

STRATEGIC REVIEW OF HUMAN RESOURCE EVALUATION IN UNICEF

Annexes

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Introduction

This annex presents a summary of the information received through interviews and focus groups undertaken in New York, Geneva and regional and country offices in TACRO, MENA, ISCA, ROSA and WCARO.

The results are presented under the 10 lines of inquiry presented in the Phase One report:

- Organizational results
- Resource allocation, post management, budgets and contracts
- Staffing strategy
- The recruitment process
- Performance management
- Staff entitlements and benefits
- HRM
- UN reform
- Culture
- DHR

Within each line of inquiry a number of sub-topics have been identified, and under each sub-topic the report presents:

- The perceptions of staff, as presented through the interview and focus group discussions. It is important to note that these represent the views that participants expressed regarding the issues under discussion. They are not necessarily the consultants' interpretation of the situation. It is important, however, to articulate the thoughts and opinions that were expressed during the HQ and field visits, bearing in mind that perceptions may not represent truth, but they do represent reality as experienced by the individuals concerned.
- Key actions already underway related to each issue, if any. The list may not be exhaustive, and will be further refined in the next phases of the review process.
- Any data currently available to the consultants regarding the issue in question
- Identification of any data which might be useful for more in-depth analysis in subsequent phases of the review
- Possible benchmarking data to be obtained from other UN or non-UN organizations

- Possible issues to be followed up as part of best practice reviews with other UN or non-UN organizations
- Broad conclusions with respect to each sub-topic, based on consideration of the perceptions articulated by staff, the available data and the observations of the consultations in their visits to HQ and the field.

As is clear when reviewing the data, there are many linkages between the 10 lines of inquiry. However, the use of an organizing framework helped to focus the questions during interviews and focus groups, and to develop the diagnostic analysis presented in the main body of this report.

The Lines of Inquiry

1) Organization Results

- Defining results in an evolving environment
- Linkages to organizational systems and design
- Linkages to individual performance

Defining results in an evolving environment

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● As the development environment evolves, UNICEF needs to rethink how to define results and how to measure impact. With multiple means/channels of development, NGOs are increasingly creative, and bi-lateral donors want direct contact. UNICEF needs to be clearer about its comparative advantage, how it adds value, and its impact. ● The trend towards an increasing social policy role implies an ever-increasing importance of knowledge workers and their management. ● A social policy role is based more heavily on human capital than more traditional programmes which are focused on the delivery of supplies or direct operational assistance, but it can be difficult to convince donors and governments of the need for an increased proportion of the budget to be spent on salaries: 'staff is programme' is difficult to sell, making the measurement of impact and results even more crucial. ● It is much harder to measure results of social policy than traditional assistance because of the number of intervening/influencing factors. To date results have been measured by implementation rates, but the quality of the process is rarely measured. 	<p>Recent introduction of Results Based Management.</p> <p>Experimentation in some countries with developing a methodology to plan, monitor and evaluate rights based RBM.</p>	

	● Level of implementation of RBM
<ul style="list-style-type: none"> ● Results Based Management (RBM) needs to be married with a rights-based approach. ● The implementation of RBM is uneven; some offices are struggling with RBM, some find it useful, but all need more training in RBM planning to fully implement it. ● The MTSP, RBM , the MDGs, rights based programming presents a complex model and it is not always clear what takes ahead and how it all fits together. ● UNICEF has a culture of activity. Staff are very committed and very busy <i>doing</i>, but that does not necessarily equal results. There is a sense of comfort and accomplishment in doing, in activity, but there is a need to be rigorous about measuring results. ● Concerns were also expressed about the quality of some programmes, and in some case about the apparent lack of oversight and accountability for programme quality. ● Questions were also raised about UNICEF's commitment to building capacity and whether it had the strategy, expertise and systems to do so. ● Productive and relevant staff does not seem to be a valued organizational results 	

Possible benchmarking data:

- Extent to which other UN organizations/NGOs have implemented RBM.

Possible best practice reviews:

- Process for implementing RBM or other performance measurement processes.

Conclusions:

The environment within which UNICEF is operating is evolving, with an increasing emphasis on influencing social policy rather than simply providing resources or delivering operational programmes. This is making the measurement of results increasingly

important, but also increasingly difficult to achieve. The implementation of RBM, linked to a rights-based approach, is aimed at achieving this, but the quality of its implementation has to date been uneven.

Linkages to organization systems and design

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● UNICEF has been talking for a number of years about integration rather than silos, but the systems are set up and results are defined by sectors, for example PROMS. ● The external environment, including government structures (e.g. of ministries), contributes to the difficulty of breaking down silos. This mitigates against defining integrated results. ● Measurement of results is on inputs and expenditures not results-this sometimes works against results ● HR systems (rotation, recruitment, talent management) are not linked closely to organizational planning processes. ● Staff feel they spend too much time on internal systems at the expense of focusing on results 	<p>The implementation of SAP Phase II should support the management of closer integration between HR systems and organizational planning processes.</p>	

Possible best practice reviews:

- Organizational structures of other UN and non-UN organizations

Conclusions:

Current UNICEF systems and structures do not facilitate integration and the definition of integrated results.

Linkages to individual performance

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● There is little visible linkage between individual performance metrics and organizational performance metrics. The process appears to be disjointed, and in many country offices PER is seen to operate in complete isolation (in some country offices PER targets are linked to workplans, which in turn are linked to the MTSP, but this does not appear to be the case in all offices). ● The timing of the definition of organizational results (planning cycles) and individual results (PER) are not coordinated, exacerbating the difficulties in linking the two processes. ● UNICEF is a knowledge-based organization, which depends heavily on the quality of its staff. However, the quality of people management does not seem to be taken into account in terms of the assessment of organizational performance. The ability to manage people effectively is not measured, and there is little in the way of accountability mechanisms with respect to the management and supervision of staff. 		

Possible best practice reviews:

- Processes to link individual performance metrics and processes with organizational performance metrics and processes

Conclusions:

To date the processes for setting and monitoring individual performance metrics operate in relative isolation form the process of setting and monitoring performance metrics. Further, there are certain key elements of organizational performance, such as the organization's ability to effectively manage its staff, which are lacking in terms of performance and accountability mechanisms at both an organizational, and individual level.

2) **Resource allocation, post management, budgets and contracts**

- Budget/funding/resource allocation
- Contracts

Budget/funding/resource allocation

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● 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. ● The support budget gives priority to operations not programmes, but the mandate is programmes, if reps had more autonomy here different decisions would be made ● Bilateral 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 criteria which are not necessarily relevant to the needs to the programme. ● 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 		<p>Data (existing, and to be obtained in later stages of the review)</p> <ul style="list-style-type: none"> ● In December 2005 74% of all staff were regular staff and 26% were on fixed term contracts. ● 17% of IPOs, 28% of NPOs and 29% of GS staff were on TFT contracts

● % of budget spent on salaries

Possible best practice reviews:

- Budgeting process and process for reviewing budget requests

Conclusions:

Many of the issues with respect to UNICEF's budgets reflect the organization's budgetary environment and its reliance on donor resources. However, there are opportunities to look at the organization's internal budgetary policies, processes and decision-making to ensure that they support and do not hinder effective and efficient management in the field, while ensuring accountability and responsible financial management.

Contracts

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<p>Short term contracts (FT, TFT, SSA)</p> <ul style="list-style-type: none"> ● Contractual arrangements are used tactically rather than strategically. Because of the budget/funding issues outlined in the previous section, managers find ways of using the HR tools available to them to work around difficult situations. ● Examples of the tactical uses of contracts include staffing programmes or projects when funding is uncertain, and non-renewal of contract as an avoidance tactic to deal with a poorly-performing staff member. The use of SSAs because they cost less and are easier to manage than TFTs, was also commonly cited. ● The existence of various contractual arrangements creates a “caste” system and tensions within an office, with staff working side-by-side receiving different entitlements and being treated differently by managers and HR. The fact that this goes against the grain of a human rights value system was frequently cited. ● Requirements for breaks in contracts for TFT staff have a significant negative impact on both individuals and the organization. 	<ul style="list-style-type: none"> ● ALD (assignment of limited duration) is easier to administer (lump sum payment, no pension, ed grants) (some questioned if this solved any real problems, and whether they are legal under the labour laws of some countries). 	<ul style="list-style-type: none"> ● In December 2005 74% of all staff were regular staff and 26% were on temporary fixed term contracts (TFTs). ● 17% of IPOs, 28% of NPOs and 29% of GS staff were on TFT contracts

<ul style="list-style-type: none"> ● Current contractual arrangements have a significant impact on staff motivation and morale, creating a continual concern about the lack of job security, and fear that the contractual process may be used against staff if they speak out. This can impact on the behaviour of staff, their willingness to use their initiative or take risks, and also on their willingness to speak openly in the workplace. ● Short term contracts make it difficult for staff to make life plans such as buying a home or starting a family, and for national staff can make it extremely difficult for them to access loans to pay accommodation bonds. ● From the organizational perspective, there is a potential to lose good staff, who are able to look for positions with a higher level of security. ● The rules regarding various contracts are costly and time consuming to administer due to unnecessarily bureaucratic procedures. For example, the requirement for a competitive process for minor contracts, or the need to go through the motions when the selection of a consultant is a foregone conclusion, add time but not value to the engagement process. ● The majority of FT contracts are 2 years, yet country programme plans are of five years duration. It would seem sensible for both individual job security and for continuity within offices for the FT contract duration to match that of the country programme plan. 	
<ul style="list-style-type: none"> ● Data on SSAs ● % of TFTs not renewed ● % of FT contracts not renewed ● Average duration of FT contracts 	<p>Permanent contracts</p> <ul style="list-style-type: none"> ● The security of ongoing employment can also lead to de-motivation, particularly for those staff who have reached the top of their grade, are unlikely to progress further but are also unlikely to leave because of job security and their level of salary and entitlements. How to continue to motivate them is a significant challenge. There is a perception in some offices that staff on contracts are far more motivated and productive than those who have permanent employment. ● Permanent contracts increase the need to address other issues in this report (in particular performance management and career development)

Possible benchmarking data:

- Breakdown of permanent versus temporary staff

Possible best practice reviews:

- Policies around different types of contract

Conclusions:

Current inflexibility in contracting arrangements leaves little opportunity for the organization to be responsive when a manager identifies significant talent that they would like to bring on board. Given that the organization is built on people and the good people that they bring, it needs to look at more flexible contracting arrangements to ensure that it doesn't lose the potential of individuals in terms of internal bureaucracy. Further, the current contracting arrangements have a negative impact on both individuals in terms of staff morale, and on offices in terms of the inability to assure continuity of staff within country programme plan cycles.

3) *Staffing Strategy*

- Overall staffing strategy
- Planning staff movements
- Changing skill requirements
- Managing the pool of staff/ succession planning
- National/international positions
- Emergencies

Overall staffing Strategy

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● Managers and staff see no evidence of a staffing strategy, and no evidence of a coordinated approach at either the regional or HQ level to identifying future staffing needs in terms of skills, contract types or numbers. The comment “UNICEF is overstuffed” was heard almost as often as “we are understaffed”. Some of the issues which it was felt should be addressed by such a strategy include: <ul style="list-style-type: none"> ● Changing needs in terms of roles and competencies ● The grade profile of the organization and balance between junior and senior posts ● The balance between national and international staff ● The movement from national to international posts ● The balance between internal and external appointments ● The balance between different contract types ● Overall staff numbers, and the profile of staff in different locations ● The balance between support versus programme positions 	<p>Phase II of SAP will provide a technical framework within which to manage the data associated with a staffing strategy.</p>	<p>January report to the Executive Board provides data on</p> <ul style="list-style-type: none"> ● Total number of staff by category and contractual status ● Staff structure ● Gender representation ● Regional distribution ● Industrialised/programme country representation ● Age structure ● Projected retirements 2006 – 2011 <p>Comparative data with other UN organizations for 2003 is available in the CEB report on Personnel Statistics, November 2004</p>

<ul style="list-style-type: none"> ● The balance between staff in HQ and staff in the field ● Planning for retirement and the reengagement of retirees ● How the organization handles YPP, JPO and UNV positions ● The balance between individual career paths and future organizational needs 		<ul style="list-style-type: none"> ● Existing targets in terms of a staff strategy
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Possible benchmarking data:

- Updated data for other UN organizations

Possible best practice reviews:

- Staffing strategies for other UN organizations

Conclusions

While Phase II of SAP will improve the organization's ability to track staff movements, the strategic value of planning future staffing needs and actioning the plan will require a cultural and philosophical shift within the organization. The development and implementation of a staffing strategy has to be seen more than simply a computerized system of monitoring positions, and must be based on a deep analysis of organizational requirements in terms of human resources, balanced against a realistic assessment of available funds, both RR and OR.

Planning staff movements

<p>Perceptions</p> <ul style="list-style-type: none"> ● In spite of a number of "knowns" in terms of staffing (impending retirements, terms in duty stations), there is little evidence of planning around these or action to fill positions before they become vacant. Given the length of the recruitment process, this can mean lengthy delays between a person leaving and the position being filled. 	<p>Actions underway</p> <p>Phase II of SAP will provide the tools to track and plan for staff movements more effectively.</p>	<p>Data (existing, and to be obtained in later stages of the review)</p> <ul style="list-style-type: none"> ● 16% of total IPO staff will reach mandatory retirement age within the next 6 years (48, 41, 59, 58, 67, 79 retirements respectively in 2006 - 2011) ● Average time between a position being vacated and being advertised
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Possible best practice reviews:

- Processes to plan for and fill vacancies as a result of known staff movements

Conclusions

While Phase II of SAP will provide the tools to track and plan staff movements more effectively, this needs to be underpinned by both a commitment by the organization to be proactive in terms of responding to known staff movements, by the human resources and expertise to support this, and by a recognition of the accountability of management to plan for and address known staff movements within their offices.

Changing skills requirements

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● The donor environment is changing, and this in turn is impacting on the skill sets required of UNICEF's professional staff. Increasingly, donors are funding national governments for the implementation of programmes, and UNICEF's involvement is with respect to advocacy, negotiation, policy advice, and support for staff employed directly by national governments. ● In terms of skill sets, both national and international staff need increasingly not only skills in their field of professional expertise (to have credibility at the policy table they need to maintain a high level of expertise in their technical area), but also a high level of skills in communication, negotiation and strategic thinking. 	<p>The development of competency profiles is a step towards defining the skill profiles required across the organization.</p>	<ul style="list-style-type: none"> ● Map of professional skill sets across the organization

Possible best practice reviews:

- Competency profiles from other UN organizations

Conclusions

The skill requirements for many positions in the field are undergoing a fundamental shift. There is a significant role for DHR to play, in consultation with regional and country offices, to redefine the skills sets required, and to ensure that these are reflected in the Staffing Strategy, in recruitment documentation and processes and in performance plans.

