a framework for all human resource policies and programmes. UNICEF currently has an array of staffing policies and procedures, but these have been developed in isolation rather than under the umbrella of a coordinated and strategic approach. The SRHRM highlighted that managers and staff do not believe that UNICEF manages its human resources effectively; staffing is often described as *ad hoc*, and is not linked explicitly to either organizational strategy or desired results.

Changes occurring within UNICEF and the external environment reinforce the need for a comprehensive Staffing Strategy. The skills UNICEF needs to ensure that it maintains its comparative advantage in the future are evolving, and the trend to decentralise staffing decisions demands a strong framework to guide managers' decision-making, and in particular to ensure that the decisions made meet the needs and priorities of the organization, and not just the local environment. UN reform is affecting staffing requirements in all UN agencies. Further, the funding environment is changing, with donors insisting on more accountability in general, and a more business-like approach to management, and in particular human resource management.

The Staffing Strategy should therefore be developed to reflect the current, but more importantly the future needs, priorities and environment of the organization, and should provide a blueprint for:

- The desired profile of the workforce (size, competency, grade, demographic, contract type etc.), which reflects the changing environment and organizational priorities;
- The allocation of staff to priorities, both functionally and geographically, to ensure the best use of resources;
- The organization's approach to getting the right person in the right place at the right time, through such processes as recruitment, placement and rotation of staff;
- The organization's approach to the development of career paths, and to learning and development across the organization.

The Staffing Strategy should provide the framework for human resources policies and programmes that address all aspects of staff movement in, around and out of UNICEF, as well as all other aspects of support and development for staff. It should be future-oriented, developed to ensure that UNICEF's staffing decisions meet the needs of the organization of the future.

How should UNICEF develop its staffing strategy?

Developing a staffing strategy requires a clear understanding of what UNICEF wants and what it has in terms of workforce profile, and the gap between the two. Assuming that a clear results framework and guiding principles are in place, the development process has these six steps:

- 1) Develop a clear profile of the current workforce (demographics and competencies, trends, etc.);

- 2) Determine what workforce profile will be required in the future to ensure comparative advantage, to fulfill UNICEF’s mandate, and to meet niche needs;
- 3) Conduct a gap analysis: what is missing, what is in overabundance? Where are the discrepancies with respect to UNICEF’s principles and values?
- 4) Develop and implement a plan to close the gaps, acquire or build skills, and re-allocate resources;
- 5) Align all human resource policies, systems and programmes;
- 6) Evaluate the impact of the changes, and update the strategy accordingly.

This document draws attention to the fact that the results framework will be adjusted given the evolution of UNICEF and the broader environment (the Organizational Review should provide the clarity needed). It presents a first draft of potential guiding principles, and begins to draw a clear picture of the current profile of the workforce (step 1). The Framework also poses a number of questions that will help to respond to steps 2 and 3. Steps 4-6 are iterative.

A Proposed Template for the Staffing Strategy

Provided below is a proposed template for the Staffing Strategy. The template provides the major headings for the Strategy, and some of the sub-headings that are likely to be covered within the Strategy.

Purpose of the staffing strategy	Brief statement of the purpose of the Staffing Strategy and its links to other organizational processes/documents.
Context of the Staffing Strategy	Describes the external and internal factors which will impact on the content of the Strategy, including, but not limited to: <ul style="list-style-type: none"> <i>External</i> <ul style="list-style-type: none"> ● Global trends in the humanitarian/development field ● UN Reform ● The changing profile and expectations about work of the younger generation <u>Internal</u> <ul style="list-style-type: none"> ● MTSP ● Organizational Review ● Gender Parity Report ● Accountabilities document (“The Organization of the United Nations Children’s Fund”) ● Funding/Budget
Priorities identified from the context analysis	Describes the organization’s priorities with respect to human resources, including competencies, workforce structure, workforce profile etc. in light of the context analysis.
Principles which underpin the staffing strategy	Describes the principles upon which decisions with respect to the Staffing Strategy should be based. This discussion should identify what is unique about UNICEF, and what values must be protected.
The strategy	Describes each element of the Strategy in detail. The breakdown of elements provided below is purely suggestive, but reflects most of the key elements identified through the SRHRM. Even if the eventual breakdown of elements differs from that which is proposed here, the proposed points to be covered under each element should be included. <ul style="list-style-type: none"> ● Proposed Elements <ul style="list-style-type: none"> ▪ Funding; ▪ Workforce Structure/organizational design; ▪ Workforce Profile;

- Movement of staff and filling of positions;
- Competencies, learning and development.
- For each element, define:
 - Key data, and issues arising (supplementary data may be provided in an annex);
 - Benchmarking information from other UN or non-UN organizations as appropriate;
 - Overall objectives for the duration of the Strategy, and more specific time-limited targets;
 - Actions to close the gap between the present situation highlighted in the data and the objectives, including timeframe and lead responsibility;
 - Indicators of success (may include quantitative and qualitative indicators).

Process for monitoring and evaluation

Describes the process not only for monitoring the progress of implementation, but also for evaluating the effectiveness of the Strategy in meeting organizational goals, and the process for review of the Strategy if it is not seen to be effective in this regard.

Context of the Staffing Strategy

In developing the Staffing Strategy it is essential to understand the context within which it will be implemented, both now, and in the foreseeable future. Staffing decisions made now may have a long-term impact, and significantly affect the operations and performance of the organization over many years.

There are currently three major influences on the context of the Staffing Strategy:

- Given that UNICEF does not operate in isolation, but as a key player in the UN system, UN reform will have a significant influence on how UNICEF operates over the coming years;
- From an internal perspective, the MTSP sets out the priorities for the organization and how it intends to implement these priorities, currently for the years 2006-2009;
- In addition, the results of the Organizational Review, due in the first quarter of 2007, are likely to have significant implications for the Staffing Strategy.

Other reviews, such as the recently completed Gender Parity Report and the Process Review Project, will also influence the content of the Strategy.

The overview presented here is very brief, but serves to highlight some emerging priorities for the Staffing Strategy. In completing the final Strategy, a more detailed context analysis should be completed, and the Staffing Strategy priorities presented in the next section reviewed and agreed to by senior management.

UN Reform

UNICEF does not operate in isolation, but as a key player within the context of the United Nations system. As a member of the UNDG Executive Committee, UNICEF has a significant role to play with respect to the reform process, the focus of which is to ensure that the United Nations can work effectively in support of the Millennium Development Goals (MDGs).

A significant emphasis of the UN Reform process is on working in partnership with other UN agencies, and with the leadership of regional and other intergovernmental bodies, with a view to supporting policy development and resource mobilisation. From a practical perspective, this is being supported by the establishment of UN Country Teams (UNCTs), the development of Common Country Programmes (CCPs) and the appointment of UN Resident Coordinators at country level.

The piloting of joint office models and other models of closer UN teamwork, including increased sharing of operational services, is also aimed at increasing

cooperation and coordination among UN agencies in the field, as well as at improving administrative efficiency and reducing overhead costs, another significant aim of the UN reform process.

The reform process has significant implications for UNICEF's Staffing Strategy. The need to work in closer cooperation and partnership with other UN agencies as members of UNCTs under the umbrella of a Resident Coordinator, and to participate in CCP, will impact on office structures, and on the competencies required within offices. It also means that UNICEF needs to determine its comparative advantages in its fields of work, and to identify where it should take the role of clear "industry leader" in relation to other agencies or organizations working in the same field, and where it should play a role of supporting other agencies or organizations. Further, the potential development of joint office models and sharing of operational services would impact significantly on how UNICEF structures its offices in the field, and the level and type of human resources that it requires.

Other points raised in the UN Secretary General's March 2006 report³⁰ also reflect many of the issues identified with respect to UNICEF's staffing and may have implications for the future of UNICEF's staffing needs, including:

- A need for improved recruitment (both quality and speed);
- A need for increased staff mobility;
- A need for career development, and career pathways, supported by appropriate training and development;
- The need to streamline contracts and harmonise conditions of service;
- The need to invest in leadership development;
- The need to consider the costs and benefits of outsourcing as an appropriate means of service delivery.

One of the key drivers of UN reform is the changing donor environment. Donors are increasingly providing project funding directly to national governments, and are looking to the UN to provide upstream support with respect to policy development and capacity-building, rather than direct project implementation. Donors are also becoming increasingly demanding in terms of accountability and ensuring that their funds are being used in the most cost-effective manner.

The MTSP The Staffing Strategy needs to be closely linked to UNICEF's strategic objectives, and reflect the priorities set out in its Strategic Plan, the MTSP. The MTSP 2006-2009 identifies five focus areas for the organization for the next three years:

- Young child survival and development;
- Basic education and gender equality;
- HIV/AIDS and children;
- Child protection from exploitation, violence and abuse;
- Policy, advocacy and partnerships for children's rights.

The MTSP clearly states that UNICEF's work will depend increasingly on working in partnership, with other UN agencies, with other NGOs, with Civil Society and with governments and donors. It also emphasises that the work of the organization will focus increasingly on providing "upstream" support to national policy development, capacity building, partnership development, and the facilitation of national and local alliances, and knowledge generation.

³⁰ "Investing in the United Nations: for a stronger organization worldwide"

In parallel with this increased focus on upstream support, the organization will continue to play a significant role with respect to emergency response, and needs to ensure that it has the capacity to scale up rapidly and with the appropriate expertise in response to emergencies.

UNICEF will also continue to provide expertise in the core areas of health, nutrition, education, water and sanitation, although with a significant shift from a project focus to a programme focus, and a much greater focus on cross-cutting approaches, which again necessitate skills in communication, and working in partnership with others.

The Organizational Review

The Organizational Review, is currently underway, and should be completed by the first quarter of 2007. The outcomes and recommendations of this review are likely to have significant implications for how the organization structures itself and for the division of roles and responsibilities across the organization. The questions to be addressed by the Organizational Review include the following:

- Do UNICEF's skills, leadership and management culture and its organizational structure equip it to fulfill its leadership role for children?
- How will UNICEF's MTSP support its commitment to achieve the MDGs and the aims of the Millennium Declaration?
- What gaps in UNICEF's capacity and expertise must be addressed to enable it to produce the best results for children?
- Are UNICEF's human and financial resources appropriately aligned in support of its organizational priorities, especially the MDGs?
- Is UNICEF ready for the expanded partnerships which are needed to deliver results for children?
- How can UNICEF become the partner of choice for children?
- How can UNICEF adapt to the new modalities of development aid and the changing priorities and practices of donors?

Other organizational reviews

The update of the organization's document on accountabilities, "*The Organization of the United Nations Children's Fund*", is still in draft form, and is likely to be finalised only after the completion of the Organizational Review. This document sets out the division of roles and responsibilities between UNICEF's various organizational units: country and area offices, regional offices, and the various divisions and offices at HQ. It will be an important resource document in formulating or reviewing the Staffing Strategy.

The *Gender Parity Report* completed earlier this year highlighted the need to provide support for women to move into senior positions within the organization if UNICEF is to reach its target of gender parity at all levels by the year 2010. The Staffing Strategy should reflect the conclusions and recommendations of the Report.

A number of other organizational reviews or projects may have implications for the Staffing Strategy, including the current Process Review Project.

Lever Three - Talent Management

These notes have been drawn from reports compiled by Maria-Solange Auteri in DHR following two meetings with DHR staff to discuss the progression of the Talent Management Lever.

The Context During the DHR retreat of 4-5 April 2006, it was highlighted that there is the potential for overlapping areas of work between TMS and OLDS. On the basis of this first discussion, RSS, TMS and OLDS worked for 3 days to agree on the main functions/division of roles with respect to Talent Management.

The group³¹ agreed on the main mission of Talent Management in UNICEF:

“Talent management is a holistic approach that is founded on the premise that all individuals have talents which should be expressed and developed and which contribute to individual satisfaction and results for children, women and UNICEF.

In an enabling environment, effective talent management contributes to a high development and performance culture where staff are prepared for current and future roles in an ever evolving context. Accountability for Talent Management is shared among individuals, managers and UNICEF.”

Principles The basic principles of Talent Management within UNICEF were determined as follows:

- All individuals contribute to organizational results;
- All individuals have the right to developmental opportunities irrespective of their career trajectory;
- Talent and development must be linked to organizational needs;
- Continuous learning is the foundation of a learning organization;
- Capacity for self assessment has to be developed;
- Feedback has to be a main component of the basic managerial skills;
- Opportunities have to be clearly defined for each category of employees (IP, NO, GS) and communicated widely and transparently to staff.

Functions The main three functions that were identified as fundamental in a UNICEF Talent Management System were:

- Recruit talents who have the capacity to grow, and continuously develop them;
- Reward performance (at all levels);
- Nurture high potential leadership.