Managing the pool of staff/succession planning

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● There is currently no coordinated process for developing and tracking people who are regarded as management potential within the organization. ● The current succession planning process is not clear. Few people know anything concrete about it, and there is perceived to be very little transparency in the process. ● The process for identifying individuals with significant potential for career progression in the organization needs to become both more objective and more transparent. Whether individuals are nominated by supervisors, or whether there is a process through which they can self-nominate, there needs to be a formal and objective process of assessment before being included in a programme of formal and informal development. ● UNICEF needs to develop a coordinated development programme for staff identified as high potential individuals. The programme should include formal development, mentoring, and a coordinated approach to movement between positions to provide individuals with the breadth and depth of experience they need to become future leaders within the organization. ● The succession planning process needs to be transparently linked to the processes of recruitment, selection and placement. ● The role of YPPs and JPOs needs to be reviewed. There is a perception that these positions are not being used to their full potential, and that a potentially valuable resource is being wasted. 	<p>A key focus of SAP Phase II is talent management, including the tracking of staff, their performance and their development.</p>	<ul style="list-style-type: none"> ● 87% of positions at P5 – D2 level were filled by internal candidates in 2005 ● In 2005 there were 102 JPOs (4.5% of all IPO positions) ● Number of people on current “succession planning list” ● Development processes currently in place for those on “succession planning list” ● Number of YPPs ● Number of YPPs/JPOs who stay with UNICEF at the end of their initial contract.

Possible benchmarking data:

- % of senior positions filled by internal candidates.
- Possible best practice reviews:
- Succession planning processes in other organizations, both UN and non-UN.
 - Process for the development of young professionals in other organizations.

Conclusions

Succession planning and talent management goes well beyond a computerized system for tracking the development and performance of staff. To be successful, it requires a culture in which the organization clearly values the development of its staff, and is prepared to invest in their development, both in terms of formal training programmes, in terms of mentoring, and in terms of ensuring that the movements of individuals are managed to ensure that they gain the breadth and depth of experience that they need to operate as effective managers. While an appropriate tracking system is an important piece of the puzzle, it will be of limited benefit unless the organization can develop a culture in which the development of staff is valued, and is prepared to invest in this on a range of fronts.

Rotation

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● The current system of rotation is regarded extremely poorly by both those looking for staff, and those who are part of the process. It was a good initiative, but does not work. ● “Rotation is about placing people who are difficult to place”. It is perceived as being all about individuals, not systems, and many of the people who are on the list may not be competent for the positions for which they are being proposed. 	<p>The implementation of SAP Phase II will support the tracking and administration of both vacancies, and staff on the rotation list.</p>	<ul style="list-style-type: none"> ● 1 IPO position was filled through rotation in 2005

<ul style="list-style-type: none"> ● The process needs to be clearly linked to the performance management process, and to decisions about whether the organization is willing to separate staff, or wants to place them at any cost. ● The process seems to be particularly problematic for certain positions, particularly those which are highly specialized. For more specialized positions there is not always a good match of available posts and people, and people may take jobs that are not within their area of expertise, with predictable consequences for performance ● The information provided on individuals on the list does not give managers sufficient information on which to make informed decisions about who to consider for appointment. ● There is a concern that not all upcoming vacancies are included on the rotation list. 		<ul style="list-style-type: none"> ● Number of people in the rotation programme ● Number of positions across the organization filled through rotation
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Possible best practice reviews:

- Rotation processes in other UN and international organizations

Conclusions

While the theory of rotation is good, the process needs a complete review. As a starting point, the organization needs to be clear and transparent about the purpose of the process, and then build the process accordingly.

National/International positions

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● There are differences of opinion regarding the appropriateness of the current balance between national and international staff at country level. ● In some offices there is a sense that there are more national officers than there should be, and that the international profile of the office is being lost. ● In some offices, however, there is a sense that there are insufficient national positions at senior levels, and that country offices do not involve national staff sufficiently in decision-making processes, given both their knowledge of the local environment, and the fact that they provide the continuity in the office. ● The appropriate balance between national and international staff may depend on the political context of the specific country. A “one size fits all” approach may not be appropriate. 		<ul style="list-style-type: none"> ● In December 2005, 24% of staff were IPO, 22% were NPO and 54% were GS ● Profile of national versus international staff by level for each region ● Office staffing plans

Possible benchmarking data:

- Balance between national and international staff in other UN and international organizations

Conclusions:

The appropriate balance between national and international staff should be addressed through the Staffing Strategy. However, it may be that different profiles are appropriate for different offices, depending on the political context and other factors specific to individual country offices.

Emergencies

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● The subject of emergencies was not particularly prominent in the field visits, with the exception of one office that has significant experience in emergencies and feels competent in that area. Staff are lent to other countries for emergencies (primarily in the region, but also globally). In that office they are able to find the right people during and after the emergency to implement projects. ● Most people sent to respond to an emergency are junior in level; there are not enough senior, experienced people sent, people with the authority to make decisions about large numbers of people and large sums of money. ● PROMS is not 'portable', and therefore can be problematic in emergencies for authorizations. ● Inter-country situations are increasing, the systems are not flexible enough to deal with situations other than stable countries. ● From the perspective of offering opportunities for international experience, it was suggested that emergency rosters should include people from all levels, not just IPOs. There is no clear policy as to who will be recruited for emergencies, from which countries, from which levels. It was suggested that every office should have at least 2 people trained in emergency management, their grade unimportant. ● The rules are not flexible enough with regards to maintaining posts for staff sent on emergencies. This is a deterrent for encouraging staff to support emergency operations (no position is guaranteed when the emergency is over). ● Some offices are loath to release staff for emergency work because of the impact of the staff member's absence on the office. ● Rules & procedures are not flexible enough for emergency situations/war torn countries (for example, the need to find 3 bidders for a contract with suppliers) 		

<ul style="list-style-type: none"> ● The time to fill some IPO posts in emergencies is too long. ● Benefits and entitlements for emergencies are good in terms of hardship allowance, R&R travel, family visits: it is made attractive by extra entitlements. However, there is not enough HR presence in emergencies, particularly in the area of stress counseling. 		<ul style="list-style-type: none"> ● Number and breakdown of staff deployed in emergency situations ● Number and breakdown of staff on emergency roster ● Average length of time to fill IPO posts in emergencies ● Average length of time staff are deployed in emergency situations ● Level of training for emergencies
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Possible benchmarking data:

- Average time to fill posts in emergencies

Possible best practice reviews:

- Emergency response process, including development and maintenance of rosters, training, deployment process and process for re-deployment after an emergency posting

Conclusions

Responding to emergencies is an important element of UNICEF's work. The current processes for emergency response are poorly defined, bureaucratic and lack flexibility, and do not support the rapid mobilization of a qualified team of professionals in emergency situations.

4) The recruitment process

- The length of the process
- Attracting a good pool of applicants
- The quality of outcomes of the recruitment process
- Transparency in the process
- Roles and responsibilities with respect to recruitment and selection
- Executive appointments and “placement” of staff
- Recruitment in emergencies
- Engagement of consultants (SSA process)

The length of the process

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● The time taken to recruit is an ongoing concern. ● Key blockages in the process appear to be the time for which papers sit on desks in HQ and field offices, and the committee review process (SAP and APC). ● The time to recruit poses significant problems for units, which need to fill positions in a timely manner. As a result, once a selection has been made, they are keen to get the new staff member into the position as quickly as possible, often without allowing the time for appropriate orientation to the position. 	<ul style="list-style-type: none"> ● Phase II of SAP is underway. While this will help to streamline the process administratively, a number of process issues need to be resolved if the bottlenecks and time delays are to be eliminated 	<ul style="list-style-type: none"> ● 431 IPO recruitments in 2005 ● From data provided by DHR, the average time to recruit was approximately 156 days, or 5 months

<ul style="list-style-type: none"> ● The length of the recruitment process also means that good candidates may potentially be lost because they find other positions while waiting for a response from UNICEF, or are put off by the bureaucracy of the UNICEF process. This is exacerbated by the lack of communication throughout the process. As one former applicant said, “<i>the silence is extraordinary</i>”, often for many months. ● The current process is “one size fits all”. The organization has not to date considered the appropriateness of different levels of investment in recruitment and selection according to the position, type of contract etc. ● Managers sometimes make use of SSAs to circumvent the lengthy recruitment and selection process 		<ul style="list-style-type: none"> ● Breakdown of time by steps in the process ● Number of candidates that turn down offers of appointment, and, if possible, qualitative information on their reasons for doing so
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Possible benchmarking data:

- Average time to recruit in other UN and non-UN organizations

Possible best practice reviews:

- Key steps in recruitment process
- Process for auditing application of process

Conclusions:

Although SAP will streamline the recruitment process administratively, the organization needs to make some key decisions on roles, responsibilities and decision-making to reduce the length of the process, including the value-add of the 2-level committee process. Unless it does so, the length of the process will continue to impact on both the ability of managers to manage their units, with lengthy gaps between staff members, and on the organization’s ability to recruit quality external candidates.

Attracting a good pool of applicants

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● To date the organization has focused little attention on relationships with outside organizations from which to attract high calibre candidates. The organization is “...<i>fishing in the same pond all the time, and it’s not a big pond</i>”. ● The ability to attract a suitable pool of applicants for national positions can vary widely depending on the country in question. Factors such as the quality of the education system, competition with other agencies and the attractiveness of working for the national government all influence the ability to attract people with the requisite level of skills and experience. ● For certain positions and in certain locations, in spite of the profile of UNICEF it can be extremely difficult to attract suitable candidates. Operations Officer positions can be particularly difficult to fill in certain countries. To date DHR has been seen to provide little in the way of advice or support to assist in filling difficult posts. ● There is still considerable debate about the appropriate balance between seeking external candidates to bring in new perspectives and ideas, and appointing internal candidates to ensure the progression of institutional knowledge and to allow for career progression of existing UNICEF staff. ● The organization should be prepared to make use of headhunters to seek out quality applicants for particular high value positions in the organization 		<p>Data (existing, and to be obtained in later stages of the review)</p> <ul style="list-style-type: none"> ● 22% of IPO recruitments in 2005 were external ● Extent of use of headhunters ● Location of advertisements ● Existing liaisons with institutions for recruitment purposes

Possible benchmarking data:

- % of internal versus external appointments (for positions of different levels)

Possible best practice reviews:

- Process in recruitment phase (development of recruitment documentation, where to place ads etc..)
- Use of headhunters
- Use of networks for attracting applicants

Conclusions

In developing its staffing strategy the organization needs to make an informed decision about the balance it seeks to achieve between internal and external candidates. It also needs to become far more strategic in terms of attracting a quality pool of applicants, including through relationships with potential sources of applicants, strategic and targeted advertising of positions, and the use of headhunters. DHR should be able to provide the professional advice and expertise needed to develop an appropriate recruitment strategy.

The quality of outcomes of the recruitment process

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● There is a perception that the recruitment process emphasizes form over substance. There are many checks and balances to ensure that due process has been followed, but a concern that the process does not necessarily support finding the best candidate for the post. <i>“Now we have the worst of all worlds – a process which takes forever but doesn’t necessarily give us the best outcome”</i>. ● While significant improvements have been made (e.g. the introduction of competency-based interviews, the use of comparative charts by panel members), the process is still very reliant on subjective judgments. The use of competency-based interviews is still not well understood across the organization, and not fully integrated into recruitment processes. Where competency based interviews have been used, people reported an improvement in the outcomes of the selection process. There is also a concern, however, that a focus on competencies does not recognize the importance of “fit” within a team, and it is not clear how the competency-based recruitment process captures this. ● There are areas which could be more systematised and consistently applied, such as the process for checking references, and the use of testing. ● Selection of supervisors and managers is perceived to be a particular problem. The organization seems to be better at assessing technical competencies than supervisory or managerial competence. In particular there needs to be better screening of country representatives. ● Problems with the process are exacerbated by the lack of training and competence in recruitment and selection of the people involved in the process (see below). ● The education level of GS staff is highly influenced by the education available in the country of programme operations. The standard required for GS positions is high school. This raises the question of whether the organization should select people who meet the minimum standard required, or hire “the best”, who may be seen to 	<p>The organization has recently introduced competency based profile and interviewing.</p>	

<p>be over qualified for the position.</p> <ul style="list-style-type: none"> ● There is a tension between hiring the best person, and meeting requirements in terms of preferences. Sometimes it is unclear if the organization wants to hire the best person, or to hire someone who fits a particular profile, making it very difficult for those involved in the selection process. 		<ul style="list-style-type: none"> ● Performance issues which have arisen within 12 months of an appointment ● % of selections based on competency-based interviewing
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Possible best practice reviews:

- Process in selection phase (short listing, interview process, use of testing, decision-making processes)

Conclusions:

In looking at its recruitment process the organization needs to focus not only on the consistency of the process, but more importantly on the outcomes of the process. This will need to go beyond the steps in the process itself, and encompass

- *The quality of the recruitment documentation*
- *The strategy for attracting a suitable pool of applicants*
- *The tools used to support the selection process*
- *The skills of those involved in the process*
- *The decision-making and audit steps in the process*



Transparency

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● There is a perception that, in many cases, successful candidates are “pre-chosen”, and that the organization goes through the motions of the process to give a perception of fair decision-making. In spite of all the process checks and balances, it is still relatively easy for managers and/or DHR to manipulate the process to ensure that a particular individual is selected for the position. A few staff felt the whole process was so tainted that all recruitment should be outsourced to avoid issues of internal bias and political interference. ● In some places the reputation for nepotism (or looking after one’s own) in UNICEF is so strong that is said to influence both local and international staff to not bother to apply “<i>if you don’t know someone inside</i>”. ● A number of staff acknowledged the need for managers to have flexibility in making appointments. However, this needs to be done in a transparent manner. Their biggest concern was the apparent disconnect and lack of transparency between the lengthy, bureaucratic process with many checks and balances, and the predetermined outcome. 	<p>The recent introduction of competency-based profiling and interviewing is an attempt to go some way towards making the process more transparent and objective</p>	

Conclusions:

Transparency is key to the credibility of recruitment and selection decisions. There may be instances where exceptions to the standard process are appropriate, but the application of these exceptions should be transparent, and should be clearly linked to an articulated staffing and succession planning strategy.

Tools and skills in recruitment and selection

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● Improvements have been made in the use of tools to support the recruitment process and improve the level of objectivity. The use of competencies in the profile and competency-based interviews is a significant improvement, and there is increasing use of various forms of testing in the selection process. The use of a comparative chart by panel members supports the assessment of candidates by common criteria. ● However, the use of tools such as tests is <i>ad hoc</i>, and to date there has been no use of formal assessment centres. There is no central support to provide professional advice as to the most appropriate tools to use in any particular recruitment process. ● There is a lack of skills in recruitment and selection, both in DHR and at the level of managers. A number of managers feel they should be trained to make better use of the tools available and to improve their skills in interviewing. ● DHR is not perceived to have a high level of professional skills in recruitment and selection. This is particularly problematic in the short listing phase, where managers are heavily reliant on DHR, but do not necessarily have confidence that they have the skills to make informed decisions about who to include in or exclude from the short list. It also means they do not feel confident that DHR is in a position to offer them quality advice on the appropriate strategy to adopt with respect to any particular recruitment process or problem. ● The organization has not to date outsourced any part of its recruitment and selection process. This is something which should at least be considered, both in terms of cost and in terms of professional expertise 	<ul style="list-style-type: none"> ● DHR has created a new unit for recruitment and staffing selection. ● \$500,000 has been requested in the budget for 2006 to develop an assessment centre approach to succession management and selection of mid and senior level managers 	<ul style="list-style-type: none"> ● Training available in terms of recruitment and selection ● Number of DHR staff involved in recruitment and selection who have had professional training in this field ● % of non-DHR staff involved in R&S who have received formal training ● Extent to which formal evaluation tools are currently used in R&S process

Possible best practice reviews:

- Tools and techniques used in recruitment and selection
- Use of assessment centres
- Training of those involved in the recruitment and selection process

Conclusions

Attempts have been made to introduce more objective tools to support the recruitment and selection process. However, these are being introduced in an ad hoc way, by people who have little or no training in the field. There is a significant role for DHR to play in developing a suite of tools and tests which can be used as part of the recruitment and selection process, and to assist managers to design the most appropriate recruitment strategy for any particular position, selecting the most appropriate tools and techniques to support the recruitment and selection process for the position in question.

Roles and responsibilities with respect to recruitment and selection

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● There is a lack of clarity of roles and responsibilities in the process for the selection of international officers between the country office, regional office and DHR. ● There are many levels of decision-making in the process, leaving managers in the field (country and regional) feeling frustrated about their lack of influence over recruitment of the staff for their office. ● Many would like to see DHR taking a more professional role in the process, advising on the recruitment strategy for a particular position, and adding professional value to the selection decision. ● The regional HR Officers should also have more involvement in the process, but with a clearly defined role which recognizes the professional value that they can bring to the process. 	<p>The implementation of the new SAP system will provide more clarity in terms of respective roles in the process.</p>	<p>Data (existing, and to be obtained in later stages of the review)</p> <ul style="list-style-type: none"> ● In 2005, 126 cases were reviewed by the APC. Of these, only 5 were not approved.

<ul style="list-style-type: none"> ● The role of the SAP and APC are unclear. They add significantly to the length of the process, and are very time consuming for participants, but are seen to add very little to the outcome in terms of the quality of the selection. While having a mechanism to ensure that due process is followed is regarded as important, the committee process, and in particular the involvement of two committees often at more than one level, is not necessarily regarded as the most appropriate means of achieving this. ● Some people that should be involved in the process are not involved. e.g. RHROs ● In some country offices the involvement of a national officer (HR Officer/Assistant) in the selection of national staff is perceived to be a problem, given issues of regional or tribal allegiances. ● There was a suggestion from some that the organization should consider making more use of external professional recruitment expertise. Specific examples include the use of headhunters, and the possible outsourcing of the short-listing process, particularly for positions where many hundreds of applications are received. ● Reference checking in house does not seem to be consistently used, and examples were cited where the provision of a good reference was used as a mechanism to “pass on” a poorly performing staff member to another area, or where a promotion was offered by DHR and the management in the office had not been consulted. 		<ul style="list-style-type: none"> ● Average time in the process for SAP/APC ● % of cost per grade of the current recruitment process (G, P, D etc)
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Possible benchmarking data:

- Cost of the recruitment and selection process for positions of different grades

Possible best practice reviews:

- Division of roles and responsibilities in the recruitment and selection process
- Use of committees or other mechanisms to audit the process

Conclusions

While the second phase of SAP will provide more clarity in terms of roles and responsibilities, there will be little improvement unless there is a fundamental re-think of levels of delegation and accountability, both in terms of HQ versus the field, and in terms of the level of authority given to managers in the field, before the new system is designed and implemented.

Both DHR and the regional offices need to re-think their role in the recruitment and selection process. There is a significant opportunity for them to add value to the process from a professional rather than an administrative perspective, advising on the appropriate strategy for any particular position, and providing professional rather than administrative input at each step in the process

Executive appointments and “placement” of staff

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● The significant number of executive appointments made over recent years has caused problems both for the organization, and for the people appointed through this process. For the organization, the process does not necessarily lead to the most appropriate person being placed in the position. For the individual concerned, they often face issues in terms of credibility and respect from the staff within the unit to which they are appointed, and they have to work extremely hard to gain the recognition and respect of their colleagues. ● There are, however, instances in which the rapid relocation of a staff member is imperative, for issues of health, personal safety or other reasons which may need to remain confidential. The organization needs to maintain the flexibility to respond rapidly to such issues, but through a transparent process. ● “Placement” of staff is seen to be extremely problematic. Managers feel that they are sometimes pressured by DHR to take a staff member who has had performance problems in a former role. If they accept the staff member and have subsequent performance problems, it becomes their issue, and they receive little or no support from DHR in handling the situation. 		<ul style="list-style-type: none"> ● 29 international positions in 2005 were filled through executive appointment ● 158 positions were filled as emergency decisions ● 95 positions were filled on the approval of the Director of DHR ● 114 positions were filled through approval by the APC ● 34 positions were filled through approval by the SSR

Possible best practice reviews:

- Mechanisms for handling placement of staff outside the standard recruitment and selection process

Conclusions:

There may be instances where executive decisions need to be made with respect to the movement of staff. However, these need to be kept to a minimum, made only in situations of clear need or strategic alignment, and made transparently.

If DHR is to encourage units to take staff members who need to be relocated, they must be prepared to follow-up the move, supporting the manager of the unit with the integration of the staff member, and with any issues which arise as a result of their placement.

Engagement of Consultants (SSA Process)

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● The SSA process is “a nightmare”. The guidelines are extensive and almost impossible to read, particularly for those for whom English is not their first language, and even the checklist is many pages long. While this may be appropriate for significant contracts, it is an unduly difficult process for engaging consultants on relatively small contracts. There is currently no differentiation in process according to risk of the scale of the contract. ● SSAs are sometimes used by managers to circumvent the lengthy recruitment and selection process, or to solve issues created by budget, funding and contracting mechanisms. 		<ul style="list-style-type: none"> ● Number of consultants engaged through SSA process ● Average length of SSA process

Possible best practice reviews:

- Process for engaging consultants/staff on short term appointments, including differentials in processes according to the size or risk of the project

Conclusions:

UNICEF should consider a “risk management” approach in terms of the engagement of consultants and short-term contractors, where the complexity of the process is commensurate with the scale and cost of the contract.

5) *Performance Management*

- The PER system
- Managing poor performance
- DHR and performance management
- The performance of managers

The PER system

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● There is almost unanimous agreement that the PER system is not working effectively. Attempts to improve the system have been seen to be primarily cosmetic, and have done nothing to address the fundamental issues of how the system is perceived and used. Even senior managers place limited faith in PER reports when considering people for positions. ● The PER appears to have many purposes--identifying training needs, developmental feedback and performance assessment--none of which does it adequately serve. ● The Per is not perceived to differentiate performance and UNICEF lacks management systems to reward, award or effectively sanction performance. ● The rating system appears to be the single most problematic issue, with inconsistencies in use of the scale across supervisors. There is a perception that the system is manipulated both positively and negatively: to ensure that a problem staff member is "marketable" for other positions, or to ensure that a staff member's contract is not renewed. Many people suggested abolishing the numerical ratings and using only narrative comments. ● In many instances the process is not taken seriously, with the extreme case being of the process being completed purely on paper, with no dialogue between the supervisor and supervisee. This is 	<p>Phase II of SAP will enable PER to be completed electronically, and will allow for much more sophisticated tracking and analysis of PER data.</p>	

<p>reinforced by the fact that supervisors and managers are rarely, if ever, assessed on their willingness or ability to use the tool properly.</p> <ul style="list-style-type: none"> ● The process is regarded by many as a tool of potential sanction. Very few people regard it as a developmental process. This is particularly true for national staff, many of whom fear the consequences of a poor PER on their renewal of contract. ● The PER is a one-way process. There is no process in place for staff to give feedback to their supervisors. ● In spite of this perception, PER results are rarely used to separate poor performers from the organization ● There are pockets in which the process seems to be working well. These appear to be heavily dependent on the supervisor, their commitment to the system, and their skills in providing feedback, both informally, and through the formal PER process. They are also dependent on the support provided by RHRO (e.g. in specific offices and regions this seems to be improving) 	<ul style="list-style-type: none"> ● % of PER completed on time ● Range of scores of PER / % use of each ● Actions taken as a result of PER ● Training of managers and supervisors in the use of PER, and in how to provide feedback to staff.
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Possible best practice reviews:

- Performance management systems and processes in other UN and non-UN organizations

Conclusions

While SAP may make the process administratively easier to handle and may enable more sophisticated tracking and analysis of PER results, the fundamental issue is not solely with respect to the tool itself, but with respect to how it is used and the need to build a culture of management and performance across the organization. The organization needs to be clear and transparent on the purpose of the PER (developmental or performance management), and on what it is used for. Managers need to be trained not only in the instrument itself, but also in the philosophy of performance management, and in how to give feedback constructively to staff. Managers also need to be held accountable for using PER properly, and to face consequences if they fail to do so.

Managing poor performance

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● The organization does not have a culture of addressing poor performance. It has invested significantly in its performance management system, but culturally is not prepared to take the tough decisions with respect to poor performers, and seems to be fearful of being taken to the tribunal as a result of dismissing staff who are not performing. ● The organization struggles with the balance between being supportive of individuals <i>versus</i> taking decisions for the benefit of the organization, and this significantly influences its approach to the management of poor performance. ● The process of dealing with under-performers, if it is followed, is seen to be incredibly lengthy and time consuming, often with very limited support from senior management or DHR. ● There is no incentive for managers to address under performance. Indeed, the perception is the opposite: “<i>If you want to move up in the organization you would never take on a case</i>”. There are, however, a few examples of managers who have persisted through the process. The process also has significant detrimental consequences for the climate and morale of the office. ● As a further disincentive, field offices have to date had to bear the cost, which may be quite considerable, of not only investigating performance issues, but also of paying out a staff member, where that is the end point of the process. ● As a result, processes have built up to work around poor performance. The introduction of contracts, even for FIs, is seen by some as an attempt “deal with poor performance without really dealing with it”. The abolition of a position is another means of exiting a poorly performing staff member without addressing the substantive issue of their performance. 	<p>Establishment of a budget to fund separation costs.</p>	

<ul style="list-style-type: none"> ● There is a particular problem with the management of performance of local staff. There may be significant repercussions, including personal threats, for managers who take on performance issues in country offices. ● The failure of the organization to address performance management issues has a significant impact on those staff who do perform, both in terms of their workload, and in terms of motivation. ● The attractiveness of entitlements and benefits within UNICEF makes it difficult for staff to leave. There are a considerable number of long term staff, particularly within the GS grades, who have no prospect of moving further up the organization and are demotivated in their job, but they are unlikely to leave. The organization has not as yet found a means of addressing this. 	<ul style="list-style-type: none"> ● Number of performance management cases in train ● Outcomes of performance management cases (number of dismissals, number of people relocated, number of people whose performance was deemed to have improved to acceptable levels etc.) ● Number of cases taken to the tribunal, and tribunal results ● Average time taken to move through a performance process ● Average cost of moving through a performance process
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Possible benchmarking data:

- Number of poor performance cases handled
- Outcomes of performance management cases
- Number of cases taken to the tribunal and results of cases

Possible best practice reviews:

- Process for dealing with poor performers in other UN and non-UN organizations

Conclusions

There needs to be a cultural shift from the biggest levels of the organization if it is to change its approach to the management of poor performance. Without this the organization will continue to live with the impact of poor performers who remain on staff, the cost of this in terms of both time and money, and the effect that it has on the motivation and workloads of other staff.

DHR and Performance Management

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● DHR is not seen to be supportive of managers in dealing with cases of poor performance, and is perceived to be reluctant to take on cases of poor performance. ● Some questioned the level of skills and expertise within DHR in terms of performance management, and in particular their understanding of the process of gathering and presenting evidence for serious cases of poor performance. ● DHR's main strategy is perceived to be to move the "problem" to somewhere else, often putting pressure on a unit to take on a poor performer from elsewhere, and then providing little or no support if the individual continues to perform poorly. 		<ul style="list-style-type: none"> ● Profile of staff within DHR who are involved in performance management ● Any documented processes with respect to the management of poor performance

Conclusions

Unless DHR is seen to take performance management seriously and support managers through the process, little is likely to change in terms of the culture and practice of performance management. This may require a review of the skills and experience currently within DHR to support this process, as well as a philosophical shift in terms of the organization's willingness to address issues of poor performance.



The performance of managers

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● Performance management is also a problem with respect to management and supervisory positions. ● The “known fact” that the most senior managers do not complete PERS is viewed negatively. ● Accountability for monitoring the performance of managers is not always clear, and even where the accountability is clear, there is little evidence that the process is conducted effectively. In particular, there is little evidence that managers are consistently held accountable for the supervision or management of their staff. ● The performance of managers has a significant effect on the office that they manage. A recurrent theme was that individual managers have a significant impact on the culture, performance and motivation within an office, and may in some instances be the root cause of problems of staff or motivation within an office. Indeed, some staff may be labeled as poor performers within one office, move to a position elsewhere under a new manager and show themselves to be motivated and productive members of staff in a new environment. ● Supervisors and managers should be evaluated through a 360-degree feedback process. 		<ul style="list-style-type: none"> ● % of PERS of supervisors/managers completed on time ● Number of supervisors/managers who are subject to performance management processes

Conclusions

The influence of managers over the unit they manage is significant, yet UNICEF currently does little to hold them accountable for the management of their staff. Poor managerial performance can have a significant negative impact on staff within an office, their motivation and in turn their performance.