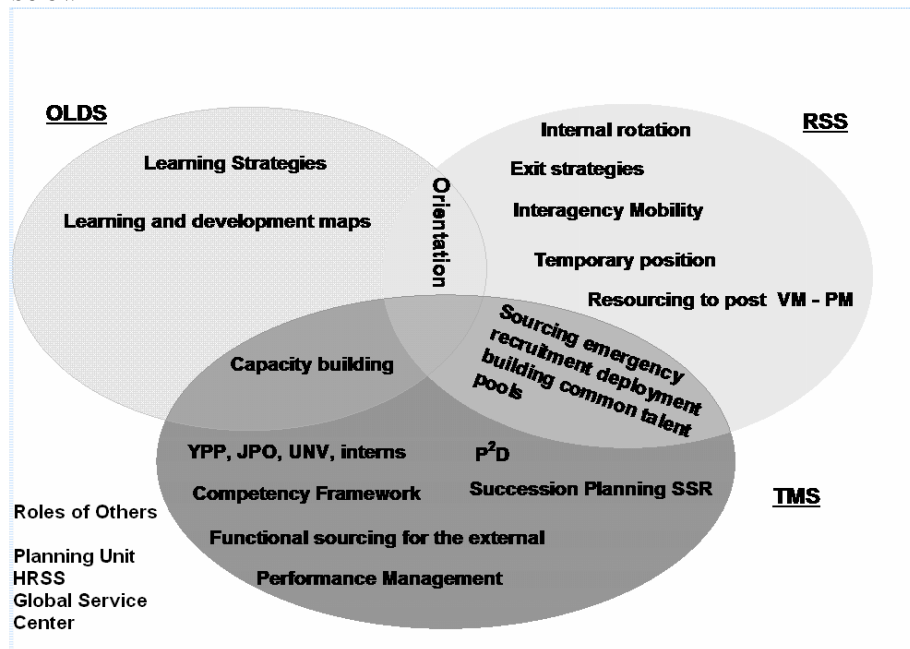
Components The Talent Management System will fit within the larger staffing strategy, based on defined organizational results. However the main components of the system were identified as follows:

- A **competency Framework** - built on behaviour and is evidence based - that can define talent and high performance;
- A **recruitment process** that considers external talents, and the placement and promotion of internal ones;
- A system of **exit interviews** that allows the Organization to understand better its weaknesses;
- A **career map** (vertical, horizontal and transversal) that explains to staff members how to move within the Organization, but which emphasises career self-management;

³¹ Judith Hushagen, Steven Allen, Rohini De Silva, Dushyant Joshi, Rudolf Messinger, Aboubacry Tall, Umar Iftikhar, Anders Pettersson, Michael Bickel, Christine Nylander, Barbara Brown, Mariam Kakkar, and Thierry Bernier

- An *internal communication strategy* that allows staff to understand changes and opportunities in a transparent and continuous way;
- **Learning and development.**
 - Map, including development suggestions, also integrating emergency;
 - P²D;
 - Orientation, induction and mandatory Learning Programmes;
 - Coaching, mentoring, exposure, etc.
- A system of *rewards and recognition*;
- An effective **Performance Management System**, based on:
 - continuous evidence-based coaching and feedback by managers, and
 - a mechanism of rewards and sanctions for managers (who will be measured against programmatic/operational functions as well as their people development results);
- **Technology and mechanism for monitoring and tracking** managers and professionals that will allow UNICEF to “tag” and differentiate between technical and managerial expertise.

The process interrelations between RSS/OLDS/TMS are captured in the diagram below:



Organization and Learning Development

Main priorities (OLDS has to work on all these areas, probably through the creation of a cross functional team composed by RSS, TMS and PALS):

- Revise the development and learning maps already established or start again as needed;
- Review or develop policies on budget, training and contractual arrangements for continuous learning which reflect the desired outcomes of the TM best practices;
- Review the “Orientation and Induction programme” make it mandatory for newly appointed staff across the organization. The DHR++ functional Network should be accountable for Regional and Country levels;
- Include the Emergency Preparedness Programme as part of the organization’s Learning Strategy;

- Assess the competencies of line managers and hold them accountable for their attitude towards coaching supervisees, suggesting learning programmes and identifying stretch assignments or staff exchanges that can enhance the competencies and the skills of their staff.

**Succession
planning**

The creation of a succession planning pool based on objectivity, fairness and transparency is pivotal for the future generation of managers, and in the interim period a system to fast track leaders need to be defined. In terms of creating such a pool, it has to be clarified what it means to be in the pool, and a Map of Representatives has to be created. Both issues have to be discussed further and a working group will be set up.

**Performance
Management and
award/reward system**

The issues of performance management were discussed again, but no specific actions or accountabilities have yet defined. It was agreed that the Performance Appraisal System has to be tackled by targeting specific groups and through focused action:

- Resident Coordinator assessment;
- Representatives assessment;
- Partnership for joint assessment centre (with UNDP or other bodies) of P5 and P4 for identifying the next generation of managers
- Strengthening the self assessment process;
- Communicating the importance of “candor conversation” on performance between supervisor and supervisees.

Regarding awards and rewards, there was a broad agreement that it is difficult to find appropriate rewarding mechanisms in the Organization, and that a menu of options should be developed from which individuals should be able to choose.

The menu might include:

- Training beyond the package – stretch learning;
- UNICEF “gadgets”;
- Access to “goodwill ambassadors” (probably national);
- Field assignments.

More thought has to be given to:

- Comparability of awards/rewards;
- Eligibility;
- Guidance/Communication of criteria;
- Responsibility of a “deciding” group;
- Team versus individual award system.

**Career paths - a
focus on
JPO & YPP**

According to the new DHR structure, the responsibility for YPP has moved to the HR Officer handling the JPO Programme. Little has been done so far due to workload of the JPO programme and SSA at this stage. In the second half of 2006, the SSA responsibilities will move from TMS to RSS, and a review of the YPP status will be undertaken by December 2006 (support of a consultant has been requested). Until then, business will continue as usual in handling the YPP Programme.

TMS launched a survey with respect to the JPO programme in December 2005 to assess two areas: supervision, and learning and training. The analysis was finalised in April 2006, and the information has already been shared with the JPOs stationed in EAPRO, ROSA and TACRO. The survey highlighted a need to improve the supervision of JPOs, and plans will be put in place to address this area with line managers in the next few months, with a draft action plan to be proposed in September 2006.

Also by September 2006, the final results of the survey will be communicated widely and a further communication will be targeted for Reps and JPOs' supervisors.

In terms of career progression for the P2/P3 (JPO/YPP) and in order to streamline emergency in UNICEF career path, the group will work on analysing a possible path to make an Emergency Duty Station as a second post for the two abovementioned categories. A proposal will be ready by September 2006.

Next Steps

By 30 September 2006, the pending issues will be defined, integrated in UNICEF policies, communicated throughout the Organization and the implementation will be carried out by TMS/PALS/OLDS by the end of December 2006/January 2007.

Lever Four - Recruitment, Selection, and Performance Management

These notes have been drawn from reports compiled by Maria-Solange Auteri in DHR following meetings held with DHR staff on 31 May – 2 June.

Principles of process re-design

During the DHR retreat held on April 3 and 4, participants agreed that the following principles were fundamental to underpinning efficient HR work practices and to the implementation of the catalytic steps:

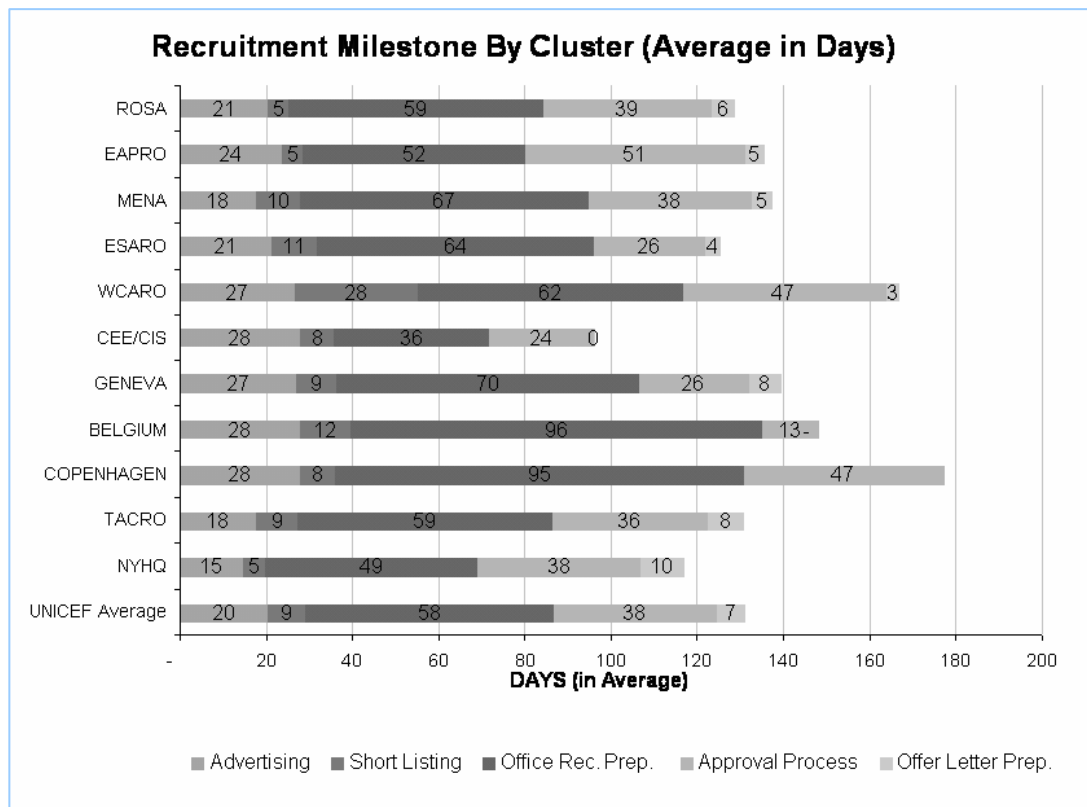
- Streamline;
- Simplify;
- Decentralize;
- Hold managers and staff accountable;
- Shift from a culture based on policing to partnering.

These principles underpinned the discussions of the working group on Recruitment and Selection.

Recruitment and Selection

Recruitment statistics

The working group reviewed the recruitment process through the analysis of the major milestones. Presented below are the first quarter 2006 statistics that supported the discussion among the participants.



Technically the recruitment time starts when a post is advertised (also in the KPI MTSP 2006-2009). In practice the recruitment process starts beforehand with a phase that can be defined “Strategic HR planning”. However, this is not captured in current statistics.

Changing roles with respect to recruitment and selection

- RSS should become more supportive in the planning of Human Resource needs. Starting in September 2006, the HR Officers will provide data to the Heads of Office in the Regions of their competency, as well as to the DHR++ functional network (Regional HR Advisor and HR Officer in COs).
- RSS should reinforce to Heads of Office the implications that a number of vacant posts can have on UNICEF programmes
- RSS should propose that they should have a much more intensive involvement in HR management at the field level.
- Regional HR Advisors should have clear accountabilities in the CPMP process and in planning long term recruitment strategies with the Country Offices when the emergency is declared. Therefore the HR Officers in NY should work in partnership with ROs/COs.

Recommendations for improving the efficiency of the recruitment and selection process

A working group will be set up (Christine Nylander, Barbara Brown and Carmen Rex) to progress a number of these recommendations. In view of the Staffing Policy that is to be introduced by 30 June 2006, RSS will work together with PALS on devising a clear subsequent communication on the changes in recruitment and staffing procedures by 1 September 2006.

Preparation for advertising

- The Classification, Compensation Organization and Design Unit should lead a project of simplifying JDs to shorten the time for the manager in preparing the documentation necessary to start advertising a post.
- DHR is collaborating with DFAM to issue a revision of the funding certificate (administrative instruction 2005-011) by the end of June that will allow the Recruitment of OR Staff to move faster, with the flexibility of advertising the post even if the funding certificate has yet not been issued.

Advertising and short listing

- Vacant posts should be advertised for 2 week with a maximum of 4 for external recruitment.
- Short listing will be provided by the HR Officers to the respective office within 2 weeks.

Office Recommendation Preparation

- Line managers should become more accountable for the Office Recommendation Preparation, with an aim of receiving them within 4 weeks. The working group will revise the guidelines by September 2006.

Approval process and Technical Clearance

- Reduce the APC/SAP to one body that will reach the quorum with the presence of 3/4 members. Enlarge the pools of APC members and convene more frequent sessions. A working group will specifically look at the TOR of the APC and how to train its member.
- The accountability for recruitment is on the Head of Office. The various sections should provide clearance on the technical ability of the recommended candidate/s for Regular Recruitment.³²
- Technical clearance is mandatory for the recommended candidates for all initial appointments, promotions and lateral moves either to different functional areas or to another area of specialization within the same field. For lateral moves to identical post the technical clearance is waived. Technical

³² For **emergency recruitment** the Technical Clearance will be requested for all nominated candidates. This modality will support DHR in populating the roster. Focal points for the 22 functional areas will be selected and a 3 hours training was suggested for those. TMS will also assess the eventual backlog on external candidates and eventually take action to eliminate it.

clearance should no longer be required for non-recommended short-listed candidates.

- The working group will work on a standardised format (available by September 2006) to help the technical section in providing DHR with their recommendations.

Senior Staff Review

- The SSR has been perceived by staff as a “secret society” and there is a strong need to remove this perception and to start communicating better the terms of reference of the group. It was agreed that the DHR Website should include a WebPage on the SSR (updated periodically) under the section on Talent Management.
- It is essential that TMS, OLDS and RSS should work together on the Senior Staff Review.

Recruitment for emergencies

- The role of RSS needs to be re-defined in supporting emergencies. Internally within DHR, surge capacity is coordinated through TMS. RSS officers will continue to be engaged in emergency recruitment, from the onset of an emergency to the assessment of the HR needs (i.e. planning, post gap analysis and scope of intervention).

Criteria for appointment and promotion

- Notwithstanding UNICEF’s requirement to apply the ICSC New Master Standard, discussions were held concerning the minimum requirements for initial appointment with the following proposal:
 - P2: Bachelor Degree (with the specification that they will need an advanced degree).
 - P3 and above: Advance Degree.
- These minimum requirements should be reflected in September 2006, giving internal staff 3 years to be able to improve their education level if necessary.
- Prioritisation in selection will be given on the grounds of geographical diversity and gender, based on office distribution and global target, to be reflected in the Staffing Policy. Other priority appointments will no longer be applied (abolished posts, internal candidates, secondment, transfer, loan) ³³. Supply, logistics, security and the printing industries will be considered as exceptions because of the specificity of their field of work.

Exit Interviews

- A system of exit interviews will be established that allows the Organization to understand better its weaknesses. The responsibility of setting up the overall system will be in RSS, but the accountabilities will be decentralized to the Regions for checking on the process.
- An on-line questionnaire based on existing private sector/UN best practices will be developed. The questionnaire will also ensure diversity aspects are covered, including gender issues, as well as other elements such as conditions of service, opportunities for spouse employment, living conditions, job satisfaction, opportunities for development/job enlargement, etc.
- The on-line survey would be a prerequisite to the internal separation process, which will be built into the FINAL CLEARANCE mechanism. Hence, it would be mandatory for the survey to be completed prior to administration

³³ Excluding humanitarian cases that will be evaluated on ad hoc basis.

of final separation entitlements. Staff would have the opportunity to request a face-to-face interview.