6) Staff Entitlements and Benefits

- Availability of entitlements and benefits
- Differences in entitlements between national and international staff
- Support for families

Availability of Entitlements and benefits

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● Staff entitlements and benefits are largely regulated by the UN system. However, there are exceptions, and the interpretation within UNICEF of entitlements and benefits in some instances differs from other UN organizations, and even from office to office. There are some perceived inequities in the application of entitlements, with senior officers perceived to receive more exceptions and more favorable application of the rules. ● Entitlements and benefits within UNICEF are extremely good in comparison with non-UN organizations, particularly in the field. This acts as a disincentive for staff to leave, and in some instances leads to de-motivated staff continuing their employment at UNICEF because they would lose considerably in terms of entitlements and benefits if they were to move to another employer. ● Differences in entitlements and benefits between staff on different types of contract but doing the same work can have a significant negative impact on staff morale and motivation. ● Access to information about entitlements is poor. There is no systematic induction process that informs new staff of their entitlements, and no proactive means of informing staff about their entitlements. The extent to which staff access their entitlements is therefore haphazard. 		<ul style="list-style-type: none"> ● In 2004 there were 42 senior professionals (P5 and above) who resigned from UNICEF for reasons other than retirement or early retirement (data from Gender study). ● More complete data on separations

Possible benchmarking data:

- Comparison of key entitlements with other UN agencies

Conclusions:

The attractiveness of the entitlements and benefits within UNICEF acts a deterrent for staff to leave voluntarily, even when they are de-motivated in their jobs. It is one the key challenges for the organization to determine an appropriate strategy for addressing this.

Differences in entitlements between national and international staff

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● Differences in entitlements between national and international staff cause tension within many country offices. National staff perceive that the international staff have access to considerably better conditions of service. Issues that were consistently raised included education grants and dependency allowances, medical coverage, access to loans/salary advances, and the fact that national staff are not included in evacuations in times of significant danger or civil unrest. ● While national staff recognize that they are paid considerably more than others in their country, in some instances they still feel that salary rises have not kept pace with the cost of living in their country, particularly in countries where their local currency had undergone significant devaluation. The criteria for revisions of national salaries are regarded as obsolete, and the policy does not take into account the “dollarization” of the world. ● The most consistent comparator group cited by national officers was positions in the national government. In general, national staff perceive that people in national government positions are paid less, but have significantly better career prospects than within UNICEF, and that there is a much higher level of investment in learning and development for staff in the national government than within UNICEF. 		<ul style="list-style-type: none"> ● Data on the revisions of national salaries ● Number of staff who have left UNICEF to move to national government positions

Possible benchmarking data:

- Comparative information with selected national government entitlements

Conclusions:

Differences in entitlements between national and international officers exacerbate the frictions which already exist between the two groups of staff.

Support for families

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● There are two contrasting views with respect to UNICEF’s attempts to be family-friendly. ● On one hand, some staff feel that the organization has gone too far, and that there are significant disparities in the entitlements and benefits available to staff who have families in comparison with those who do not, such as in terms of accommodation allowances and education grants. “When will UNICEF start paying people for the job they do—no the number of children they have.” ● Further, these policies are seen to support staff in a traditional family relationship, but not those who are living in less traditional arrangements. ● On the other hand, international staff who have moved around the world with UNICEF with young families emphasise the difficulties of working for the organization while bringing up a family. Many cited the negative impact of working for UNICEF on their own children, their education, their health and their ability to develop lasting social relationships, and felt that the organization does not do enough to support or safeguard the children of its own employees. ● There are some specific policy provisions around maternity leave which are contradictory, difficult to implement or which run counter to the organization’s articulated priorities in terms of the well-being of mothers and small children (e.g. timing of maternity leave, 	<p>The recent study on Gender Parity in Senior Management has made a number of recommendations relating not only to gender issues, but also to issues of support for employees with family responsibilities</p>	<ul style="list-style-type: none"> ● Approximately 68% of all IPOs are married ● Approximately 50% of female and 82% of male IPOs are married

<p>breastfeeding policy).</p> <ul style="list-style-type: none"> ● While the availability of adequate maternity leave is recognized as being important, its implementation is often regarded as problematic at the office level, for reasons of budget or the difficulty of replacing key staff. 		<ul style="list-style-type: none"> ● More comprehensive breakdown of staff by family situation ● Statistics on maternity/paternity leave ● Breakdown of cost of family policies ● Breakdown of staff who leave UNICEF after maternity leave
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Possible best practice reviews:

- Family policies in other UN and non-UN organizations

Conclusions:

Working within UNICEF while supporting a family is difficult, particularly for international staff. There are a number of family-friendly policies in place. However, these tend to favour people living in traditional family situations, in some instances cause friction between those with families and those without, and still seem to do little to address some of the fundamental issues which are faced by UNICEF staff who have families.



7) **HRM**

- Roles and responsibilities for HRM
- HRM systems, policies and procedures
- Staff development and training
- Induction/orientation
- Development of management and supervisory skills
- Career structures

Roles and responsibilities for HRM

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● There does not appear to be a clear or shared view about what HRM should be, or who should be responsible for it. The respective roles of HQ, the regional offices and country offices and the relationships between them are not clear. Nor are the roles and responsibilities of managers clear in terms of HRM. ● The role of the regional office with respect to HR management is particularly unclear, and by many is seen to be redundant in its current form. In some country offices the HR Officer or Assistant has little contact with the regional office, and tends to deal directly with DHR. ● Some feel that if they are to add value, the RHRO should take on a much greater role in terms of coordinating staff exchanges within the region, monitoring and evaluating HR staff in country offices, providing support to HROs in country offices and coordinating regional training. However, others question whether they have a role to play at all, and whether instead the organization should strengthen the HR role within country offices, with a direct link then to DHR. 		

<ul style="list-style-type: none"> ● The level and number of HR staff in country offices varies from office to office, and in some offices the post of HR advisor is international while in others it is national. Some country reps are concerned about the impact of having a national officer in such a sensitive position, and feel strongly that the position should be international. ● HR Officers in country offices need more training, both in HR policies and procedures, but also in interpersonal skills, and how to deal effectively with people. 		<ul style="list-style-type: none"> ● Distribution and grades of HR staff across regional and country offices
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Possible best practice reviews:

- Structure and breakdown of HR roles in other organizations with geographically dispersed offices

Conclusions:

The respective responsibilities of DHR, regional HR staff and country office HR staff need to be re-thought and redefined, and the skills required to support these redefined roles need to be identified. This is particularly an important for the role of the regional HR presence. In redefining the roles, careful thought needs to be given to appropriate levels of authority in decision-making, and to balancing the need for central coordination with the need for efficient decision-making and flexibility at the local level.

HRM systems, policies and procedures

<p>Perceptions</p> <ul style="list-style-type: none"> ● Some feel that UNICEF's HR procedures are extremely bureaucratic and need serious streamlining, while others believe that the policies are well developed, and that it is their implementation which is problematic. ● Policy documents are voluminous, but not necessarily clear. This, coupled with the fact that HR guidelines are typically provided only in English, means that local interpretations and applications of rules can vary widely, and creates particular difficulties for some staff in countries which are not predominantly Anglophone 	<p>Actions underway</p> <p>The implementation of SAP Phase II will lead to the redesign of a number of HR processes</p> <p>A review of significant corporate processes will commence shortly</p>	<p>Data (existing, and to be obtained in later stages of the review)</p>
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<ul style="list-style-type: none"> ● HR processes and procedures tend to concentrate on form rather than substance. Checks and balances in processes satisfy audit requirements, but do not necessarily lead to better outcomes. There is a real tension between processes built around a need for audit accountability, and those which focus on the quality of outcomes, and a sense that at present processes tend to focus on the former more than the latter. ● There is also a tension between the need for consistency, and the need for flexibility. <i>“You hire someone because they can think, then you don’t let them, and try to control with procedures for everything”</i>. This has to be balanced against the concern about the current levels of management expertise and accountability across the organization, and the significant influence that individual managers can have on an office and its staff. ● In some instances there is a disconnect between those who write policies in HQ, and the realities of the field. There are a number of examples of policies which have been developed centrally but are unworkable in the field. Managers then have to find creative ways of working around them. 		
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Possible best practice reviews:

- Key HR policies, processes and procedures from other UN and non-UN organizations

Conclusions:

The implementation of SAP Phase II will entail the redesign of a number of key HR processes. It is essential that this process should entail a comprehensive redesign of problematic processes, based on a thorough analysis of the issues, and not just automation of existing flawed processes. Further, this process needs to encompass significant input from the field, given that over 80% of UNICEF’s staff are in the field, and that it is in the implementation of processes in regional and country offices that the problems become evident.



Staff development and training

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● UNICEF is not seen to have a culture of investing in the growth and development of its staff. It is able to select from among the best and recruits highly qualified people, but then does little to support their personal and professional growth and development. <i>“UNICEF doesn’t build staff – we are ready made... It extracts what it can from you, and then discards you”</i>. ● There is no coordinated training and development strategy for staff. Training is perceived as piecemeal, a “shopping list” of courses that you can choose to access, often with little or no strategic value. ● The timing of compulsory HQ training in the field (often in the last two months of the year) is felt to be inappropriate given the staff members workload at the same time. ● There are positive things happening in the area of training. Opportunities exist, but the conditions are not created to take advantage of them. For example, the current e-learning packages are recognized as beneficial, but few people have time to do them, and the fact that they are only available in English is a problem in francophone countries. ● P2D is regarded by many as a positive step, but there is a high level of cynicism in terms of follow-through, and the willingness of the organization to support and encourage staff in their development. ● There are inequities in terms of access to training. Different contract types (such as those based on project funding) restrict access to training. Timing issues in terms of application for training are <i>“ridiculous”</i> and can prohibit people from applying while they are awaiting confirmation of renewal of their contract. There is also a perception that it is primarily white, Anglo males who gain access to training opportunities, and that access to training is particularly difficult for local GS staff. ● Further, access to training is seen to be heavily dependent on individual supervisors. In some offices, even self-funded development such as completion of a degree is frowned upon by managers because 		

<p>it may “distract” staff from their job or raise unrealistic expectations about career development within the organization.</p> <ul style="list-style-type: none"> ● There are a number of generic, whole-of-organization training programmes, which are often compulsory. In many instances these are felt to be a waste of time, and not good use of the organization’s training dollars. They are often on processes and not on technical needs. ● The development of learning plans as part of the PER process is not taken seriously, as they are so rarely implemented due to funding or time constraints. ● Local staff are concerned about falling behind their counterparts in national government, where there is a much greater emphasis on developing and maintaining skills. 	<ul style="list-style-type: none"> ● Programme of centrally/regionally-coordinated training ● Breakdown of training budget and how it is used ● Existing training programmes and their attendance ● Evaluation of e-learning (if one has been undertaken) ● Statistics on access to training (how training has been accessed by different offices) ● Statistics on the implementation of learning plans
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Possible benchmarking data:

- Training budget in other UN and non-UN organizations, and breakdown on how it is spent (such as internal versus external training, delivery modes eg, e-learning, face-to-face or individual support, focus of training eg. Organization-wide, supervisory and management)

Possible best practice reviews:

- Training strategies of other UN/non UN organizations

Conclusions:

UNICEF is primarily a knowledge-based organization, yet seems to invest relatively little in developing and maintaining the knowledge-based of its staff. Further, without a coordinated training strategy, much of the money available for training may be wasted on programmes which are not in the strategic interests of the organization, on expensive training courses for individuals which could be coordinated centrally in a much more cost effective manner, and on providing training to those staff who are not necessarily those who most need it. Access to training needs to be clearly linked to the performance management and succession planning processes.

Induction/Orientation

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● The orientation process is almost non-existent, with people expected to be 100% productive from day one, with little or no orientation to the organization, the country, the people or processes and procedures. Both the organization and the people pay the price for this. ● Similarly, when international staff move to a new duty station there is almost nothing in the way of orientation to the new country. This is particularly difficult for country reps, as given their position there are few people from whom they can ask advice when they arrive at a new duty station. 		<ul style="list-style-type: none"> ● Statistics on completion of orientation/induction programme

Possible benchmarking data:

- Level of investment in orientation programmes

Possible best practice reviews:

- Orientation/induction programmes of other UN and non-UN organizations

Conclusions:

While the pressure to get staff on board and productive as quickly as possible cannot be ignored, both the organization and its new staff will continue to suffer unless new staff are given the opportunity to be properly inducted into the organization. While individuals have a certain level of responsibility to find out what they can about the organization and how it operates, there are significant personal and organizational consequences of not providing new staff with adequate orientation, particularly those whose first position with UNICEF is in the field, where the availability of support and advice on the organization and its processes is limited.

Development of management and supervisory skills

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● The training that is available tends to focus on the technical aspects of the work rather than on the development of management, supervisory and interpersonal skills. There is an urgent need for a coordinated programme to develop future managers of the organization, through a combination of formal training and development (offered either in-house or externally), varied job experience and mentoring. ● In particular supervisors need more training in performance management and the effective and appropriate provision of feedback. ● Senior managers should have the opportunity and be encouraged to take a sabbatical from time to time, to refresh themselves personally and professionally, and to spend time gaining experience from outside the organization. ● The organization should look at maintaining the network of women who have been through the “women in leadership” programme. ● The SPO OPS and Senior Leaders programmes were seen to be helpful especially if early in someone’s career but not frequent enough and lacking in follow up and support. 		<ul style="list-style-type: none"> ● Existing programmes for management and supervisory programmes and statistics on attendance ● Number of senior staff who have taken a sabbatical in past five years ● Number of staff who have participated in “women in leadership” programme

Possible benchmarking data:

- Budget for management/supervisory training
- Number/percentage of staff participating in management/supervisory training

Possible best practice reviews:

- Strategy for management/supervisory training

Conclusions:

The level of management and supervisory skills has been raised consistently as a concern. This may be a consequence of poor recruitment or poor accountability mechanisms, but the lack of coordinated training for managers and supervisors also plays a part in this. The development of a coordinated training programme in management and supervisory skills should be linked to the succession planning process, and should include a range of mechanisms to support management development, including formal training programmes, planned career movements and individual coaching or mentoring.

Career structures

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● Many staff see no opportunities for career progression within UNICEF, and little acknowledgement at an organizational level of the importance of career opportunities (staff were told at one meeting that “<i>nobody is married to UNICEF: you can choose to take it or leave it</i>”). This has a significant negative impact on motivation and staff morale, which is exacerbated by the fact that the conditions and entitlements are good, so it is difficult to leave to go to another organization. ● UNICEF risks losing good people if it is not able to offer them opportunities for advancement. Bright, young professionals in particular who are mobile and able to find employment elsewhere talked about the fact that they were not sure that they would stay with UNICEF past the end of their initial contract. ● There is no promotion process within UNICEF. People do not know what they have to do to progress unless they have a particularly supportive supervisor. ● There has been a trend over the past few years to create more senior professional posts, and fewer junior professional posts. This makes it increasingly difficult for GS and NO staff to progress in a career, as there are gaps between levels and limited opportunities for a manageable progression. 		<ul style="list-style-type: none"> ● 24% of staff are IPOs, 22% are NOs and 54% are GS ● The largest groups of staff is P3/L3/NOC (14.2%) ● The next largest groups are P2/L2/NOB (12.8%), GS5 (12.8%), GS6 (2.2%) and GS2 (11.7%) ● In 2005, 78% of IPO appointments were internal, 22% were external ● In 2005 there were 47 NO to IPO conversions (10.1% of all IPO appointments) and 10 GS to IPO conversions (2.3% of all IPO appointments)

<ul style="list-style-type: none"> ● There is a big difference in opportunities available to IPO, NO and GS staff in terms of career paths. In some offices GS staff have been told clearly that there is no possibility for them to advance in the organization. The “anticipated” professional career path is NO to IPO project/programme officer to SPO to Country Representative. However, not all NOs aspire to international positions, particularly women. Career opportunities as an NO or GS staff member remain limited. ● The balance between NOs and IPOs in country offices remains contentious. Some feel that the balance has swung too far in favour of NOs, and that the offices are becoming “de-internationalized”. Others feel that there are insufficient NOs in senior positions. Given that it is the national officers who give the continuity to offices and who have the local knowledge, expertise and experience, some feel that they should be involved more in senior positions and decision-making in country offices. ● Personal networks and relationships with senior people are essential for successfully building a career in UNICEF. The ability to progress is also heavily dependent on the supervisor or country representative. 	<ul style="list-style-type: none"> ● Breakdown of international/local staff by level ● Breakdown of separation of staff for reasons other than retirement or early retirement
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Possible benchmarking data:

- Breakdown of local versus international staff in other UN organizations
- Breakdown of internal versus external appointments

Possible best practice reviews:

- Process for promotion

Conclusions:

While not every staff member can expect to build a career for life within UNICEF, it is important in terms of staff morale and motivation that staff can see opportunities for progression through the organization. The concept of career development has to be clearly linked with the whole process of talent management, including performance feedback, succession planning, training and development and the staffing strategy.

8) **UN Reform**

- Understanding of UN reform
- Response to/impact of UN reform

Understanding of UN reform

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● Few staff have a clear idea of what UN reform might entail. There seem to be three basic responses: staff at large fear it; mid-level IPOs seem to be ignorant about it and see little impact on them, and senior managers see it as an opportunity. ● UN reform has been likened to a monster hurricane that has been announced, but there is not much you can do to prepare. Mostly, at the staff level, it engenders fear: how will it affect us? How will it happen? How can we prepare? There is fear of the uncertainty and possibility of losing jobs, particularly in operations. ● At the senior level (reps, RD, RC, some others) it is seen more as an opportunity. It is still not clear exactly what it will entail, but it is seen as inevitable for survival. ● Some think it is about an interagency mobility scheme pilot, but that it seems like a self contained project. ● Some see UN reform as more of the same kind of challenges which are facing UNICEF already. The goals remain the same, the environment remains the same but we but need to work together with other agencies. 		<ul style="list-style-type: none"> ● Information provided to staff at different levels regarding UN reform

Conclusions:

There is limited understanding and a high level of fear and anxiety regarding the UN reform process and its consequences for UNICEF staff.

Response to/impact of UN reform

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● Regional Directors pushing for UN reform with regional UN offices, feel that HQs are dragging their feet, and that the leadership for UN reform will come from the regions. ● UN reform is about harmonizing, and this has to happen both structurally and culturally. To date more attention has been given to structure and systems than to culture (leadership style, team approach, etc.). Addressing the cultural and HRM issues will be an important part of the process and needs to start now, to break down the silos between agencies. ● HR is seen as playing a role in the current uncertainty surrounding UN reform. There is a fear of posts being cut. HR should be playing a strong and proactive role in the process, to orient people, provide factual and timely information and allay mis-information. P2D could be better exploited to help in this. ● UNICEF's reputation/brand should be a "convener" in the UN reform process, providing strong leadership to get partners/UN on board. ● The focus needs to be on a coherent, integrated approach, but recognizing that each agency is unique, and allowing them to concentrate on doing what they do best. ● It is important for UNICEF staff to serve in other agencies. Some "<i>live and die in UNICEF</i>", refusing to consider Resident Coordinator positions because the paycheck is from UNDP. ● "<i>UNICEF has a culture of praising itself too much, acting on its own, and putting itself ahead of other agencies.</i>" Too many think we are the best agency. UNICEF has developed a certain arrogance, in part because UNICEF has easiest mandate to sell. This is seen as an obstacle to asking important questions about how to strategically situate UNICEF within UN Reform, to being proactive. 		<ul style="list-style-type: none"> ● Number of people within UNICEF involved in the UN reform process ● Concrete actions already taken within UNICEF to support the UN reform process ● Any data on the potential impact of UN reform on UNICEF staffing

Possible benchmarking data:

- Number of staff in other agencies dedicated to the UN form process

Possible best practice reviews:

- Steps taken by other UN agencies regarding UN reform

Conclusions:

UNICEF is currently seen to be dragging its feet with respect to the UN reform process, in part due to a perceived level of organizational arrogance. There is a concern that if it does not rapidly engage and take an active role in the process it will be “done to”, rather than being a proactive part of the process of setting the agenda.

9) **Culture**

- The culture of UNICEF
- The culture within country/regional offices
- The work environment
- Motivators/de-motivators
- Gender issues
- Previous change efforts

The culture of UNICEF

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● There is a strong sense that the culture within the organization runs counter to the espoused vision of UNICEF. The external perception and internal realities are quite different. <i>“I was so happy to get a job with UNICEF. Within one week I realised my mistake”</i>. ● UNICEF is described as very hierarchical, macho, “command and control”, with limited empowerment of staff and a relatively low level of trust in people to do the right thing. This is exemplified through the structure, and the complex and bureaucratic processes for even the most simple of things. UNICEF struggles with trying to be democratic, inclusive and participatory. It gives the impression of openness, but the hierarchy remains. Staff in lower levels feel that their contribution is not valued, and that certain senior staff members show a lack of respect for the staff working for them. ● In spite of this, there is little culture of leadership, and no culture of management accountability. ● There is little encouragement for creativity, innovation for flexibility. Rigidity of processes kills initiative. People sense that <i>“you are not here to think, you are just here to do”</i>. 		

<ul style="list-style-type: none"> ● In general, the culture is not supportive of open and honest communication. People do not necessarily say what they think, and are more likely to complain in the hallways rather than using the appropriate channels. There are exceptions in some offices, but these are heavily dependent on country reps. ● People are loathe to talk about it, but lack of transparency is a real issue, with decisions made on political grounds, or because of pressure from donors, rather than on the basis of an objective assessment of the facts. ● Staff do not feel that UNICEF values them as an organization. This is manifested by the lack of support for training and career development, and the inability to find a solution for staff who have been stuck at the top of their grade for many years. UNICEF pushes the line of “the UNICEF family” <i>“but it is not my family, and certainly doesn’t act like it”</i>. ● Many of the management tools that are developed in UNICEF are perceived as bureaucratic requirements, and are not seen to be useful. Part of this is due to their form and the way they are introduced, but part is due to a lack of understanding of the value of the tools and a cultural tendency to reject changes in management tools out of hand. ● The culture of UNICEF is more self-congratulatory than self-critical. It is not a culture that encourages honest questioning and rigorous reflection on how the organization is performing. It has held many meetings to determine what needs to change, but has not demonstrated a commitment to implementation of what comes out of the meetings. ● Operations staff feel that their work is devalued in comparison with the work of the programme staff. <i>“We are the dustbins of the organization”</i>. ● In spite of its official position, UNICEF is heavily Anglophone. English is the “language of power”, and many important documents, as well as the majority of training, is available only in English. 	<ul style="list-style-type: none"> ● Staff survey data
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Conclusions:

Cultural issues run deep within an organization. If UNICEF is to achieve significant changes with respect to how it manages its human resources, it needs to address some of the underlying cultural issues which in many cases run counter to the espoused values of the organization, and are currently impeding any significant improvements in HRM.

The culture within country/regional offices

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● The culture and climate within individual offices is heavily dependent on the country representative/regional director, as well as the senior team of IPOs. The reps are very important, and almost have the status of “viceroys” within the country. ● This can be particularly difficult for local staff, as they are “the continuity” within the office, and have to adjust to a different management style each time the rep changes. ● It is difficult to build a real sense of a team within regional offices because so many people are continually on the move. ● In many offices there is a “conspiracy of courtesy” and culture of silence, where people are not willing to speak up for fear of the impact on their future employment. ● Some people described exceptions to this scenario, but they appear to be dependent on the manager or the Representative. For example, where the managers believed in the principles of the Management Excellence programme (or other such more personal management principles), and implemented those principles and kept them alive, they have become more integrated into the culture of the office. In those offices there is a noticeable difference in the climate, HR management, communication and even the use of the PER. This lasts until a manager or Representative is rotated into the office who does not hold the same beliefs about management. 		



<ul style="list-style-type: none"> ● Some country offices have succeeded in developing a collaborative, consultative culture, with a mix of formal hierarchy and horizontal interdisciplinary teams that contribute to an integrated vision, exchanges, and mutual learning. ● In a number of offices there are significant cultural and racial tensions, but these are rarely brought to the surface or discussed openly. Tribal or religious differences at the country level, as well as differences between local and international staff and differences between cultures of international staff all add to cultural complexities and potential tensions within offices. ● National/International staff tensions are exacerbated by perceived differences in status and treatment and a real difference in entitlements. 	<ul style="list-style-type: none"> ● Map of nationalities of staff in regions/country offices
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Possible best practice reviews:

- Strategies put in place by other UN or non-UN organizations to ease cultural tensions in multicultural offices

Conclusions:

Country reps/regional directors have a significant impact on the culture and climate of individual offices. This reinforces the need to invest in the selection, training and ongoing performance management of these staff; who are often operating in relative isolation from their colleagues and HQ. Given the complexities of the cultural mix in the field and the tensions that can exist in country and regional offices, the ability to effectively manage staff and handle delicate interpersonal relations is a critical part of the job.



The work environment

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● Workloads are high, and there is a generalized expectation of long hours, particularly for IPOs. This is exacerbated by the breadth of UNICEF's mandate, and the fact that the organization takes on more than it can handle. <i>"There is an enormous, chronic, system-wide gap between the mission/goals and the staffing, that results in tremendous problems of workload"</i>. ● People continue to work long hours, not only because of the workload, but also for fear of non-renewal of their contract. The role model of the country rep also impacts on the hours that people feel they need to work. ● There is a general sense that working environment is not healthy, due mainly to <ul style="list-style-type: none"> ● A lack of planning, which means that offices are always operating in crisis mode ● High workloads ● Bureaucratic procedures ● Poor management/supervision ● The physical environment ● Concerns over contract renewal ● Perceived injustices in appointments/the progression of staff 		<ul style="list-style-type: none"> ● Average working hours of staff at different levels and in different offices

Conclusions:

There is a perception that workloads are high and that long hours are valued, sometimes over and above productivity. Observations in the field suggested that this may be the case for pockets of staff, but it may not be true across the board. For those situations where long hours are the norm, a first step should be to identify and to try to reduce the non-value-adding work and bureaucratic processes that contribute to the workload.

Motivators/de-motivators

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● The mandate and mission of the organization remain a significant motivating factor for many UNICEF staff. ● For some, the interest of the work itself and the work environment is also a significant motivator: <i>“We sit at places, people listen to our advice. We are respected. UNICEF lets us do this”</i>. ● Some staff acknowledge that that they come to work solely for the money, or because of their contractual obligations. ● Job insecurity was cited as one of the most significant negative impacts on motivation. ● Leadership embodied in the immediate supervisor plays a critical role in terms of motivation, and can kill or create it. ● The systems that don’t work and the lack of transparency around them was often cited as demoralising. ● For many GS staff, their jobs are boring and repetitive. Some have undertaken study and would be willing to take on a higher level of responsibility and variety of tasks, even without formal promotion. Many feel that their jobs are compartmentalised and poorly designed, and could be made more motivating and interesting if they were allowed to rotate between roles or share tasks. This would also lead to a more flexible workforce, but to date has met with resistance at the level of a number of supervisors and country reps. ● A number of staff also suggested that the use of staff exchanges within the regions would increase motivation, broaden experience, and promote the sharing of ideas between offices within a region. 		<ul style="list-style-type: none"> ● Number and nature of staff exchanges within and between regions

Possible best practice reviews:

- Processes/policies for staff exchanges

Conclusions:

Many UNICEF staff continue to be motivated by the mandate of the organization, and by the potential for them to positively influence the lives of children and mothers. The organization needs to capitalise on this, and ensure that all staff can see a connection between the work that they do and the mandate of the organization. It also needs to ensure that its espoused values are reflected in how the organization operates on a day-to-day basis and in the way it manages its staff.

Gender Issues

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● In spite of the development of family-friendly policies, the organization is not seen to be supportive of the promotion of women to senior positions. The long working hours, the expectation that staff can move anywhere at any time, and the difficulties of spouse employment are just some of the practical issues which often impact more significantly on women than on men, and particularly on women with family responsibilities. There is a perception that most of the senior women in UNICEF have no children and have husbands who do not work, are widowed or are divorced. ● Men and women seem to be judged according to different criteria, and women are far more under the spotlight than men. <i>“As a senior woman in UNICEF you are continually watched and scrutinized”</i>. ● There is no recognition that women bring something different and worthwhile to the organization. ● It can be difficult for senior women to work with men who culturally do not believe in women’s rights. Many will agree to behave differently in the office, but do not fundamentally believe, in spite of the fact that staff are supposed to be committed to the values of human rights. 	<p>The study on Gender Parity in Senior management has recently been released.</p>	<ul style="list-style-type: none"> ● In December 2005 2006, 47% of UNICEF staff were female (46% of IPOs, 44% of NPOs, 48% of GS). ● Only 37% of staff at P3 level and above were female, and 25% of staff at D2 level are female ● Approximately 68% of all IPOs were married ● Approximately 50% of female and 82% of male IPOs were married ● More comprehensive breakdown of staff by family situation ● Statistics on maternity/paternity leave ● % of staff who leave UNICEF after maternity leave

Possible benchmarking data:

- Breakdown of male and female staff by grade

Possible best practice reviews:

- Strategies for increasing the representation of women in senior positions in other UN and non-UN organizations

Conclusions:

Although UNICEF leads the UN in progress towards achieving gender balance at senior management level, it is still some way from its goal of reaching gender parity by the year 2010. The Study on Gender Parity undertook a detailed analysis of gender issues in senior management, and has made a number of recommendations as to how to continue to work towards achieving a balance of men and women in senior management positions. Current obstacles to retaining or attracting women to senior management positions include both practical issues associated with the demands of the job, and cultural issues in what is still seen to be a “macho”, male-dominated organization.