- Results would be shared with OLDS/TMS and other Sections within DHR for synergy, to capture reasons behind exits and to identify relevant remedial actions.
- DHR + and ++ would be accountable for driving the interviews.

Performance Management

There was clear agreement from participants at the DHR workshop held in April that improvements to the Performance Management process should not include further modifications to the tool at this point in time, as this would be seen as further “tinkering” with surface issues, without addressing the deeper issues about the use of the tool. Progress with respect to this aspect of Lever Four is therefore as follows:

- DHR to compile performance management statistics (by 30 Sept 2006).
- PER process outcomes to be clearly linked to other HRM processes (on-going process).
- Pilot in the India Country Office of a new approach to using the PER tool (by 30 Sept 2006).
- Resident Coordinator assessment (on-going process).
- Strengthening of self assessment processes (to be developed).

Lever Five - Other HRM Policies, Processes and Procedures

These notes are based on a report by Maria-Solange Auteri from DHR, following meetings held with DHR staff on 9-12 May.

Principles of Process Re-design

During the DHR retreat held on April 3 and 4, participants agreed that the following principles were fundamental to underpinning efficient HR work practices and to the implementation of the catalytic steps:

- streamlining,
- simplifying,
- decentralizing,
- holding managers and staff accountable,
- shifting from a culture based on policing to partnering.

Quick wins

The main identified quick wins were:

- Simplify SSA policy and processes, moving the accountability to field level;
- Simplify policy and procedure on transfer;
- Simplify offer/transfer letters, potentially creating one offer letter instead of two;
- Review existing policies (e.g. updating of classification – standard to be reviewed so as to be aligned with ICSC);
- Review job titles and eventually align/categorise grades according to ICSC standard.

The working group on 10 May reviewed processes 1 and 3. Policies/procedures (2 and 4) will be addressed by the end of May by creating a task force composed of HRSS - Classifications- and RSS. A separate taskforce is considering the issues of classification structure and job titles.

The recommendations mentioned below for SSA and Transfer letters will be finalized by end of May by the same working group.

SSA process

Policy issues with current process

- Need for differentiation between SSA and TFT
- Time limitations for both consultants and individual contractors, particularly 1 month limit for “core functions”;
- Use of SSA in emergencies;
- When to use \$1 contract;
- Use of SSA in some field offices for ancillary staff – the 48 month limit causes problems. But should SSA be used for ancillary staff on an ongoing basis?

Process issues with current process

- Who should have authority for signing off on SSAs?
- Who should do the following checks in the process (currently, it is very time consuming to have to send applications to DHR):
 - Earnings of former UNICEF staff (\$22,000 limit);
 - Time limitations/breaks in service;
 - Reasons for dismissal of former staff and checks on disciplinary actions;
 - Spouse employment etc.;
- Process for monitoring of SSA process;
- Form needs simplification, as does checklist.

Proposed policy changes

- Individual contracts

- Eliminate 1 month limit for “staff functions”;
- Introduce a maximum of 11 months in a 12 month period, with an overall maximum of 48 months.
- Consultants
 - Eliminate 11 month maximum – should be driven by the length of the project;
 - Introduce an overall maximum of 48 months.

Proposed process changes

- *\$22,000 maximum earnings of former staff*: individual asked to sign and state that they will not exceed this, and the responsibility lies with line managers to monitor this (with spot checks);
- *Maximum duration*: responsibility of line managers to monitor this;
- *Employment of D1 and above*: no longer needs to go through DHR;
- *Spouse employment*: line manager/head of office should ensure that the policy is correctly applied (no longer has to go through DHR);
- *“Clearance” of former UNICEF employees*: head of office should check with DHR by email that there was no disciplinary action against this employee – no longer have to send form to DHR for clearance/approval;
- *Competitive process*: No change.

Simplification of forms

- Communicate to line managers that checklist is not compulsory, it is just there to help them;
- Review checklist and forms to reflect changes in policy.

Next steps

- PALS to revise policy and checklist by 9 June 2006;
- Share the proposed revisions with colleagues in HQ and the field (including PROMS field reference group);
- Communicate the revisions, including their process implications.

Letters of offer

Problem

- People are being asked to sign letters of offer without knowing what they are committing to;
- Pressure to get letter of offer out quickly so that successful candidate is informed as quickly as possible;
- Takes time to complete letter of entitlements (done by HRSS) – to wait for this would add delays in issuing letter of offer;
- No resources in RSS to generate letters of entitlements;
- Currently no automated system for generating letters of entitlements, although this should be addressed in the future.

Options

1. Maintain status quo (first letter of offer, followed by letter detailing entitlements);
2. As above, but include more details in first letter (though not a comprehensive statement of entitlements);
3. As above, but first letter is not a letter of offer requiring response, merely states that individual has been selected for the position with details to follow;
4. Only one letter of offer which contains all details.

Recommendations

- In the short term, Option One, but with letter changes to seek candidates “continuing interest” rather than “acceptance”. To move to Option Four

when SAP Phase II is implemented and letters can be generated automatically;

- RSS to inform GSC of offer as soon as it has been issued, providing them with the all the required information;
- Implement the newly-developed standardized templates consistently;
- Develop and push business case for technology to support the automatic generation of standard letters.

Lever Six - Budgets

This annex has been prepared by Maria-Solange Auteri (DHR) and Xavier Foulquier (EO).

The Diagnosis phase of the Strategic Review of Human Resource Management identified our budgeting processes as a constraint in HRM. The Diagnosis report says: *“The current budgeting processes are having a major negative impact on the ability of line managers to manage their human resources.”* (page 8) The following report is intended to capture issues which were raised either during the interviews and field visits of the diagnosis phase or in the email discussion where the Regional HR, Regional Operation and Planning Officers as well as the Contact Group of the Review were asked to provide inputs on issues related to the budgeting processes as a constraint in HRM.

Since the first draft of this paper a working group between DHR and DFAM has been established and guidelines on the Amendment of the Funding Certificates have been prepared and are currently under review.

The concerns, recommendations and suggestions are those of the writers not the consultants or DHR or EO.

Budget processes are heavy, complex and confusing

1. The biennial budget process is very, very heavy.
2. Funding mechanisms are incredibly complex and confusing. There are many pots of money, particularly in HQ and RO, which may influence the direction of projects because of the specific agenda of a particular funding source.
3. The current budgeting process for regional posts is too complex and too hierarchical. Too many decisions have to go to HQ.

I. Issues related to the type of funding

Increasingly important OR funding creates insecurity and limits flexibility

- Funding from “other resources” creates job insecurity, lack of continuity and stress for both individuals and offices. This can be exacerbated by currency fluctuations, which mean that the funding runs out before the end of the project or the original contract of the staff member;
- Extra-budgetary funds are irregular, do not allow for continuity and are often earmarked for specific budget items rather than linked to outcomes. This limits flexibility and the ability of programme managers to manage their programmes. Funding is particularly difficult for posts such as social policy and monitoring and evaluation. Donors and governments are particularly sensitive to the percentage of budget spent on salaries, yet in programmes with a social policy focus, the programme is predominantly knowledge-based. There has been an improvement, and in some cases a higher percent of budget is now allowed for salaries. Instead of a blanket ceiling, budgets are now analyzed case by case on the basis of size, type, etc. However, decisions are still made on the basis of pre-conceptions of donors about the appropriate balance between salaries and other expenditure, which do not necessarily reflect programme needs.

The coverage of support budget should be enlarged

- The support budget is “safe”. It covers core posts and allows for job security for some posts. It should also cover rent, electricity, internet gasoline, etc., but no longer does. There has been zero growth for many years.

II. Issues related to contract administration

Contract administration is led by budgeting processes

- Contract administration (including contract duration, type, offers, etc.) is felt to be led by budgeting processes and fund availability rather than HR policies and procedures.

Use of Temporary Fixed Term (TFT) rather than Fixed Term (FT)

- Inability to have enough funding for a 24 month funding certificate at time of recruitment even when the work will last 24 months or more;
- Use of RR is limited to only 'extensions of contract started on OR' for maximum 6 months (Rep discretion) or 12 months (RD approval);
- Programme change requires change in positions but PBRC consideration is delayed. Representatives use TFT and do not fill FT posts that become vacant;
- Mixed message sent regarding the use of TFTs as now TFT positions are being reviewed by the PBR.

Delay in recruitment due to funding availability

- Offices need to have secured funding for two years before being able to recruit. This is compromising the ability to attract and retain good candidates;
- Cases are also mentioned where even for an RR funded post it is difficult to get approval for post advertisement because it is the end of the programme cycle even though the post is to be retained in the next programme cycle;
- The need to have 2 years funding before filling an international position causes significant problems in the field. It is seen as an example of the organization making a rule without thinking through the consequences in the field.

Funding availability affects length of posts

- Funding availability (with proof of funds, i.e. funding certificate) dictates the length of contract as it has to fit the funding available in the bank. Contracts are often drawn for less than two years due to lack of proof of funds as well as inability to roll-over the money from one biennium to the next. Therefore, a TFT is used rather than an FT;
- Budget approvals to cover staff positions are only for limited time – either within 2 year biennium or programme cycle though with exceptional approval it is possible to go into next programme cycle up to 12 months;
- It is proposed that contract types and funding sources are de-linked. Satisfactory performance should be the main criterion for staff retention and not the current system whereby contractual status is linked to the source of funding;
- It is proposed that we allow the termination of contract due to lack of funding, as per reference to the Regulation 9.1 of the UN Staff Rules (“the Secretary General may terminate the appointment of a staff member who holds a permanent appointment [...] if the necessities of service require abolition of the post or reduction of the staff [...]”). Therefore, the Administrative Instruction CF/AI/2005-011 should be reviewed to reflect this practice. Contract could be

issued for a full length with a clause specifying that the contract is 'subject to availability of funds'.

Missing standards for a global typology for ratios of professional to support staff

- Offices often struggle at PBRs to define the appropriate ratios of professional to support staff and levels for national officer. A more comprehensive standard typology for different size offices would provide a reference.

Desynchronization between with post on support budget and those on regular budgets are reviewed

- Support budget posts can only be reviewed in budget years (i.e. every two years) whereas RR and OR posts can be reviewed yearly under a management note or a full CPMP. This creates inequities among staff;
- This should be harmonized to either allow or disallow yearly changes.

Inequalities in creation and grading of posts due to budget constraints

- High-cost duty stations struggle to get the number and grade levels of staff needed whereas conversely in low cost duty stations, there is more flexibility to create and upgrade posts;
- Funding allocation per country needs to factor in the cost of doing business and designate appropriate funding to overcome these gaps;
- Posts are underrated for budgetary reasons;
- The grade creep of posts is influenced by the availability of funding (more funds, more upgrades);
- Upgrades in posts are possible only with approval of PBR on funding availability irrespective of the classified level of the post. We recommend that posts are classified prior to the TRT/PBR and that every effort is made to conform to the classified level.

Inadequate funding sources for payment of termination indemnity for RR/OR funded staff

- The global pool for payment of termination indemnity needs to be expanded to cover staff funded from RR/OR since the current system is placing the entire burden on the country office that has the misfortune of having the staff member at that office at the time of separation.

Covering the costs of replacement staff for staff on maternity leave

- Covering the cost of replacement staff for staff on maternity leave is currently the responsibility of the office and should be covered by the organization.
- Maternity leave is charged against the funding source of that staff, which means that if it is a core post it will be charged against the support budget and if it is a project budget, it will be charged against the project funds.
- If the office wishes to replace the staff with a TFT, the cost will be covered by the office budget for TFTs.

III. Specific difficulties facing countries in emergency

- The previously highlighted issues are especially a problem in emergency countries as funding is usually short term with most funding of 1-2 years duration

and as staff involved in emergency phase also cover non-emergency interventions beyond emergency;

- In many cases, any significant change in staffing is delayed to the next biennium submission including Support Budget as required by the PBRCs;
- PBRCs generally put some limit on the staff and operational costs that can be charged to RR programmes. This can lead to many posts being approved only against OR but the experience is that few OR donors wish to fund expensive international posts. Even if one contribution covers an international post the funding may not continue for more than 1 or at most 2 years.

IV Impact of budgeting constraints on the organization

- Country offices use TFT rather than FT contracts which impact in the quality of staff recruited;
- Difficulties in recruiting and retaining quality internal candidates when above average staff are needed to address challenges, especially in emergency countries;
- Representatives and other CO Managers spend a lot of time and effort and nervous energy resolving issues surrounding funding of staff contracts;
- Very good TFT staff, recruited externally or from national officer cadre, apply for FT positions in other countries and stay in the emergency country relatively little time;
- For emergency countries, positions are vacant longer than for non-emergency countries, which themselves experience delays for the normal reasons i.e., only advertising when a position is vacant;
- Internal candidates for a TFT international position tend to be national officers looking for their first international positions. These national candidates at international posts tend to circulate only in the region and do not have international exposure and experience to contribute;
- All the above is detrimental to the quality of programmes, especially in emergency countries and is counter to UNICEF's mission to give priority attention to the needs of the most vulnerable children who are generally in emergency countries.

V. Counter arguments

- Budget processes aim at ensuring that decisions are taken in a 'fiscally responsible' manner when it come to the point of committing UNICEF's funds. That applies not only to staff management but to all contracting forms;
- The "authorization to spend" given exclusively by the Executive Board through budget approvals has to be factored-in;
- The Support Budget (SB) approval covers two years and in principle Country Offices do not have authorization beyond those dates. SB-funded contracts can go beyond (usually up to 5 years) under the premise that the organization will continue beyond the current biennium;
- When it comes to programme-funded staff, there is no guarantee of the continuity of the programme beyond the approved cycle;
- The restrictions related to donor conditions (including expiration of PBAs) or the rate of staff costs over total programme funds need to be factored-in as a legal limitation given by the same donors and the Executive Board;
- A clause in the contract could stipulate that this contract is 'subject to the continuation of the programme' (if beyond the programme cycle date) and it is

'subject to availability of funds'. However, this clause can be used as an excuse to terminate contracts.