Previous Change Efforts

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● UNICEF has attempted on a number of occasions to achieve significant changes in how it manages its human resources. ● Following the Booz Allen Hamilton Study and Management Excellence Programme a number of improvements were made, but they were not followed through or did not go far enough. ● There have been few notable improvements since the Brasilia conference in 2002, with the exception of the introduction of P2D. Possible reasons for this have been suggested as: <ul style="list-style-type: none"> ● The Brasilia process was not consultative. Only a small number of staff were involved, including very few HR staff, and DHR had little commitment to the outcomes; 	<p>The recommendations of the Brasilia conference are still key elements of the MTSP.</p>	

<ul style="list-style-type: none"> ● The outcomes were not strategic. They were primarily surface issues which, while important, will do little to fundamentally change the underlying issues in terms of how UNICEF manages its staff, and the culture and values of the organization; ● Leadership was not perceived to be consistently behind the process; ● No one was given clear accountability for ensuring the implementation of the outcomes, and there was no clear process to ensure that the agreed actions were being followed through; ● There were inadequate financial resources provided to support the implementation of the initiatives. 		
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Conclusions:

While some good initiatives arose from both the Booz Allen Hamilton study and the Brasilia conference, neither process concentrated on the underlying cultural issues within the organization, and the impact of the studies was therefore limited. Further, accountability for the implementation of the outcomes was unclear, and inadequate resources were made available to support the implementation of the recommendations.

10) DHR

- Roles and responsibilities
- Skills and expertise
- Culture
- Relationship with “clients”

Roles and responsibilities

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● To date DHR has not been allowed to function properly, with significant involvement of the Executive in HR decisions. ● The workload in DHR is heavy and staff are very busy, however much of what they do is not seen as strategic or value adding. ● There are many functions where people believe DHR should be adding more value. In particular, there is a strong feeling that the office should become more strategic, and reduce its role in “policing” policies and decisions. Areas where people would like to see it increasing its role include: <ul style="list-style-type: none"> ● Development of a staffing strategy, in close consultation with the field ● Planning staff movements ● Succession planning, and supporting the tracking the progress of staff ● Developing and implementing a coordinated approach to training and development at all levels, and in particular for management and supervisory positions ● Providing professional expertise in the recruitment and selection process 	<p>DHR has recently undergone a restructuring, dividing the Recruitment and Career Section into Recruitment and Staffing, and Talent Management.</p>	<ul style="list-style-type: none"> ● Total of 114 staff in DHR for 2006/2007 (62 GS staff, 49 P staff, 3 D staff) ● 2 clusters of 3 sections each <ul style="list-style-type: none"> ● Total number of staff involved in HR, including regional and country office HR staff

Possible benchmarking data:

- Number of HR staff:total staff ratio (looking at both HQ and field HR positions)

Possible best practice reviews:

- Structure of central HR office and field HR structure

Conclusions:

DHR is evolving from a traditional personnel department. It recognizes the need to become more strategic and less operational, and is making efforts to do so. SAP should free it from some very time-consuming operational processes, and provide the tools in terms of information management and analysis to support it taking on this strategic role. However, there needs to be a shift in terms of both culture and expertise to move it to becoming a truly strategic resource in terms of the management of UNICEF's staff.

Skills and expertise

Perceptions	Actions underway	Data (existing, and to be obtained in later stages of the review)
<ul style="list-style-type: none"> ● There has been progress in terms of the level of expertise within DHR, but they are still seen to lack professional expertise, partly through having the wrong people, and partly through a lack of training. There are some excellent individuals, but the overall impression is a group of primarily administrative staff who focus on process rather than outcomes, and who lack the professional expertise to add value to managers in the field. ● In the past, staff were sent to work in HR if they didn't fit elsewhere in the organization. Now the Division needs professional staff who can add value to the managers and staff that they are supporting: this is not the base from which they are coming. A number of examples were provided of where DHR staff had written things which were totally inappropriate, unprofessional and potentially defamatory. ● DHR staff need to broaden their understanding of contemporary HR practices outside UNICEF, and outside the UN system 		

<ul style="list-style-type: none"> ● Specific areas in which HR needs to build its skills include: <ul style="list-style-type: none"> ● Professional expertise in recruitment and selection ● Investigative work and performance management ● The development and implementation of a staffing strategy ● Strategic approach to training, development and succession planning 		<ul style="list-style-type: none"> ● Skill profile of staff in DHR
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Conclusions:

DHR has tried to build a more professionally oriented team of staff and has made progress in this direction. However, the team is still perceived to be predominantly administrative, and in many instances lacking in professional knowledge and expertise. If the Division is to become more strategic and to succeed in transforming from a personnel department into a department of human resources which adds significant value to the organization and its managers, it will need to build the professional HR expertise of its staff through a combination of training of existing staff and recruitment of new staff with professional HR expertise and experience.

Culture and relationship with “clients”

<p>Perceptions</p> <ul style="list-style-type: none"> ● DHR needs to develop a much better understanding of its clients, both in terms of programming and its requirements, and in terms of working in the field. Given that over 80% of UNICEF staff work in the field, staff in DHR have a remarkably limited understanding of and exposure to the realities of working in a country or regional office. ● DHR has little concept of client service, and of the impact of its actions or inactions on the staff and management of the organization. “If you want information from DHR, it will take forever. If they want information from you, they expect it immediately”. Staff in DHR seem at times oblivious to the impact of delays on individuals in the field. 	<p>Actions underway</p>	<p>Data (existing, and to be obtained in later stages of the review)</p>
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<ul style="list-style-type: none"> ● The relationship with DHR changes significantly if you have met the person you are dealing with. It is worth making the effort to develop personal relationships. ● Language is a significant problem for Francophone countries. Few people in DHR speak French, and almost all their material is circulated in English. ● Staff within DHR were described as indecisive, and unwilling to take action. ● DHR does is not perceived to have a culture of confidentiality. People fear that they will betray confidences, which impacts significantly on the information that staff in the field are willing to share with them. ● Staff within DHR are seen as inflexible, and unwilling to change. They are protective of their processes, and find it difficult to move from a culture of “can’t do” people to a culture of “can do” people 		<ul style="list-style-type: none"> ● Number of people in DHR who speak French or Spanish. ● Number of DHR staff who have visited the field. ● Time delays for specific requests in DHR. ● Length of service in DHR of existing DHR staff
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Conclusions:

If DHR is to become strategic and value adding, it needs to be able to undergo a significant cultural shift. It is not currently regarded as being client oriented, and is not perceived as having a good understanding of the context and needs of the staff and managers for whom it provides services. This impacts significantly on the way it provides services, the impact of its services and the appropriateness of the policies that it develops. Further, it is regarded as inflexible, and more adept and enforcing and policing rules and regulations than in working with staff and managers to find solutions to their HR issues. Given the history of the Division this is not surprising, but the current culture within DHR is a significant impediment to achieving real reform with respect to the management of UNICEF’s human resources.

UNICEF All staff Survey on HRM

Regional disparities

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.

Response rate

Regions	Number of Completed questionnaires	% of total number of staff in the region
ESARO	256	15%
WCARO	246	15%
ROSA	275	18%
EAPRO	194	18%
MENA	126	12%
TACRO	172	23%
CEE/CIS	110	21%
HQs (New York, Geneva, and Copenhagen)	276	22%
Other Centers	19	56%

Approach to the Survey Analysis

This report focuses on the disparities between regions, including headquarters and other centers. In order to show the differences, the graphs below illustrates the percentage of staff in each region and overall who Agree (=agree + strongly agree).

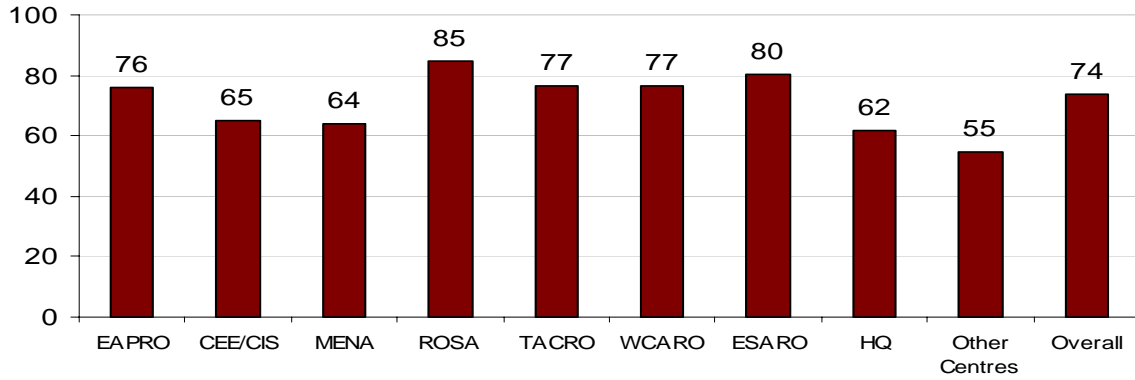
¹ Apart from the section “*How would you rate UNICEF’s performance in the following HR practices?*” rated as very poor, poor, quite poor, adequate, good, excellent.

² See Diagnosis report and annexes at

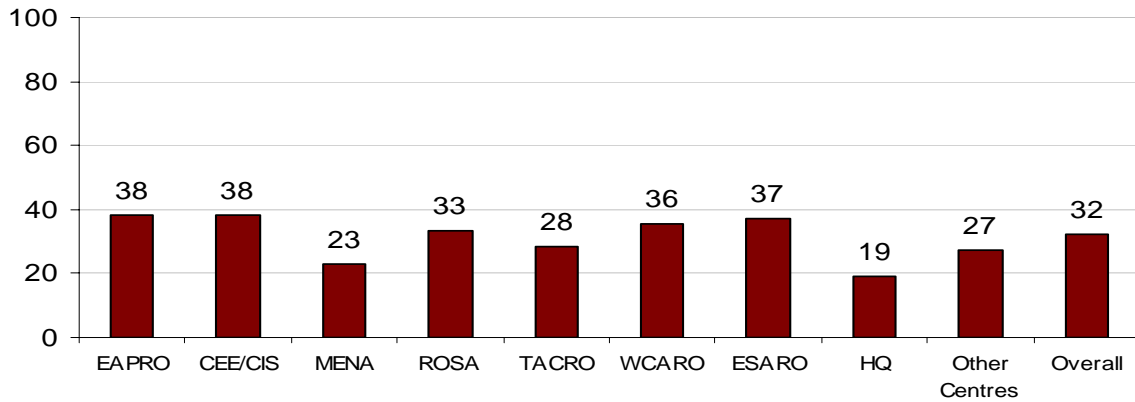
<http://www.intranet.unicef.org/epp/evalsite.nsf/Site%20Pages/Page020401>

JOB SATISFACTION AND FIT

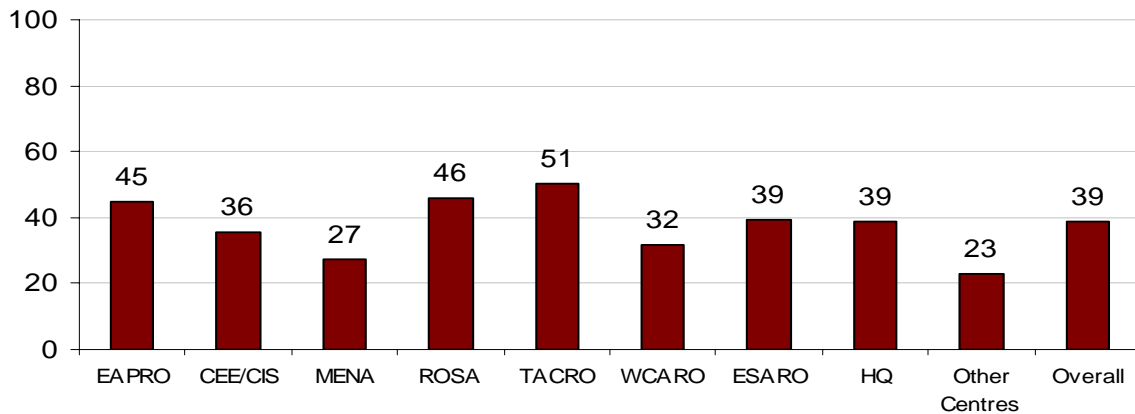
I feel my work makes a real difference for children



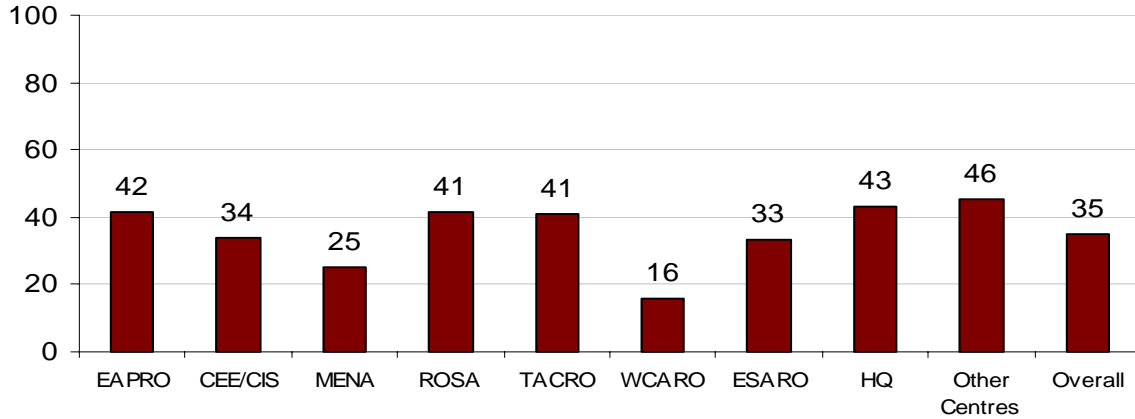
My job description is updated regularly in line with changes in my role



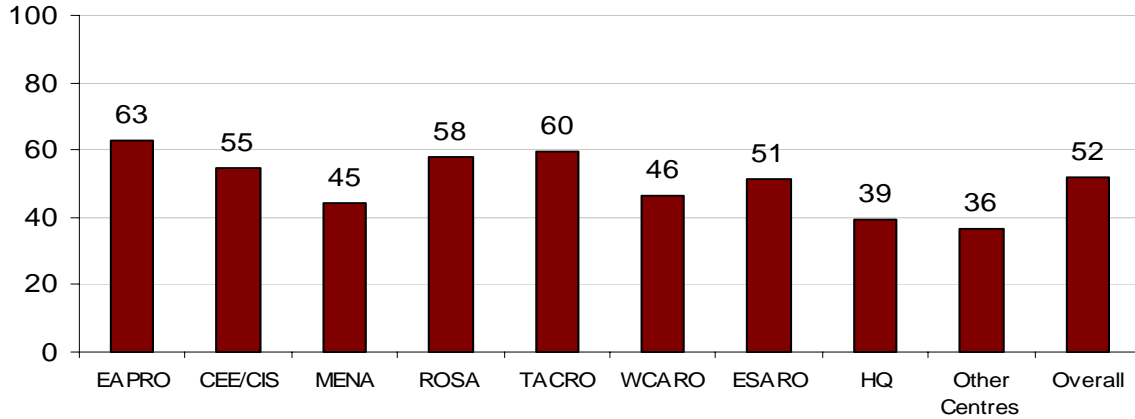
The level of stress I experience at work is generally acceptable to me