VI Other ideas for reform

- The MTSP establishes UNICEF's programme context for at least 4 years. The MTSP is within the framework of achieving MDGs and the vision of the Millenium Declaration which is up to 2015. It should be possible for UNICEF to establish a long term human resources plan of staff profile requirements for a rolling period of 5-10 years into the future;

- Staff charged to support budget are said to be the 'core' of staff needed in an office. For different country situations it should be possible to develop typologies of 'programme' staff who should also be standard for that country - given the MTSP/MDGs - for the next 5-10 years. The additional staff would be the 'standard' around the 'core'. In fact this is already defacto recognized within the amount of staff presently funded by RR programme funds since it is RR it could be recognized as longer term funding in the same way as Support Budget. The staff who fill these positions should be considered as career UNICEF staff and the organization would guide their careers accordingly without total dependence on the relatively short term funds available to Cos;

- Other need for staff - other than 'core' and 'standard' - would be to meet specific shorter term requirements whether by function or volume. These should to the extent possible be funded by OR but given donor reluctance to fund international staff and discontinuities in OR funding we need a 'smoothing' mechanism. This smoothing mechanism could be the ability of Representatives to use RR as a guarantor of funding of positions normally chargeable to OR i.e., PBRC would not longer require that posts can only be funded by OR but allow that even posts targeted for OR funding may be funded by RR at the discretion of the Representative. The Representative is motivated to seek OR for posts to the extent possible since RR is a precious resource - since it is untied - therefore a natural balance can be expected rather than a policing mentality on the part of

- HQ/RO;

- Peer review has been initiated in some regions and is viewed positively.

APPENDICES

Appendix 1: Terms of Reference (July 20, 2005)

Background UNICEF has decided to undertake a Strategic Review of its approach to and performance in Human Resource Management (HRM). UNICEF's total staff complement is 8,594, drawn from 178 nationalities. Of this total, there are 2,007 International Personnel, 1,860 National Officers, and 4,727 General Staff. 1,048 staff are located at Headquarters (New York and Geneva), 627 in eight Regional Offices and 6,919 in Country Offices.

The Review is set in the context of a decade of initiatives to enhance HRM within the organisation. In 1994, a Management Review of UNICEF was undertaken by management consultants Booz Allen Hamilton. From 1995 to 1999, following the management review, a wide-ranging organisational improvement process, the Management Excellence Programme, was undertaken. The programme included two working groups on HRM, 'Developing a Human Resources Strategy and Strategic Function', and 'Staff Deployment Process'.

In September 1996, on the basis of the results from these working groups, the UNICEF Executive Director instructed Regional Directors and Representatives to give attention to the improvement of Human Resource Management through the development of Office Improvement Plans and the adoption of 360° feedback for performance evaluation. The Executive Directive also committed UNICEF to providing training for 'mastering the basic skills of sound management' and for leadership development.

A strategy document 'A Human Resource Strategy – A Framework for Moving Ahead' was agreed in December 1996. In 1997, an inter-divisional task force recommended measures to strengthen human resources performance management. In August 1999, an interdivisional team published a report on 'UNICEF's Human resource Performance Management System', following which performance review was piloted, becoming by 2000 a part of UNICEF standard management procedure.

From 1996-1999, management training was provided in 96 Country Offices. In 1999, a senior leadership course was developed and a model for leadership development and competencies was developed by DHR. Senior Leaders courses have evolved since that time and are still being provided.

In 2002, UNICEF adopted a new strategic plan, the Medium Term Strategic Plan 2002-2005. This established revised priorities and organisational strategies for the organisation. In response to the need to enhance Human Resource Management to meet the MTSP targets and because of on-going concerns about the human resource function within UNICEF, the Executive Director launched a consultation and action planning exercise. A wide range of UNICEF stakeholders met in Brasilia, Brazil in March 2002 for a consultation with three core objectives; a) to develop a clear strategic vision for the next five years, b) to specify concrete objectives to realise new strategic HR vision, and c) and to identify strategic actions to achieve the HR objectives.

The resulting Change Plan 'Transforming the Human Resources Function in UNICEF - A Change Plan for Human Resources for the Medium-Term Strategic Plan (MTSP) 2002 – 2005 and Beyond' was agreed in June 2002. The 'Brasilia Change Plan' included five core elements:

1. Development and implementation of a corporate strategic HR planning function.
2. Redesign of the recruitment, selection, and placement process to get the right people to the right place at the right time.

3. Strengthening of career and staff development within the context of a tripartite partnership between individual staff, supervisors and the organisation.
4. Enhancement of results-based performance management to complement organisational emphasis on results-based programming and management.
5. Mainstreaming of staff wellbeing into human resources management (HRM) to promote dedication, commitment, and optimum output while helping staff to maintain a healthy work/personal life balance.

The Mid-Term Review (MTR) of the current MTSP was undertaken in 2004. As the MTR document acknowledges, Operations³⁴, including HRM, was given only limited attention. Even so, HRM emerged as the major management concern. The MTR provides important background information on the current and future strategic directions of UNICEF, as does the MTSP 2006-2009, which is in late draft and due to be approved by the Executive Board in September 2005. The September 2004 Global HR Retreat reviewed progress against the Brasilia Change Plan and made detailed recommendations for progressing the plan. Amongst other findings, the retreat concluded that;

- Improvement of the timeliness of Recruitment and Placement in UNICEF is an ongoing challenge that needs further action
- The Performance Management System in UNICEF needed to be reviewed.
- Good results had been achieved in Staff and Career Development, in particular, (1) movement to a multi-faceted approach that includes e-learning and self-directed learning and (2) the P²D framework for career development in UNICEF.

The client for the Strategic Review is the Deputy Executive Director for Operations. The Review will serve as a resource to all senior management, including the recently appointed Executive Director, in planning the future direction, strategy and resourcing of HRM within UNICEF.

The Review will draw on, and be coordinated with, other parallel, related HRM exercises completed or in process. These include:

- A review of the National Professional Category, to be conducted by DHR and completed by end 2005.
- The results of an all-staff questionnaire from the United Nations System Staff College on the Organisational Learning Framework for UNICEF
- A review of the UNICEF PER (Performance Evaluation Report), December 2004
- The Evaluation of the Learning Strategy within the DFID (UK) funded programme of cooperation to strengthen humanitarian emergency response within UNICEF, completed in June 2005.
- The Deputy Executive Director (Operations)'s initiative on mapping of key business processes

Purpose of the Review

The central question to be addressed by the Review is:

“How well UNICEF is managing and enhancing its human resource capacity to reach its strategic objectives?”

³⁴ A UNICEF term used to refer collectively to Finance and Administration, Human Resources, Supply, and Information Technology

Focus and Scope This is a strategic review. It will consider to what extent UNICEF staff has the right competencies to meet the organisation's strategic goals and the measures required to ensure timely recruitment, organisation-wide HR management, coaching and staff development, as well as the provision of efficient personnel services to staff.

The improvement of HRM in UNICEF is seen as a priority for the future success of the organisation. Responsibilities for HRM are dispersed across the organisation, therefore the Review will be system-wide across UNICEF and will examine HRM at HQ, regional and country levels. As the main standard setting and service delivery division, the Division of Human Resources (DHR) will receive particular attention.

The Review will provide an analysis of UNICEF management practice and culture. It will examine progress achieved over the last decade, assess the adequacy of the HR vision in light of the organisational needs emanating from the draft Medium-Term Strategic Plan 2006-2009 and the mandate of the organisation. The Review will take into account the multicultural, multinational nature of the organisation and UNICEF's policies on diversity and gender parity in its work force.

The Review process should contribute to a widely shared analysis and ownership within UNICEF of the organisation's current HRM capacity and steps to be taken to improve HRM in priority areas. The Review will draw widely on the views of staff at all levels.

The Review will draw on current best practice in HRM in general and compare UNICEF HRM practice with that of comparable international agencies. The Review will take account of UN system regulations relating to HR but will not directly address these regulations or other aspects of HRM beyond UNICEF's control.

- Key Questions** The Review will address the following key questions:
1. Does UNICEF have clear and workable HR policies relevant to the strategic goals of the organisation? What impact is UNICEF HR policy and practice having on the achievement of UNICEF strategic goals?
 2. How well suited are UNICEF HRM policy, process, employment contracts and budgeting to the long term maintenance of a skilled UNICEF work force?
 3. Are the accountabilities for HRM clear, understood and fulfilled?
 4. What progress has been made in the implementation of the Brasilia strategy and what factors underlie UNICEF achievements and failings in improving HRM?
 5. To what extent does UNICEF staff have the appropriate competencies to meet the organisation's strategic goals, including priority areas as defined in the MTSP 2006-2009?
 6. To what extent do managers in UNICEF have the competencies to effectively manage resources (human and financial) to achieve the organisation's goals and motivate their teams?
 7. To what extent do UNICEF management culture, management structures and HR systems encourage or constrain effective HRM?
 8. To what extent do UNICEF (non-financial) rewards, incentives, and sanctions encourage managers to be effective in their management of human resources?
 9. To what extent is UNICEF HRM helped or constrained by the HR regulations and procedures of the United Nations system, and to what extent is it free to be creative in generating its own HRM solutions?

10. Does UNICEF have the appropriate HR expertise to support the realisation of its strategic goals, both in DHR and across the organisation?
11. To what extent do UNICEF levels of investment in HR personnel and systems encourage or constrain effective HRM?
12. How efficiently and cost-effectively deployed are the staff resources within the Division of Human Resources, and other HR related posts globally?

Review Phases and Methodology

The Review will run from October 2005 to March 2006 and will be conducted in five phases:

- *Inception*
- *Diagnosis*
- *Strategy Design*
- *Consensus building*
- *Reporting*

Inception

- Finalisation of TORs based on discussion with stakeholders
- Finalising the design of the methodology with the review team, respective team responsibilities (cross-checked with Review Steering Group)
- Development and testing of tools
- Preparation of an Inception Report for agreement by the Steering Group

Diagnosis

Scanning for key issues related to UNICEF performance in HRM, and resulting in a Diagnosis. This phase will include a number of parallel activities:

- Documentation analysis
- Key informant interviews (face-to-face, telephone and conference calls with selected Headquarters, Regional and Country Office staff in a variety of functions including International Personnel and National Officers, ensuring a gender-balance in interviews)
- Email and/or Internet based survey of staff from all Regions
- Publication of Diagnosis report
- The Review team will present the Diagnosis report to the Steering Group and propose priority areas for further detailed research and strategy design
- Agreement of further action, and travel timetable, as appropriate

Strategy Design

- Further analysis in priority areas
- Further interviews and focus groups
- Interviews with external key informants from comparable or related organisations agencies and organisation from which good practice can be gleaned
- Case studies of two UNICEF Regions, including the Regional Office and 2 Country Offices per region (15 days per region)
- Development of Proposals and a Change Plan for the improvement of HRM, especially in the priority areas identified

Consensus Building

Consultation on draft proposals, including presentations to management and staff. Feedback collated and used to prepare the draft final report.

Draft and Final Reports

Reporting The following reports will be generated as part of the Review. Dates are provisional and subject to agreement with the Review team.

Report	Date
Inception Report	October 31 2005
Diagnosis Report, identifying priorities for further research and design, and including a plan for the Strategy Design Phase	December 15 2005
Draft Review Report	February 28 2006
Final Report	March 31 2006

Progress reports and presentations will lead to the production of Draft and Final Review Reports, presenting findings and conclusions, and proposing specific and achievable recommendations for strengthening HRM in UNICEF, addressing the Key Questions, especially related to the Priorities identified in the Diagnosis phase. The Review team leader will be responsible for the completion of the draft and final reports and for presentations of findings to UNICEF.

In addition, the Review will provide observations on the strengths and weaknesses of UN regulations and procedures as they impact on UNICEF, with proposals for improvement, for forwarding and discussion with the Office of Human Resource Management in the United Nations Secretariat.

The report must conform to the UNICEF Evaluation Report Standards and UNICEF Style Guide. The UNICEF Evaluation Office will specify the report format. The final report should be provided in hard-copy and electronic version in Microsoft Word. Any survey data will be provided in Microsoft Office compatible format. All electronic files will be submitted on a CD-ROM. All review products will be wholly owned by UNICEF and cannot be used without UNICEF permission.

Accountability and Management **Review Steering Group**

The team will be chaired by the Deputy Executive Director (Operations), and will include the Director of Human Resources, a representative of the Evaluation Office, a representative of the Global Staff Association and representatives of HQ Divisions. A wider consultative group including Regional Human Resource Officers will be in email contact for consultation with the Regions.

Accountabilities of the Steering Group include:

- Agreement of the Terms of Reference
- Oversight of the short-listing and selection of consultants
- Approval of key aspects of Review design and process and any adjustments to TOR's
- Ensuring the Review process involves key stakeholders adequately to ensure ownership of analysis and recommendations
- Approval of intermediate Review products
- Decision on a post-Review dissemination strategy, prior to full completion of the report
- Approval of the final report

- Once the Review is completed, the Steering Group will issue a management response and an action plan, with a follow-up mechanism, in response to the Review findings and recommendations

UNICEF Evaluation Office

UNICEF Evaluation Office will be the contracting office and will supervise and support the Review Team and with the Review Steering Group. EO responsibilities will include:

- Facilitating the selection process
- Contracting the Review team
- Facilitating discussion and finalisation of TORs with key stakeholders
- Facilitating access to UNICEF information sources including documentation and monitoring data as well as key informants and interviewees

The Review Team

Under the guidance of the UNICEF Evaluation Office and the Review Steering Committee, the Review Team will be responsible for:

- Further developing methodology design
- Implementing the Review with adequate attention to building ownership of common analysis and recommendations
- Development and testing of data collection tools, including questionnaires and interview questions
- Development of any databases needed for processing quantitative and qualitative data
- Systematic data collection and data processing
- Design and facilitation of workshops or meetings
- Preparation and delivery of draft and final reports and presentations

Review Team - Specification

As a whole, the Review team must offer the following demonstrated competencies:

- Proven experience in the review of Human Resource Management in the public or non-profit sectors, especially international and multilateral institutions, especially with one or more UN agency
- Significant knowledge and experience of review, evaluation or redesign of HRM strategy and business processes
- In-depth knowledge of current models for, and good practice in, strategic HRM and organisational change management.
- Consultancy experience in developing countries
- Knowledge of development and humanitarian issues
- Facilitation skills, particularly design of stakeholder consultations exercises
- Experience in the analysis of gender issues related to HRM
- Strong quantitative and qualitative data collection and analysis skills
- Excellent written and verbal communication skills, in English
- Additional language skills – at least one of French or Spanish

The Review team have experience of working in international and multicultural environments. The team will be gender-balanced and, ideally, multinational.

Appendix 2: Schedule of Interviews, Focus Groups, and Workshops

Steering Group

Clair Jones	Senior Advisor Finance, Division of Financial and Administrative Management
Deepak Gupta	Executive Officer – Business Process Review – OED
Jean Quesnel	Director, Evaluation Office
Maria Calivis	Regional Director, CEE/CIS
Masoud Ahmed	Chair, Global Staff Association
Rosemary McCreery	Chief of Staff, Office of the Executive Director
Saad Houry	Director, Division of Policy and Planning
Simon Lawry-White	Senior Programme Officer, Evaluation Office
Steven Allen	Director, Division of Human Resources (DHR)
Toshi Niwa (Chair)	Deputy Executive Director, OED

Contact Group

Anne Skatvedt	Chair of MENA's Regional HR Committee
Anthony Bloomberg	ZAI/WCARO
Barbara Reynolds	Senior Programme Officer, Abuja, Nigeria
Esther Guluma	Deputy Regional Director, ROSA
Hatem Bennys	Operations Officer, Tunis
Isabel Crowley	Senior Programme Funding Officer, PFO
Ismail Ould Cheikh	DRD ESARO
Joanne Hague	Procurement Services Assistant, SD
June Kunugi (Ms.)	Representative in Oman
Luc Chauvin	Prog. Officer, EMOPS
Maria Eleta	Reg. Office, TACRO
Mariam Coulibaly Ndiaye	CAM/WCARO
Mieko Tarui	Deputy Director, DHR
Nagui Kodsí	Chair of the Regional Staff Assn., MENA
Nancy Raphael	Reg. HR Officer, CEE/CIS
Nora Godwin	Deputy Director, DOC
Obai Williams	Regional Operations Officer, EAPRO
Olivia Yambi	UNICEF Representative, Lao
Patrick Hennessy	RO/EAPRO
Philippe testot-Ferry	Senior Programme Officer, RO for CEE/CIS/Baltics
Raju Shrestha	Contracts Officer, SD
Sharad Sapra	Director, Division of Communications
Sona Lakhanpal	Assistant Programme Fundraising Officer, PFO

New York – Individual Interviews

Aboubacry Tall	Organisational Learning and Development Section – DHR
Ann Veneman	Executive Director
Dan Toole	Director, EMOPS
Debbie Prashad	Administrative Assistant, Global Staff Association
Dushyant Joshi	Chief – NYHQ/TACRO
Elias Oyomba	Chief, HR Services Section – DHR
Karin Hulshof	Director, Programme Funding Office
Laila Ismail Khan	Deputy Director, Information Technology Division
Nora Godwin	Deputy Director, Division of Communication
Rohini Da Silva	Deputy Director, DHR

Ruth de Miranda	HR Officer, Policy Unit – DHR
Rudolf Messinger	Chief, Career Development Section – DHR

Focus Group - Former Representatives

Aboubacar Saibou	Chief, PD
Gary Stahl	Deputy Director, PFO
Karin Hulshof	Director, PFO
Kopano Mukelabai	Snr. Health Advisor, PD
Liz Gibbons	Chief Global Policy, DPP
Nancy Terreri	Snr. Health Advisor, PD
Ndolamb Ngokwey	Secretary of Exec. Board
Pascal Villeneuve	Chief, Health Section
Peter McDermott	Chief HIV/AIDS, PD
Teresa Pinilla	Chief America Desk, PD
Thomas Franklin	Snr Prog. Officer HIV/AIDS, PD

Also Focus groups of New York based:

- General Staff
- International Professionals
- Global Staff Association, Executive Committee

Workshop on Strategic Human Resource Management (Geneva, 27/28 February)

Elena Couret	Secretary, UNICEF Cuba
Hatem Bennys	Operations Officer
Ismail Ould Cheikh	Deputy Reg. Director
June Kunugi	Country Rep.
Luc Chauvin	Programme Officer, EMOPS
Mieko Tarui	Deputy Director, DHR
Nancy K. Raphael	Reg. HR Officer
Nora Godwin	Deputy Director, DOC
Olivia Yambi	Country Rep.
Raju Shrestha	Contracts Officer, SD
Simon Lawry-White	Senior Prog. Officer, EO
Steven Allen	Director, DHR

Field Visits

Latin America

Brasilia, Brazil (30-31 January 2006)

Individual Interviews

Alison Sutton	Project Officer, Child Protection
Beth Missiaggia	RH
Dora Lima	RH/Admin.
Else Richwin	Ombudsperson
Ester Anania	UNICEF South Cone Operations Officer
Graça Campos	Human Resources Officer
José Afonso Braga	Manager PSS – Private Sector Section
Manuel Buvinich	Senior Programme Officer
Marcelo Falcão	IT Officer, and Operations Officer a.i
Marie-Pierre Poirier	UNICEF Representative
Silvio Kaloustian	President of the Staff Association
Tânia Dias	Ombudsperson

Focus group - General Service

Andrea Vidal	Projects Section
Fabio Mello	Supply Section
Leticia Sobreira	Comm./Info Section
Regina Gerbi	PSS
Solange Lopes	Projects Section
Vinicius Oliveira	IT

Focus group - National Officer

Flavio Franco	PSS
Helena Silva	Projects
Helio Gonçalves Filho	Finance
Mario Volpi	Projects
Mumtaz Amiri	Fund Control

Nicaragua (8-9 February 2006)

Individual Interviews

Alfredo Missair	UN Resident Coordinator & UNDP Representative
Alma Nubia Garay	HR Assistant
Clemencia Aramburú	Programme Coordinator
Debora Comini	Representative
Erich Fellman	Operations Officer
Ivette Sandino	Ombudsperson/ Basic Health Officer
Olga Moraga	Staff Association President/Communications Officer

Focus Group - Administration

Harold Lopez	Supply Assistant
Mercedes Orozco	Finance Assistant
Ronald Somarriba	IT Officer
Sandra Rivera	Admin. Assistant

Focus Group - National Officers

Ana Lucia Silva	Protection
Anyoli Sanabria	Education

Jose Ramon Espinoza	Hiv/Aids
Víctor Valdivieso	M & E

Focus Group - International Staff

Lars Krogsdam	Public Policies
Nienke Swagemakers	Water & Environment
Ana de Veciana	Hiv/Aids

Panama – Regional Office & Country Office (3-4 February 2006)

Individual Interviews

Christian Larsson	Regional IT Officer / Ombudsperson
Edward Madinger	Deputy Regional Director
Fernando Carrera	Panama CO Representative
Haleem Lone	Regional Planning Officer / "SPO"
Luis Oliveros	Regional Operations Officer
Nils Kastberg	Regional Director
TACRO Human Resources Team	

Focus Group - Senior Management Staff / Advisors (P4 - P5)

David Girling	Sr. Regional Officer
Diego Zorrilla	Regional Emergency Officer
Paulo Froes	Regional Immunization Officer
Robert Cohen	Regional Communication Officer
Saville Kushner	Regional M&E Officer
Susana Sottoli	Regional Advisor Social Policy

Meeting - Staff Association

Eyra Osorio	Staff Association members
Gloriana Lopez	Staff Association members
Jacqueline Smith	Staff Association members
Jose Picans	Staff Association members
Oswaldo Legon, President of the Staff Association	President of the Staff Association

Focus Group - Panama CO

Ana Nestorovic	Programme Assistant
Luis Romero	
Miguel Cuellar	Programme Officer
Raisa Ruiz	
Tatiana Salazar	Secretary

Focus Group - GS Staff

Juliana Dolum	Senior Budget Assistant
Leysin de Leon	Health, Immunization, Nutrition and Gender Assistant
Luis Carlos Rodriguez	Driver
Marianela Deva	Education and Social Policy Assistant
Olga Bragin	Administrative Assistant
Priscilla Fernandez	PL & M Assistant
Rebeca Salazar	Operations Assistant
Vilma Esquivel	Regional Fund Raising Assistant

Focus Group - Female GS Staff

Aida Mendez	Programme Assistant
Eyra Osorio	Administrative Assistant
Geneva Garcia	Communication Assistant
Gladys Hauck	
Indira Palomino	Programme Assistant - Child Protection
Katherine Reid	Administrative Assistant
Maria Eleta	Principal Secretary
Naura Lopez	IT Assistant

Focus Group - GS Staff

Alberto Chavarria	Driver
Annette Henriquez	Administrative Assistant
Benigno de Leon	IT Assistant
Edgar Gonzalez	Supply Assistant
Eduardo Cherry	General Services
Erick Solis	Programme Assistant
Jacqueline Smith	Sr. Secretary

**Focus Group - NO & Entry level IP Staff
(P2 - P3)**

Alma Jenkins	Multi-Country Programme Officer
Astrid Marschatz	IP Staff
Gonzalo Bell	IP Staff
Ivan Yerovi	Emergency Project Officer
José Picans	National Officer - IT
Liv Indreiten	Project Officer

Middle East & North Africa**Amman – Regional Office (6/7 February 2006)****Individual Interviews**

Azimur Rahman	Regional HR Officer
Don McLean	Operations Officer - CSU
Fawzieh Abu Hadba	Sr. HR Assistant
Hind Lara Mango	Communication Office
Krishna Belbase	Regional M&E Officer
Maha Homs	Project Officer ECD/Protection
Maysoun Ghawi	Staff Association/Ombudsperson
Mohamed Cisse	Regional Planning Officer
Nageeb Khalifa Mahgoub	Regional Operations Officer
Nasser Moeini	Programme Officer / OIC Rep – Country Office
Reem Najjar	Ombudsperson
Tom McDermott	Regional Director

Iraq Support Centre in Amman (ISCA)

Individual Interviews

Deen Kaphle	Operations Officer (& on behalf of HR Officer)
Geeta Verma	Senior Programme Officer
Mohammed Bile	Ombudsperson
Roger Wright	Representative
Sardar Dohuki	Staff Association Chair

Focus Group – International Professionals

Annie Asadoor	Finance
Ban Dhayi	Communication
Charlie	WES
Hatim George	Planning Officer
Kannan Nadar	Project Officer - WES
Lina Jalouqa	Asst. Communication Officer
Magd El-Gazzar	Finance Officer
Maman Sidkou	Sr. Project Officer – Learning & Development
Momtazul	S&L
Patrizia Di Giovanni	Sr. Project Officer – Child Protection
Sardar Mohammed	Programme Officer - Child Protection
Sayed Ahmady	Logistics Officer
Shanti Kaphle	Mines Risk Officer
Vinod Alkari	Sr. Project Officer, WES
Wa'el Alashhad	Contract Officer – Supply & Logistics
Wafa Ablahad	Asst. Supply Officer
Yumi Bae	Monitoring & Evaluation Officer

Focus group – General Staff

Bahzad Pasha	Contract Asst., Supply & Logistics
Bassam Albeir	Finance Assistant
Dana Dhaher	IT Assistant
Eman Jawad	Sr. Human Resources Assistant
Fadia Alwan	Principal Assistant – Rep's Office
Hanan Al Shamma	Administrative Assistant
Kohar Nazarian	Budget Assistant
Lujaen Bazirgan	Finance Assistant
Mina Al-Awsi	Contract Asst., Supply & Logistics
Mohammed	HR
Muna Sheraeda	Administrative Assistant
Nabeel Al-Gharawy	Sr. IT Assistant
Reem Al-Bustani	Project Asst. – Learning & Development
Sammy	Administration
Tamara	H&N
Zainab Al-Azzami	Asst. Project Officer - WES

South Asia

Dhaka, Bangladesh

Individual Interviews

Louis-George Arsenault	Representative
Rosella Morrelli	Sr. Programme Officer (SPO)
Susan Alberi	Sr. Operations Officer (SOO)
Tayyeba Nasir	Human Resources Officer

Focus Groups

- Staff Association (UBSA)
- Section Chiefs/CMT
- Other International Staff (P2, P3, P4)
- National Professional Officers (NOB and NOC)
- General Staff

Kathmandu – Regional Office

Individual Interviews

Ester Guluma	Deputy Executive Director
Deepak Gupta	Regional Operation Officer
Serap Maktav	Regional Adviser for Child Protection
Stig Lindblom	Regional IT Officer & Chairperson Staff Association
Susan Durston	Regional Education Adviser
Satish Raj Pandey	Health Officer

Focus Groups

- G Staff including Staff Rep
- SPOs & Planning Officers for ROSA

Western and Central Africa

Dakar, Senegal – Regional Office

Abdoulaye Sadio	Staff Association Rep/ Reg. M&E Officer
Audrey Jonsson	Sr. Operations Officer
Avril Slade	Human Resources Officer
Francis Turner	Representative, Mali
Gianni Murzi	Regional Director
Sidyia Ould El Hadj	Sr. Programme Officer

Focus Groups

Operations & HR/Secretary/Asst.
HIV/Protection/Education/Planning
Communication/ECD/Health/Emergency

Dakar, Senegal – Country Office

Individual Interviews

- Ian Hopwood, Representative
- Senior Programme Officer
- Human Resources Officer

Focus Group

Available staff (no list available)