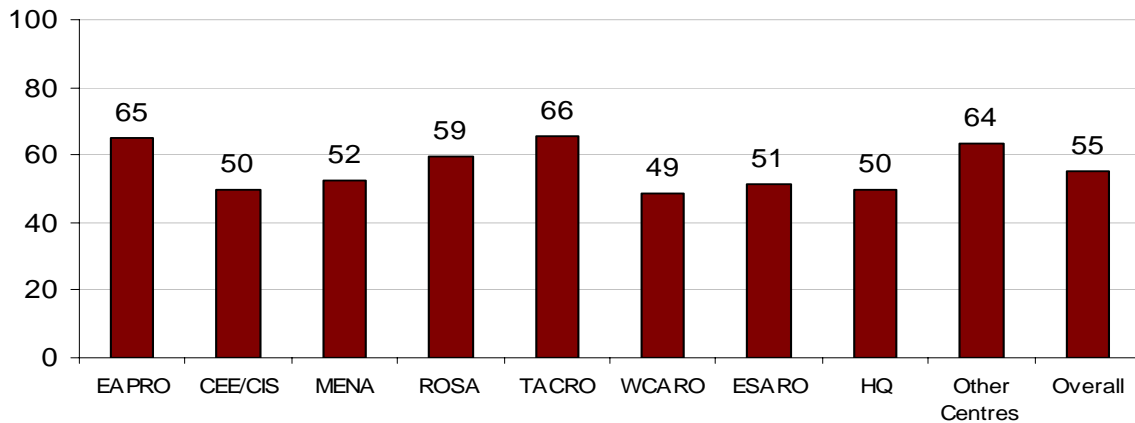
My job allows me to take care of my family and personal responsibilities



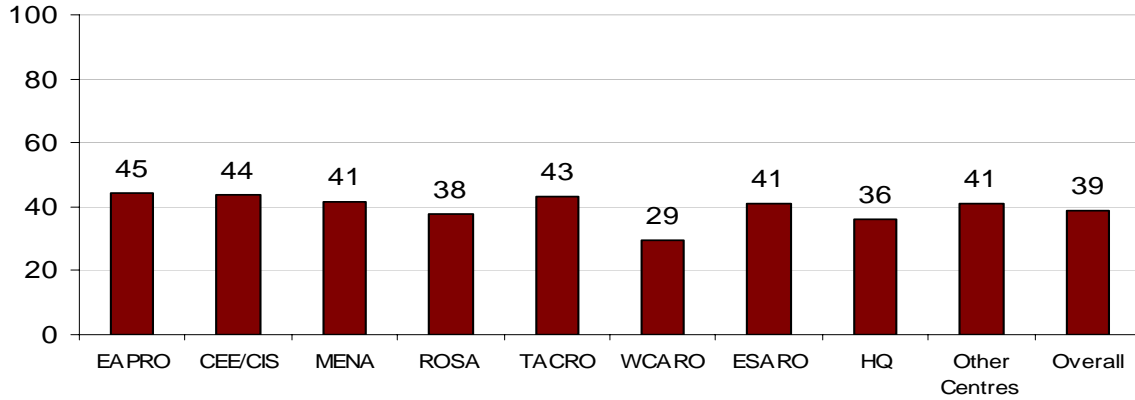
My working conditions allow me to do my job well



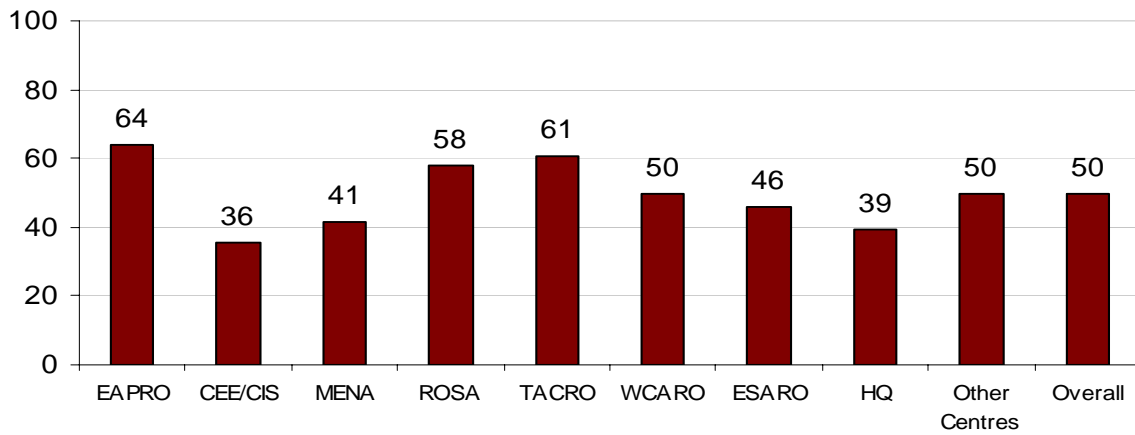
I have the opportunity to say what I think in meetings



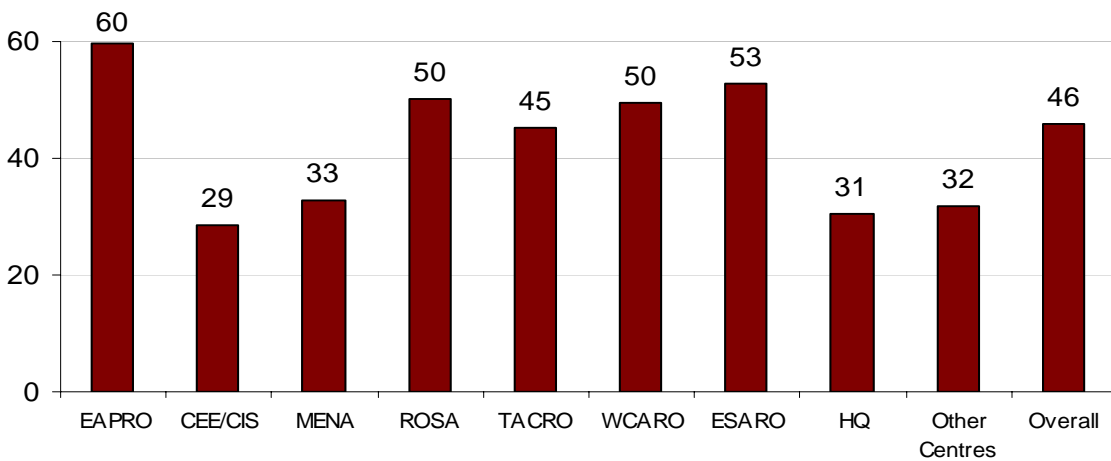
I can raise problematic issues without fear of repercussions



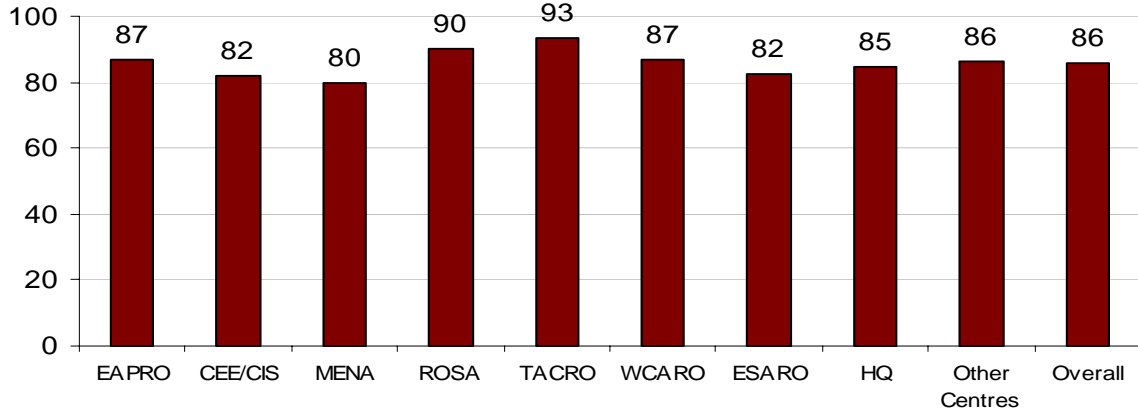
I feel motivated and able to work at full capacity



My experience and competences are used to the full in UNICEF

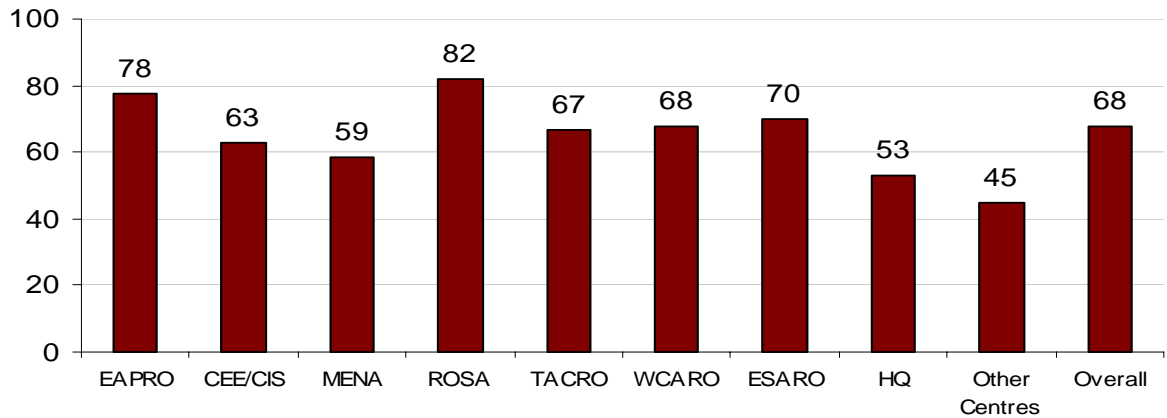


I have the skills I need to do my job well

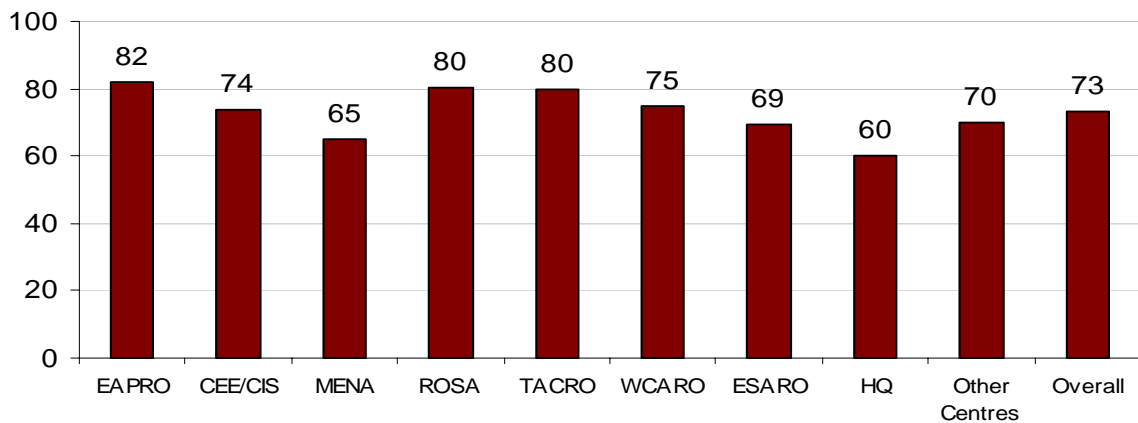


MY JOB

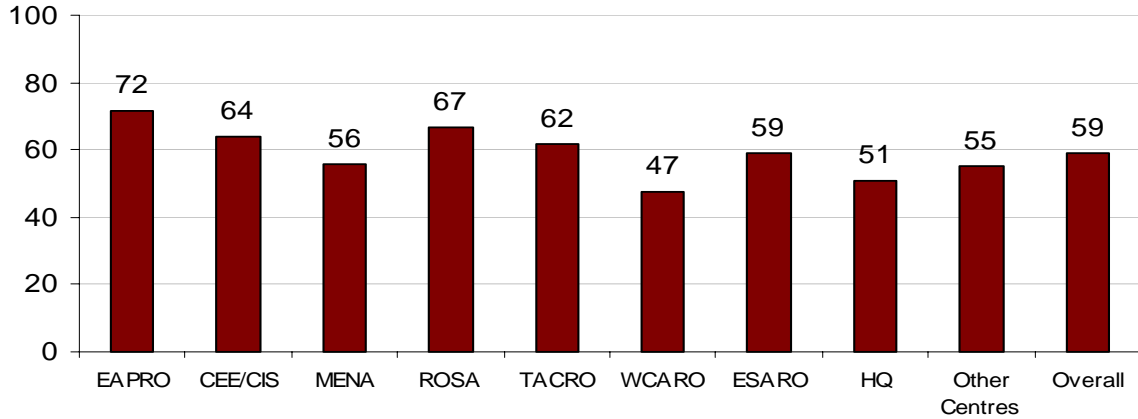
I have clear performance objectives and I know what results I am expected to achieve



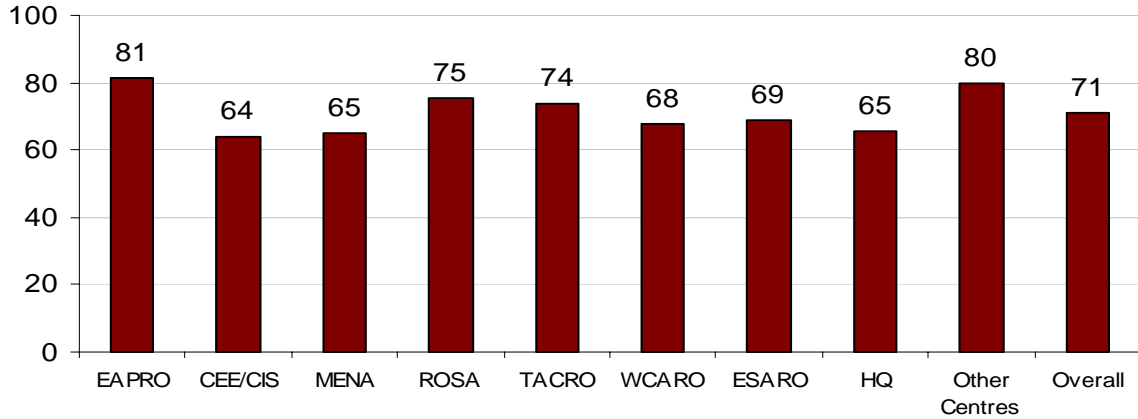
I am held accountable for achieving results