Accra, Ghana – Country Office

Individual Interviews

Abdurahman Hersi	Operations Officer
Dorothy Rozga	Representative
Gifty Ankorah	HRM Officer
Liv Elden	Programme Coordinator
Theophilus Wellington	Staff Association Chairperson

Focus Groups (IP, NO & GS)

- Education
- Health/Nutrition
- Supply & IT
- Administration/Finance
- Female IP

Also met from the region:

- Senior Programme Officer, Liberia
- Representative, Mali

Implementation Phase - Workshops

Workshop on HRM (New York, 5 and 6 April 2006)

Kagabo, Louise Marie	HR Officer, Nigeria
Pitaksuntipan, Surangkana	Chief HR, Supply Division, Copenhagen
Christensen, Jeppe Frei	HR Officer, Pakistan
D'Souza, Jacintha	HR Officer, Jordan
Raphael, Nancy K.	Regional HR Officer, Geneva
Mirza, Mohammad	HR Officer, Afghanistan
Yilma, Haimanot	HR Officer, Kenya
Brusa, Antonino	Regional HR Officer, Panama
Hennessy, Patrick	Regional HR Officer, Thailand

Staffing Strategy Workshop (New York, 1st June, 2006)

Steven Allen	Director, DHR
Rohini Da Silva	Deputy Director, DHR
Saad Houry	Director, DPP
Alan Court	Director, PD
Karin Hulshof	Director, PFO
Nora Godwin	Deputy Director, DOC
Dan Toole	Director, EMOPS
Paula Claycomb	Chief, Landmines Unit, EMOPS
Simon Lawry-White	Senior Programme Officer, EO
George Odoom	Global Staff Association
Maria-Solange Auteri	Planning Officer, DHR

Workshop on HRM Policies, Processes, and Procedures (New York, 11-12 May)

Steven Allen	Director, DHR
Rohini De Silva	Deputy Director, DHR
Mieko Tarui	Deputy Director, DHR
Elias Oyomba	Chief, Human Resources Services Section (HRSS)
Dushyant Joshi	Chief, Recruitment & Staffing Services (RSS)
Ruth De Miranda	Chief, Policy and Administrative Law Section (PALS)
Rudolf Messinger	Chief, Talent Management Section (TMS)
Aboubacry Tall	Chief, Organisational & Learning Development Section (OLDS)
Maria-Solange Auteri	HR Planning Officer
Catty Bennet Van Driel	HR Policy Officer
Michael Bickel	HR Officer, Performance Management & Career Development
Thierry Bernier	Assistant HR Officer
Barbara Brown	HR Officer
Janet De Grasse	Head of Global Service Centre
Penelope Curling	Stress Counsellor
Marina Clark	HIV/AIDS in the workplace officer
Liza Gonzales	Assistant HR Officer
Umar Iftikhar	Operations Officer
Mariam Kakkar	Assistant Learning Officer

Christine Nylander	HR Officer
Anders Pettersson	HR Officer, Emergencies and Surge Capacity
Carmen Rex	HR Officer
Rose Simatos	HR Officer
Sophia Zarvos	HR Officer

Workshop on Lever One – Line Manager (Geneva, 29 and 30 June 2006)

Aboubacry Tall	Chief, Organisational Learning and Development, New York
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Appendix 3: All Staff Survey – Summary of Findings

Background

An all-staff Internet survey was conducted by the Evaluation Office in February-March 2006 as part of the UNICEF Strategic Review of Human Resource Management.

The survey included 112 statements each of which respondents were asked to rank according to their level of agreement - strongly disagree, disagree, slightly disagree, slightly agree, agree, strongly agree¹.

The survey results supplement the staff perceptions of the state of human resource management in UNICEF drawn from individual interviews and focus groups during the diagnosis phase of the strategic review².

Approach to the Survey Analysis

Comparing disagree <strongly disagree+disagree+slightly disagree> against agree <strongly agree+agree+slightly agree> does not provide a clear enough analysis of the results. The data has been reorganized to show areas of agreement and disagreement. The focus of reporting here is percentage of respondents 'Agreeing' where Agree= agree+strongly agree, with results re-grouped as follows:

1 strongly disagree	2 disagree	3 slightly disagree	4 slightly agree	5 agree	6 strongly agree
↙ ↘		↙ ↘		↙ ↘	
Disagree		Non-committal		Agree	

Cross-tabulation

The survey results were cross tabulated using the following criteria, looking for statistically significant variances:

- Gender
- Post level (G, P (taken as P+L), D)
- Field versus HQs³ (as well as among regions)
- Age (20-29, 30-39, 40-49, 50-59, 60+)

¹ Apart from the section "How would you rate UNICEF's performance in the following HR practices?" rated as very poor, poor, quite poor, adequate, good, excellent.

² See Diagnosis report and annexes at <http://www.intranet.unicef.org/epp/evalsite.nsf/Site%20Pages/Page020401>

³ HQs means one the HQ locations (New York, Geneva, Copenhagen) plus other centres, Tokyo, Innocenti, Brussels. RO, CO and other field locations are grouped as 'the field'.

By cross-tabulating the results of the survey with the criteria mentioned above, the following key differences were found:

- Women are more negative than men on every statement, though this difference is not always statistically significant;
- P staff tend to be more negative than G and D staff;
- On most points, staff from HQs are more negative than staff from field offices;
- Staff from EAP and TAC regions tends to be the most positive, while staff from CEE/CIS and MENA tends to be the least positive⁴.

From the survey, it appears that the profile of the least satisfied staff member is a woman on a P/L grade, under 50, and working at HQs.

General information on the survey

Responses and demographic information

The report covers the 2303 completed and partially completed surveys.

	Visits⁵	Partials⁶	Completes	
English	2425	457	1363	
French	517	86	246	
Spanish	217	31	120	
TOTAL	3159	574	1729	2303

Demographic information is only available for the completed surveys, as these questions were at the end of the questionnaire.

Number of completed surveys by gender

Women	756
Men	972

Number of completed questionnaires by level

D or higher	41
GS/NO	791
P	695
Prefer not to answer	201

Number of completed and partial questionnaires by region

CEE/CIS	140
East Asia & the Pacific	254
Eastern & Southern Africa	354
Middle East & Northern Africa	189
South Asia	396
The Americas & Caribbean	221
West & Central Africa	336
UNICEF HQ (New York, Geneva, Copenhagen)	366
Other Centres (IRC, Tokyo, Brussels, etc.)	24

⁴ The details of the variations between regions is not included here. This will be separately analysed and the results sent to Regional Directors

⁵ Number of times the first page of the survey was viewed, also known as click-through rate. It includes partial, completes and anyone who visited the first page but did not answer the survey questions.

⁶ Number of respondents who began taking the survey but did not complete.

Survey Summary Results

Results are reported using the following format:

Statement %Agree

- ❖ Statistically significant variance 1
- ❖ Statistically significant variance 2
- ❖ Comments

Job satisfaction and fit

Respondents feel their work makes a real difference for children, that they fit well their job and are fairly positive about working conditions. Staff members are clearly confident that they have the skills to do their jobs but are not so sure that their full potential is being used. There are concerns that job descriptions are not regularly updated and some fear of repercussions from raising problematic issues. Staff gave a low rating for the acceptability of stress levels and their job giving them space to take care of their responsibilities outside work.

81%-100%	<p><u>I have the skills I need to do my job well. 86%</u></p> <ul style="list-style-type: none"> ❖ Women 85% Agree less than Men 89%.
61%-80%	<p><u>I feel my work makes a real difference for children. 74%</u></p> <ul style="list-style-type: none"> ❖ Women 70% Agree less than Men 81%. ❖ Staff from HQs (62%) Agree less than staff from the field (77%). ❖ Staff under 50 Agree least.
41%-60%	<p><u>I have the opportunity to say what I think in meetings. 55%</u></p> <ul style="list-style-type: none"> ❖ Women (52%) Agree less than Men (61%). ❖ G (53%) and P (58%) staff Agree less than D staff (85%). ❖ Staff members aged 30-50 Agree least. <p><u>My working conditions allow me to do my job well. 52%</u></p> <ul style="list-style-type: none"> ❖ Non-committal 36%. ❖ Women (48%) Agree less than Men (56%). ❖ P staff (44%) Agree less than G (58%) and D (61%) staff. ❖ Staff from HQs (39%) Agree less than staff from the field (55%). <p><u>I feel motivated and able to work at full capacity. 50%</u></p> <ul style="list-style-type: none"> ❖ Women (45%) Agree significantly less than men (58%). ❖ Staff from the HQs (40%) Agree less than staff from the field (52%) ❖ Staff under 50 Agree least. <p><u>My experience and competences are used to the full in UNICEF. 46%</u></p> <ul style="list-style-type: none"> ❖ Women (42%) Agree less than men (50%). ❖ Staff from HQs (31%) Agree less staff from the field (49%). ❖ Staff under 50 Agree least.
21%-40%	<p><u>I can raise problematic issues without fear of repercussions. 39%</u></p> <ul style="list-style-type: none"> ❖ G (34%) and P (45%) staff Agree less than D staff (61%). ❖ Staff under 50 Agree least. <p><u>The stress level I experience at work is generally acceptable to me. 39%</u></p> <ul style="list-style-type: none"> ❖ Women (37%) Agree less than Men (44%). <p><u>My job allows me to take care of my family and personal responsibilities. 35%</u></p> <ul style="list-style-type: none"> ❖ Non-Committal 41%. ❖ D staff (34%) Agree less than G staff (43%). ❖ Staff aged 40-60 Agree least. <p><u>My job description is updated regularly in line with changes in my role. 32%</u></p> <ul style="list-style-type: none"> ❖ Women 27% Agree less than Men 38%. ❖ Staff from HQs (20%) Agree less than staff from the field (34%). ❖ Staff under 50 Agree least.
0-20%	

My job

Staff members are satisfied with their job in terms of performance objectives, accountability, contribution and quality of their work. However, on all points in this section, staff from HQs are significantly less satisfied with their job than staff in the field.

81%-100%	
61%-80%	<p><u>I am held accountable for achieving results. 73%</u> ❖ Staff from HQs (61%) Agree less than staff from the field (75%).</p> <p><u>I am satisfied with the quality of the work I do for UNICEF. 71%</u> ❖ Staff from HQs (66%) Agree less than staff from the field (72%).</p> <p><u>I have clear performance objectives and I know what results I am expected to achieve. 68%</u> ❖ Women (65%) Agree less than Men (73%). ❖ Staff from HQs (52%) Agree less than staff from the field (71%). ❖ Staff aged 20-29 Agree the least.</p>
41%-60%	<p><u>I am encouraged to contribute to priorities beyond my immediate responsibility. 59%</u> ❖ G staff (56%) Agree the least, D staff (71%) Agrees the most. ❖ Staff from HQs (51%) Agree less than staff from the field (60%).</p>
21%-40%	
0%-20%	

Professional development

A majority of staff members are dissatisfied with their professional development in UNICEF. There is a relatively low satisfaction rate for learning opportunities, quality of training, as well as guidance and feedback. The majority of staff spent less than 5 days professional time on personal development in the last year but one third spent 10 days of their own time for this purpose.

81%-100%	
61%-80%	
41%-60%	<p><u>In the past year, I have had opportunities to learn and grow at work. 49%</u> ❖ P (49%) and G (48%) staff Agree less than D staff (66%). ❖ Staff from HQs (42%) Agree less than staff from the field (50%). ❖ Staff aged 30-50 Agree the least.</p>
21%-40%	<p><u>The training I have received in UNICEF has made a real difference to my job performance. 37%</u> ❖ P (32%) and D (32%) staff Agree less than G staff (42%). ❖ Staff from HQs (30%) Agree less than staff from the field (40%). ❖ Staff under 50 Agree the least.</p> <p><u>UNICEF provides the formal and informal learning opportunities I need to do my job better. 36%</u> ❖ P staff (31%) Agrees less than G (38%) and D (42%) staff. ❖ Staff from HQs (25%) Agrees less than staff from the field (37%).</p> <p><u>I receive regular helpful feedback that supports my learning and development. 31%</u> ❖ Staff from HQs (23%) Agree less than staff from the field (32%).</p> <p><u>I have a mentor in UNICEF (other than my supervisor) who supports my professional development. 22%</u> ❖ Women, P level staff and staff from HQs especially Disagree.</p>
0%-20%	

In the past 12 months, I have spent the following workdays on my professional development

- ❖ 61% spent less than 5 workdays on their professional development.
- ❖ 28% spending no days at all.
- ❖ D level staff spent the least number of workdays on their professional development.

In the past 12 months, I have spent the following personal days on my professional development.

- ❖ 74% spent at least one personal day on professional development.
- ❖ 34% spending more than 10 days.
- ❖ D level staff spent the most number of personal days on their professional development.

Career development

A majority of respondents are quite pessimistic about their career development in UNICEF: with quite low confidence in advancement of their career and even lower satisfaction in the support received for their career development. Respondents were positive about having taken the initiative to develop their own competencies.

81%-100%	
61%-80%	<p><u>I take the initiative to develop the skills and competencies that will assist in my career development. 72%</u></p> <ul style="list-style-type: none"> ❖ D staff (81%) Agree the most. ❖ Staff from HQs (63%) Agree less than staff from the field (74%)
41%-60%	<p><u>I am confident that I will be able to advance my career in UNICEF. 43%</u></p> <ul style="list-style-type: none"> ❖ Non-committal 35%. ❖ Women (37%) Agree less than Men (50%). ❖ P (41%) and G (43%) staff Agree less than D staff (59%). ❖ Staff from HQs (38%) Disagree while staff from the field Agree (42%). ❖ Staff over 50 Agree the least.
21%-40%	<p><u>I receive support in planning my career development at UNICEF. 22%</u></p> <ul style="list-style-type: none"> ❖ P staff (18%) Agree less than D staff (27%). ❖ Staff from HQs (56%) Disagree significantly more than staff from the field (32%).
0%-20%	

I see myself staying with UNICEF for...

- ❖ Less than 2 years (10%), 2-5 years (19%), 5-10 year (20%), and the rest of their career (27%)
- ❖ Men see themselves staying longer in UNICEF than women do.
- ❖ More D level staff (46%) see themselves staying in UNICEF less than 5 years than G (25%) and P (31%) level staff.
- ❖ Staff over 40 see themselves staying in UNICEF for longer than those under 40.

UNICEF practices and culture

Overall respondents are dissatisfied with UNICEF's practices and culture. Most feel that there is favoritism and discrimination and that workload is unfairly distributed. Only a few feel that UNICEF is an environment of trust where inappropriate behaviors are sanctioned, calculated risks are taken, and conflicts are dealt with proactively. There is wide agreement that UNICEF needs to recruit new people with new skills, especially from P and D staff, but some skepticism that UNICEF is able to find the skills it needs when it needs them. Respondents are quite positive about UNICEF's ability to recruit the 'right people, right place, right time' for emergency response

81%-100%	
61%-80%	<p>Women and men are treated equally in this office/division/centre. 63%</p> <ul style="list-style-type: none"> ❖ No significant difference between Men and Women. ❖ P staff (57%) Agrees less than G staff (65%). ❖ Staff from HQs (39%) Agree less than staff from the field (67%).
41%-60%	<p>To meet the organizations goals in the future, UNICEF will need to recruit new people with new skills. 58%</p> <ul style="list-style-type: none"> ❖ G staff (49%) Agreeing significantly less than P (70%) and D (93%) staff. ❖ Staff from HQs (63%) Agree more than staff from the field (58%). <p>UNICEF can respond to major emergencies with 'right people, right place, right time'. 47%</p> <ul style="list-style-type: none"> ❖ 35% Non-committal. ❖ D (32%) and P (38%) staff Agree less than G staff (54%). ❖ Staff from HQs (43%) Agree less than staff from the field (48%).
21%-40%	<p>We work in an atmosphere of trust. 36%</p> <ul style="list-style-type: none"> ❖ 40% Non-committal. ❖ Women (31%) Agree less than men (42%). ❖ P staff (30%) Agree less than D (37%) and G (40%) staff. ❖ Staff from HQs (37%) Disagree, while staff from the field (38%) Agree. ❖ Staff aged 30-50 Agree the least. <p>UNICEF encourages people to express diverse opinions. 35%</p> <ul style="list-style-type: none"> ❖ Non-committal 44%. ❖ Women (32%) Agree less than Men (38%). ❖ P staff (30%) Agree less than G (38%) and D (39%) staff. ❖ Staff from HQs (23%) Agree less than staff from the field (37%). <p>UNICEF knows how to recruit people with the competencies it needs, when it needs them. 33%</p> <ul style="list-style-type: none"> ❖ 40% Non-committal. ❖ Women (29%) Agree less than men (37%). ❖ D (24%) and P (24%) staff Agree less than G staff (38%). ❖ Staff from HQs (42%) Disagree, Staff from the field (37%) Agree. ❖ Staff aged 40-49 Agree the least. <p>We take calculated risks to achieve organizational goals rather playing it safe. 28%</p> <ul style="list-style-type: none"> ❖ 41% Non-committal. ❖ Women (24%) Agree less than men (34%). ❖ G staff (19%) do not know. ❖ Staff from HQs (32%) Disagree more than staff from the field (14%). ❖ Staff under 50 Agree the least. <p>Conflicts are dealt with in a proactive and constructive manner. 27%</p> <ul style="list-style-type: none"> ❖ Non-committal 43%. ❖ Women (23%) Agree less than Men (31%). ❖ D staff (17%) Agree less than G staff (32%). ❖ Staff from HQs (39%) Disagree more than staff from the field (21%). <p>Organizational sanctions are used to deal with inappropriate behavior. 26%</p> <ul style="list-style-type: none"> ❖ 39% Non-committal, 19% not knowing. ❖ Women (22%) Agree less than Men (33%). ❖ P staff (22%) Agree less than G staff (31%). ❖ Staff from HQs (33%) Disagree more than staff from the field (19%). ❖ Staff aged 30-50 Agree the least. <p>There is no favoritism or discrimination in UNICEF. 22%</p> <ul style="list-style-type: none"> ❖ Women (20%) Agree less than Men (25%) ❖ P staff (45%) Disagree more than D (34%) and G (36%) staff. ❖ Staff from HQs (58%) Disagree more than staff from the field (34%). ❖ Staff aged 40-60 are more negative. <p>The workload is distributed fairly. 21%</p> <ul style="list-style-type: none"> ❖ Non-committal 44%. ❖ Women (17%) Agree less than Men (25%). ❖ D staff (41%) Disagree the most. ❖ HQs (49%) Disagree more than staff from the field (30%). ❖ Staff below 30 Agree the least.
0%-20%	

Management and Supervision

On management competencies, less than half of the respondents Agree that managers have the competencies and the people management skills required to do their job well. Staff aged between 40 to 49 feel most negative about management competencies, and there was a high level of non-committal responses. Most respondents report a quite positive relationship with their supervisor in relation to acknowledgement of good performance, open dialogue, and support for staff taking initiative. Staff are less positive about supervisors' ability to provide coaching and support and preparation for future developments in the organization. P staff tend to be the least satisfied with their supervisors.

81%-100%	
61%-80%	<p><u>My supervisor recognizes me for good performance. 68%</u></p> <ul style="list-style-type: none"> ❖ P (68%) and G (69%) Agree less than D staff (76%). ❖ Staff aged 30-49 Agree the least. <p><u>I have completed a performance review with my supervisor in the past 12 months. 64%</u></p> <ul style="list-style-type: none"> ❖ D staff (54%) Agree less than P (67%) and G (68%). ❖ Staff aged 40-49 and over 60 Agree the least. <p><u>I feel comfortable telling my supervisor when I have a problem at work. 64%</u></p> <ul style="list-style-type: none"> ❖ Women (61%) Agree less than men (69%). ❖ P (64%) and G (65%) staff Agree less than D staff (78%). ❖ Staff from HQs (58%) Agree less than staff from the field (65%) <p><u>My supervisor encourages me to use my initiative and judgment to achieve my work objectives. 64%</u></p> <ul style="list-style-type: none"> ❖ Staff from HQs (59%) Agree less than staff from the field (65%).
41%-60%	<p><u>My supervisor coaches and supports me when I need it. 49%</u></p> <ul style="list-style-type: none"> ❖ P (42%) and D (44%) staff Agree less than G staff (54%). ❖ Staff from HQs (41%) Agree less than staff from the field (51%). <p><u>Managers have the competencies to do their job well. 47%</u></p> <ul style="list-style-type: none"> ❖ 37% Non-committal. ❖ Women (44%) Agree less than men (50%). ❖ P staff (42%) Agree less than G (49%) and D (63%) staff. ❖ Staff from HQs (33%) Agree less than staff from the field (49%). ❖ Staff aged 40-49 Agree the least.
21%-40%	<p><u>My supervisor helps me to prepare for future developments in the organization 39%</u></p> <ul style="list-style-type: none"> ❖ 35% Non-committal. ❖ Staff from HQs (30%) Agree less than staff from the field (41%). <p><u>Managers have been appointed because of their competence and leadership capacity 35%</u></p> <ul style="list-style-type: none"> ❖ P (31%) and G (36%) staff Agree less than D (66%) staff. ❖ Staff from HQs (38%) Disagree, while staff from the field (37%) Agree. ❖ Staff aged 40-49 Agree the least. <p><u>Managers have good people management skills. 33%</u></p> <ul style="list-style-type: none"> ❖ 43% Non-committal. ❖ Women (28%) Agree less than men (37%). ❖ P staff (28%) Agrees less than G (34%) and D (46%) staff. ❖ Staff from HQs (20%) Agrees less than staff from the field (35%).
0%-20%	

My experience as a supervisor in UNICEF

Most supervisors rate themselves highly on their performance as supervisors, especially their ability to manage their team, objective setting and helping staff with personal and career development (while staff rated their supervisors less highly). Supervisors feel they are held accountable for frank performance evaluations. However, there is much less confidence in the performance management and other HR systems allowing them to encourage good performance or address under-performance. Few supervisors received training and support as a new supervisor. Staff from HQs as well as P staff tend to be the least satisfied with their performance.

81%-100%	<p><u>With my staff, I am ready and able to discuss, advise and act in relation to Objective setting and work planning. 91%</u></p> <ul style="list-style-type: none"> ❖ No significant difference between gender, post levels and regions. ❖ Staff under 30 Agree the least. <p><u>I am confident of my ability to manage my team. 88%</u></p> <ul style="list-style-type: none"> ❖ No significant difference between gender, post level or region. ❖ Staff under 30 Agree the least.
61%-80%	<p><u>I am held accountable for completing fair and frank performance evaluations. 76%</u></p> <ul style="list-style-type: none"> ❖ D staff (56%) Agree less than P (76%) and G (84%) staff. ❖ Staff from HQs (66%) Agree less than staff from the field (78%). <p><u>With my staff, I am ready and able to discuss, advise and act in relation to Personal development and career development. 74%</u></p> <ul style="list-style-type: none"> ❖ Staff from HQs (69%) Agree less than staff from the field (75%). <p><u>With my staff, I am ready and able to discuss, advise and act in relation to Managing stress/work-life balance. 64%</u></p> <ul style="list-style-type: none"> ❖ Staff from HQs Agree (57%) less than staff from the field (63%). <p><u>I have completed the performance evaluation for all staff reporting directly to me for 2005. 64%</u></p> <ul style="list-style-type: none"> ❖ Staff from HQs (67%) Agree more than staff from the field (63%). <p><u>I have a good understanding of UNICEF Human Resources policies and procedures. 61%</u></p> <ul style="list-style-type: none"> ❖ D staff (79%) Agree more than P (63%) and G (51%) staff. ❖ Staff under 30 Agree the least. <p><u>With my staff, I am ready and able to discuss, advise and act in relation to Grievances. 61%</u></p> <ul style="list-style-type: none"> ❖ No significant difference between, gender, post levels and regions.
41%-60%	<p><u>With my staff, I am ready and able to discuss, advise and act in relation to Benefits and contractual issues (renewal of contract, abolition of post). 60%</u></p> <ul style="list-style-type: none"> ❖ No significant difference between, gender, post levels and regions. <p><u>With my staff, I am ready and able to discuss, advise and act in relation to Their fit with UNICEF/possibility of leaving UNICEF. 54%</u></p> <ul style="list-style-type: none"> ❖ No significant difference between, gender, post levels and regions. <p><u>In UNICEF, I have the tools and support I need to manage staff effectively. 49%</u></p> <ul style="list-style-type: none"> ❖ 42% Non-committal. ❖ Staff from HQs (31%) Agree less than staff from the field (52%). ❖ Staff under 30 Agree the least. <p><u>Our performance management system allows me to encourage high performance. 47%</u></p> <ul style="list-style-type: none"> ❖ 37% Non-committal. ❖ P and D (both 44%) Agree less than G staff (59%). ❖ Staff from HQs (33%) Agree less than staff from the field (50%). ❖ Staff under 30 Agree the least.
21%-40%	<p><u>Our performance management system allows me to address under-performance. 37%</u></p> <ul style="list-style-type: none"> ❖ 42% Non-committal. ❖ P staff (31%) Agree less than D (38%) and G (44%) staff. <p><u>UNICEF HR systems give me the management information I need to meet my HR responsibilities. 34%</u></p> <ul style="list-style-type: none"> ❖ 41% Non-committal. ❖ P staff (31%) Agree less than D (38%) and G (44%) staff. ❖ Staff from HQs (42%) Disagree, Staff from the field (36%) Agree.
0%-20%	<p><u>When I first became a supervisor, I received training and support to develop the competencies needed for the job. 10%</u></p> <ul style="list-style-type: none"> ❖ D staff (21%) Agrees significantly more than P (10%) and G (8%) staff. ❖ Staff under 50 Agree the least.

Leadership in UNICEF

Senior managers were given a modest ranking for their leadership, with a large proportion of non-committal ratings, while respondents gave a low rating to UNICEF's ability to identify future leaders. P staff and staff from HQs are more dissatisfied with senior managers' performance.

81%-100%	
61%-80%	
41%-60%	<p>Senior managers set and communicate clear goals which staff can follow. 42%</p> <ul style="list-style-type: none"> ❖ 37% Non-committal. ❖ Women (39%) Agree less than men (46%). ❖ P staff (35%) Agree less than D (44%) and G (46%) staff. ❖ Staff from HQs (33%) Disagree, staff from the field (47%) Agree.
21%-40%	<p>Senior managers communicate the implications of UN Reform for UNICEF's work. 39%</p> <ul style="list-style-type: none"> ❖ 37% Non-committal. ❖ P staff (33%) Agree less than D (37%) and G (40%) staff. ❖ Staff from HQs (35%) Disagree, Staff from the field (43%) Agree. ❖ Staff under 30 Agree the least. <p>Senior managers are effective in leading change. 36%</p> <ul style="list-style-type: none"> ❖ 41% Non-committal. ❖ D (27%) and P (30%) Agree less than G staff (40%). ❖ Staff from HQs (31%) Disagree, Staff from the field (40%) Agree. ❖ Staff aged 40-49 Agree the least. <p>Senior managers model the 'UNICEF Guiding Principles for Staff Commitment and Conduct' in their daily actions. 35%</p> <ul style="list-style-type: none"> ❖ 35% Non-committal. ❖ P staff (31%) Agree less than G (37%) and D (46%) staff. ❖ Staff from HQs (15%) Agree less than staff from the field (40%). ❖ Staff under 50 Agree the least. <p>UNICEF has clear, effective mechanisms for identifying and developing future leaders/managers. 23%</p> <ul style="list-style-type: none"> ❖ Women (19%) Agree less than men (26%). ❖ P (14%) and D (17%) Agree less than G staff (28%). ❖ Staff from HQs (46%) Disagree, Staff from the field (25%) Agree.
0%-20%	

When I need HR help/advice, the first place I turn to is....

At field level, the main source of HR help/advice is the Operations or HR officer followed by the UNICEF Intranet. Other sources of help/advice include colleagues and supervisors. D staff are more likely to turn to DHR for help/advice. For staff at HQs, the main source of HR help/advice is other colleagues or the Intranet.

UNICEF Intranet

The Intranet is seen as a useful source of information on HR policy and procedure while the Learning Web has a low take-up. The Intranet is least used by D staff and staff from HQs.

81%-100%	
61%-80%	<p>I can readily access information on UNICEF human resources policies and procedures. 70%</p> <ul style="list-style-type: none"> ❖ No significance difference between genders and post levels. ❖ Staff from HQs (56%) Agree less than staff from the field (73%).
41%-60%	<p>The UNICEF Intranet is a useful source of information and tools for personal and/or career development. 60%</p> <ul style="list-style-type: none"> ❖ D staff (46%) Agree less than P (52%) and G (64%) staff. ❖ Staff from HQs (36%) Agree less than staff from the field (64%) <p>I regularly consult the UNICEF vacancy bulletins online. 54%</p> <ul style="list-style-type: none"> ❖ P staff (67%) Agree more than D (49%) and G (44%) staff.

	<ul style="list-style-type: none"> ❖ Staff from HQs (57%) Agree more than staff in the field (53%).
21%-40%	<p>I make frequent use of the Learning Web. 28%</p> <ul style="list-style-type: none"> ❖ 47% Non-committal. ❖ P (26%) and D (27%) staff use the Learning Web less than G staff (38%). ❖ Staff from HQs (55%) use the Learning Web far less than staff from the field (61%).
0%-20%	

HR Advise, Action and Application of Policy

Most respondents know where to get advice and seem quite satisfied with the friendliness and courtesy of the service received from HR advisors. However, they are less satisfied with the ability of HR advisors to take action and less than a quarter of respondents are satisfied with the quality of advice received from HR advisors, with between 47% and 51% of respondents Non-Committal. Less than 30% find that UNICEF's HR policies are clear, easily understood and fairly and consistently applied, with more than 45% Non-committal. The least satisfied staff members are at P level and work in HQs.

81%-100%	
61%-80%	
41%-60%	<p>Depending on my query, I know where to get HR advice. 60%</p> <ul style="list-style-type: none"> ❖ 54% of P staff knows significantly less than G (64%) and D (73%) staff. ❖ Staff from HQs (46%) know less than staff from the field (62%). <p>My queries are dealt with in a friendly, courteous manner. 55%</p> <ul style="list-style-type: none"> ❖ P (54%) and G (56%) staff Agree significantly less than D staff (66%). ❖ Staff from HQs (50%) Agree less than staff from the field (55%). ❖ Staff aged 30-49 Agree the least. <p>HR advisors/administrators provide advice in a timely manner. 42%</p> <ul style="list-style-type: none"> ❖ 39% Non-committal. ❖ P staff (37%) Agree less than G (45%) and D (49%) staff. ❖ Staff from HQs (33%) Agree less than staff from the field (44%).
21%-40%	<p>The HR advice I received on HR policy and practice are high quality. 39%</p> <ul style="list-style-type: none"> ❖ P staff (36%) Agree less than G (41%) and D (48%) staff. ❖ Staff from HQs (30%) Agree less than staff from the field (41%). <p>UNICEF HR policies are clear and easily understood. 32%</p> <ul style="list-style-type: none"> ❖ Women (26%) Agree less than men (37%). ❖ D (27%) and P (26%) Agree less than G staff (35%). ❖ Staff from HQs (19%) Agree less than staff from the field (35%). ❖ Staff under 30 Agree the most. <p>UNICEF HR policies are fairly and consistently applied. 26%</p> <ul style="list-style-type: none"> ❖ Women (22%) Agree less than men (28%). ❖ D and P staff (both 19%) Agree less than G staff (29%). ❖ Staff from HQs (29%) Disagree, Staff from the field (35%) Agree. <p>The HR advice I received on personal development and career development are high quality. 23%</p> <ul style="list-style-type: none"> ❖ 26% Disagree. ❖ D and P staff (both 15%) Agree less than G staff (26%). ❖ Staff from HQs (59%) Agree less than those from the field (74%).
0%-20%	<p>The HR advice I received on Managing stress/work-life balance are high quality. 20%</p> <ul style="list-style-type: none"> ❖ P (12%) and D (17%) Agree less than G staff (51%). ❖ Staff from HQs (40%) Disagree more than those from the field (28%).

Staff association

Most respondents are clear on who their staff representative is and the role of their staff association. However, a large majority do not often seek help/advice, especially women, staff at P level and those working in HQs.

81%-100%	I know who my staff representative is. 88% ❖ P staff (85%) Agree less than G (92%) and D (95%) staff. ❖ Staff from HQs (66%) Agree less than those from the field (93%).
61%-80%	I am clear about the role of my staff association. 61% ❖ P staff (55%) Agree less than G and D staff (both 66%). ❖ Staff from HQs (44%) Agree less than those from the field (64%). ❖ Staff under 30 Agree the least.
41%-60%	I have often sought help/advice from my staff association. 22% ❖ 41% Disagreeing. ❖ Women (19%) Agree less than men (25%). ❖ P and D (both 15%) staff Agree less than G (28%) staff. ❖ Staff from HQs (4%) have sought less advice/help than those from the field (25%).
0%-20%	

How would you rate UNICEF's overall performance in the following HR practices?

Less than 30% of respondents rate UNICEF HR practices as Good. Payment of salary and benefits, staff security and assignment of benefits and entitlements are rated best, while succession planning; career management; staff placement and staff rotation; as well as staff well-being and stress management are rated less well. (In this section %Good = good +excellent ratings for the survey)

81%-100%	
61%-80%	
41%-60%	Payment of salary and benefits. 54% ❖ 32% respondents rate UNICEF's performance as adequate ❖ Women (50%) give a lower rating than men (59%). ❖ G staff (53%) give a lower rating than D(59%) and P (57%) staff ❖ Staff aged 30-49 Agree significantly less. Staff security. 45% ❖ 32% respondents rate UNICEF's performance as adequate ❖ Women (40%) give a lower rating than men (51%). ❖ G and P staffs (both 44%) give a lower rating than D (66%) staffs. ❖ Staff aged 30-49 Agree the least.
21%-40%	Assignment of benefits and entitlements. 36% ❖ 36% respondents rate UNICEF's performance as adequate ❖ G and P staff (both 36%) are less satisfied than D staff (44%). Contractual arrangements for staff. 28% ❖ 36% respondents rate UNICEF's performance as adequate ❖ P (24%) staff give a lower rating than D (37%) and G (30%) staff. ❖ Less Staff from HQs (16%) rate it as Good as staff from the field (30%). ❖ Staff aged 30-49 Agree the least. Recruitment and selection. 26% ❖ 34% respondents rate UNICEF's performance as adequate ❖ Less women (24%) rate it as Good than men (28%). ❖ D (15%) and P (19%) staff give a lower rating than G staff (31%). ❖ Less Staff from HQs (12%) rate it as Good than staff from the field (29%).
0%-20%	Staff development and learning. 20% ❖ 32% respondents rate UNICEF's performance as adequate ❖ 22% rate it as Poor (=very poor+poor). ❖ P (17%) and D (32%) staff give a lower rating than G staff (21%). ❖ Less Staff from HQs (17%) rate it as Good than staff from the field (20%). ❖ Staff under 30 Agree the most. Performance management. 20% ❖ 38% respondents rate UNICEF's performance as adequate ❖ P and D staff (both 12%) give a lower rating than G staff (26%) ❖ Less Staff from HQs (5%) rate it as Good than staff from the field (22%).

<ul style="list-style-type: none"> ❖ Staff under 30 Agree the most. <p>Staff retention. 19%</p> <ul style="list-style-type: none"> ❖ 33% respondents rate UNICEF's performance as adequate ❖ P (15%) staff give a lower rating than G (22%) and D (24%) staff. ❖ Less Staff from HQs (11%) rate it as Good as staff from the field (20%). ❖ Staff aged 30-49 Agree less. <p>Staff well-being and stress management. 18%</p> <ul style="list-style-type: none"> ❖ 31% respondents rate UNICEF's performance as adequate ❖ 22% rate it as Poor. ❖ Women (14%) are less satisfied than men (21%). ❖ P (14%) and D (17%) staff give a lower rating than G staff (20%). ❖ Less Staff from HQs (14%) rate it as Good than staff from the field (18%). ❖ Staff aged 30-49 Agree the least. <p>Career management. 14%</p> <ul style="list-style-type: none"> ❖ 31% rate it as Poor. ❖ P (8%) staff give a lower rating than G (17%) and D (22%) staff. ❖ Less Staff from HQs (10%) rate it as Good than staff from the field (15%). ❖ Staff under 30 Agree the most. <p>Staff placement and staff rotation. 13%</p> <ul style="list-style-type: none"> ❖ 28% respondents rate UNICEF's performance as adequate ❖ 24% rate it as Poor. ❖ P (9%) staff give a lower rating than D (12%) and G (15%) staff. ❖ Less Staff from HQs (7%) rate it as Good as staff from the field (15%). ❖ Staff aged 30-60 Agree less than others. <p>Succession planning. 12%</p> <ul style="list-style-type: none"> ❖ 28% rate it as Poor. ❖ D (5%) and P (6%) staff give a lower rating than G (16%) ❖ Less Staff from HQs (5%) rate it as Good than staff from the field (13%).
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Human resource function at HQ and Regions

A minority Agree that DHR is an effective strategic partner to managers. DHR was rated low on its understanding of issues in field offices. Less than a quarter of respondents clearly feel that that Regional Office HR is a strategic partner in meeting organizational objectives and RO HR expertise is rated low. (These statements produced a high percentage of 'do not know' or 'no opinion').

81%-100%	
61%-80%	
41%-60%	
21%-40%	<p>The Division of Human Resources (DHR) acts as a strategic partner to managers in meeting the organizational goals. 25%</p> <ul style="list-style-type: none"> ❖ P (21%) Agree less than G (28%) and D (27%) staff. ❖ Staff from HQs (16%) Agree less than staff from the field (27%). ❖ Staff under 40 Agree the least. <p>DHR has the appropriate competencies/HR expertise to support managers in meeting organizational objectives. 24%</p> <ul style="list-style-type: none"> ❖ D and P (both 19%) Agree less than G (29%). ❖ Staff from HQs (11%) Agree less than staff from the field (27%). ❖ Staff aged 40-49 Agree the most.
0%-20%	<p>DHR has a good understanding of HR issues in field offices. 19%</p> <ul style="list-style-type: none"> ❖ P (15%) Agree less than G (20%) and D (29%) staff. ❖ Staff from HQs (13%) Agree less than Staff from the field (20%). ❖ Staff aged 40-49 Agree the most. <p>RO HR acts as a strategic partner to managers in meeting the organizational objectives. 12%</p> <ul style="list-style-type: none"> ❖ 23% Disagree. ❖ G (8%) Agree less than D and P staff(both 15%). ❖ Staff under 40 Agree the least. <p>The appropriate HR expertise is available at the regional level. 11%</p> <ul style="list-style-type: none"> ❖ 25% Disagree.

	<ul style="list-style-type: none"> ❖ D (5%) and G (8%) staff Agree less than P (14%) staff. ❖ Staff under 40 Agree the least.
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Strategic Human Resources Management

Only a third Agree that responsibilities of the HR function are well defined and that HRM is recognized as the responsibility of all managers. Only a quarter of respondents clearly feel that UNICEF has a well-resourced HR plan. (A quarter to a third 'do not know' or have 'no opinion' on these statements).

81%-100%	
61%-80%	
41%-60%	
21%-40%	<p><u>The responsibilities of the HR function at HQ, regional and country levels are well defined. 31%</u></p> <ul style="list-style-type: none"> ❖ P staff (24%) Agree less than G (36%) and D (51%) staff. ❖ Staff from HQs (20%) Agree less than staff from the field (33%). ❖ Staff under 40 Agree the least. <p><u>Human resources management is recognized as the responsibility of all managers at all levels in UNICEF. 31%</u></p> <ul style="list-style-type: none"> ❖ P staff (27%) Agree less than G (34%) and D (37%) staff. ❖ Staff from HQs (16%) Agree less than staff from the field (34%).
0%-20%	<p><u>UNICEF has a well resourced plan for meeting the organization's future human resource needs. 18%</u></p> <ul style="list-style-type: none"> ❖ 18% Disagree. ❖ D staff (3%) and P (10%) Agree less than G staff (24%). ❖ Staff from HQs (5%) Agree less than staff from the field (20%).

UNICEF needs to increase its HR capacity in the following MTSP focus areas

Most respondents consider that UNICEF needs to increase its HR capacity in all five MTSP focus areas. (A fifth to a quarter do not know or have no opinion).

81%-100%	
61%-80%	<p><u>Focus area 5: Policy and advocacy and partnerships for children's rights. 63%</u></p> <ul style="list-style-type: none"> ❖ Staff from HQs (48%) Agree less than staff from the field (65%). ❖ P (64%) and G (60%) staff Agree less D (80%) staff. <p><u>Focus area 4: Child protection from violence, exploitation and abuse. 61%</u></p> <ul style="list-style-type: none"> ❖ Staff from HQs (46%) Agree less than staff from the field (63%).
41%-60%	<p><u>Focus area 3: HIV/AIDS and children. 57%</u></p> <ul style="list-style-type: none"> ❖ Staff from HQs (38%) Agree less than staff from the field (61%). <p><u>Focus area 2: Basic education and gender equality. 52%</u></p> <ul style="list-style-type: none"> ❖ P (45%) and D (54%) staff Agree less G (57%) staff. ❖ Staff from HQs (37%) Agree less than staff from the field (55%). <p><u>Focus area 1: Young child survival and development. 50%</u></p> <ul style="list-style-type: none"> ❖ D (39%) and P (43%) staff Agree less than G staff (55%). ❖ Staff from HQs (34%) Agree less than staff from the field (53%).
21%-40%	
0%-20%	