I am encouraged to contribute to priorities beyond my immediate responsibility

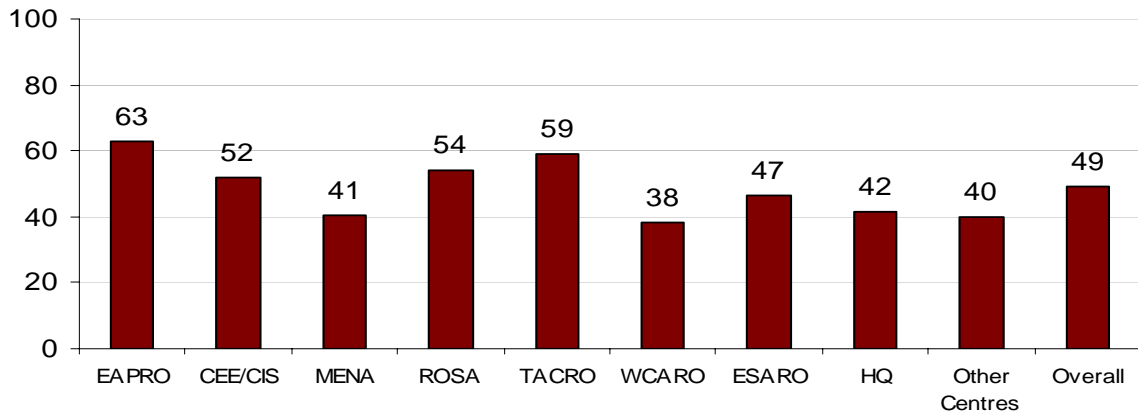


I am satisfied with the quality of the work I do for UNICEF

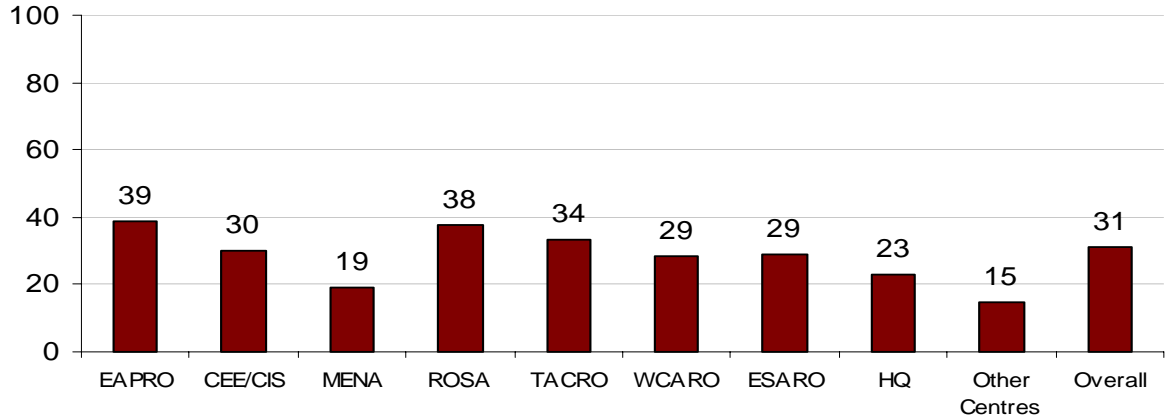


PROFESSIONAL DEVELOPMENT

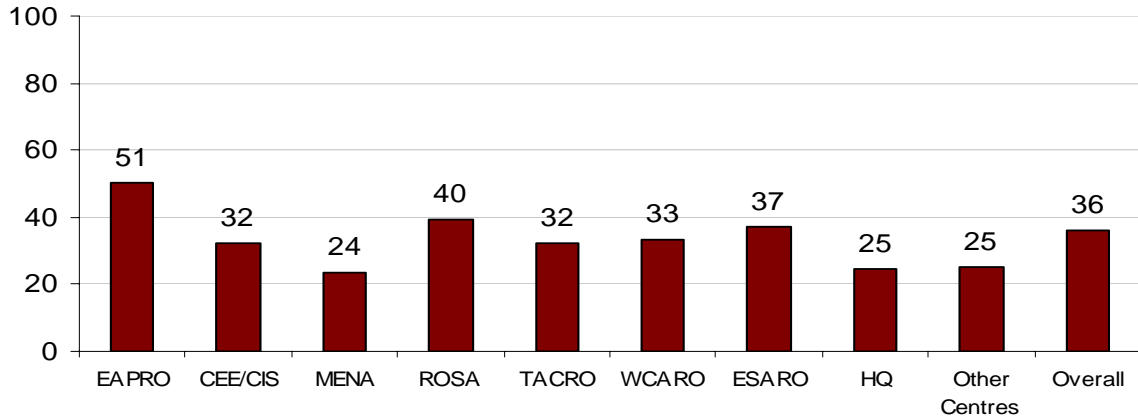
In the past year, I have had opportunities to learn and grow at work



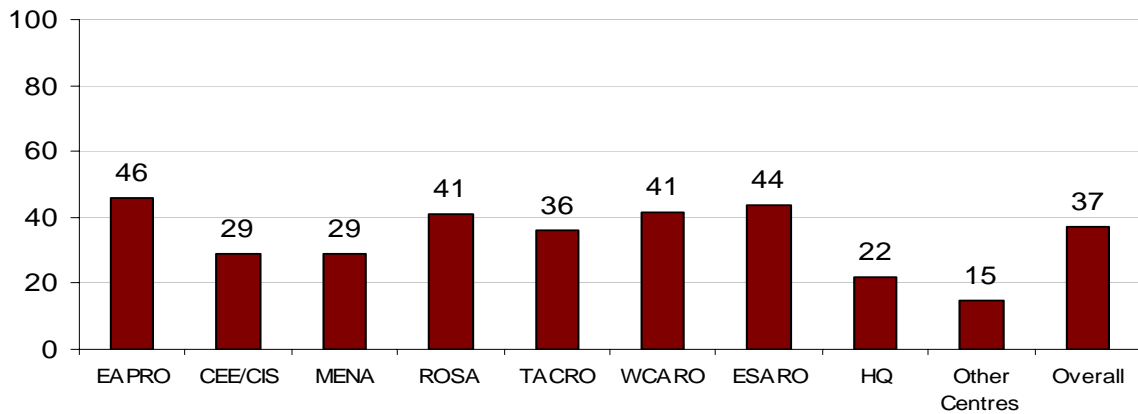
I receive regular helpful feedback that supports my learning and development



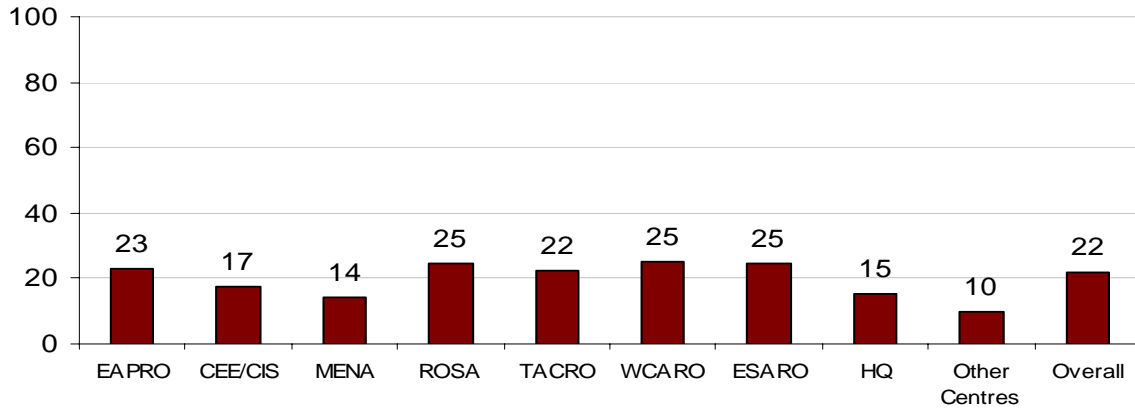
UNICEF provides the formal and informal learning opportunities I need to do my job better



The training I have received in UNICEF has made a real difference to my job performance

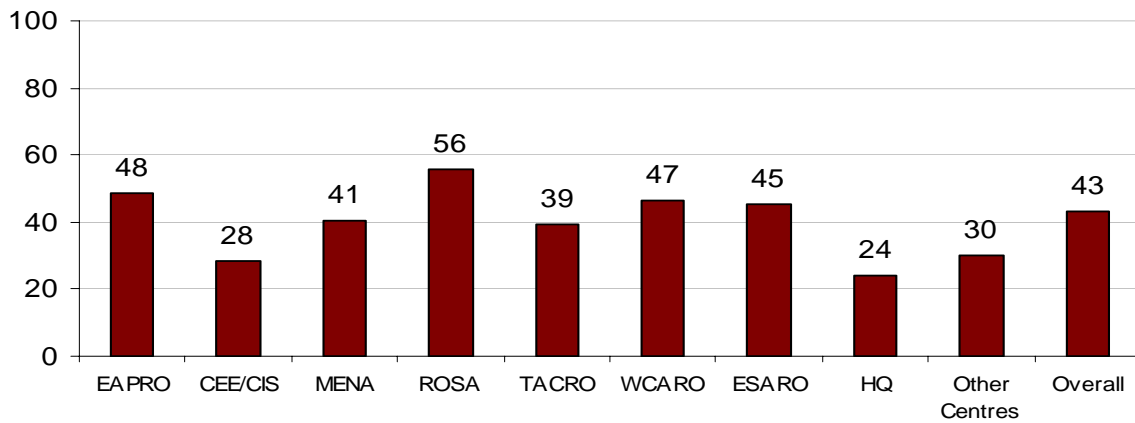


I have a mentor in UNICEF (other than my supervisor) who supports my professional development

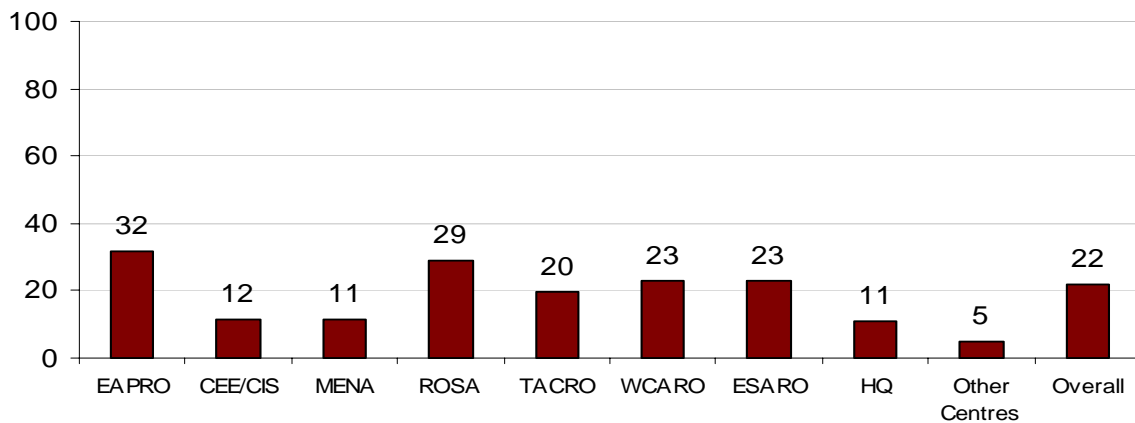


CAREER DEVELOPMENT

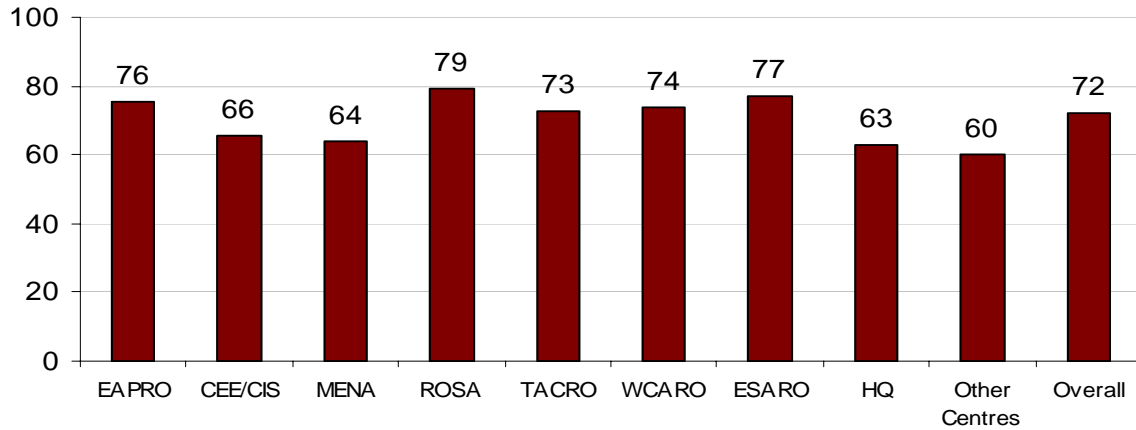
I am confident that I will be able to advance my career in UNICEF



I receive support in planning my career development at UNICEF

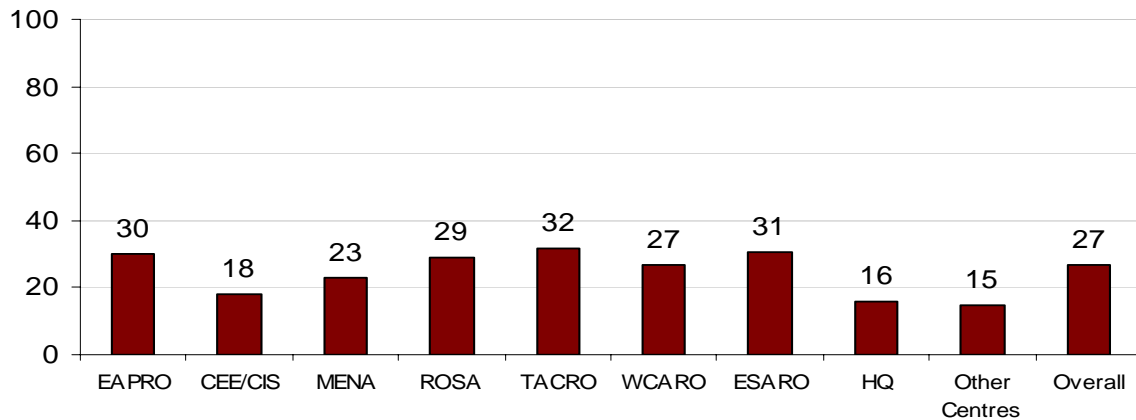


I take the initiative to develop skills and competencies that will assist in my career development

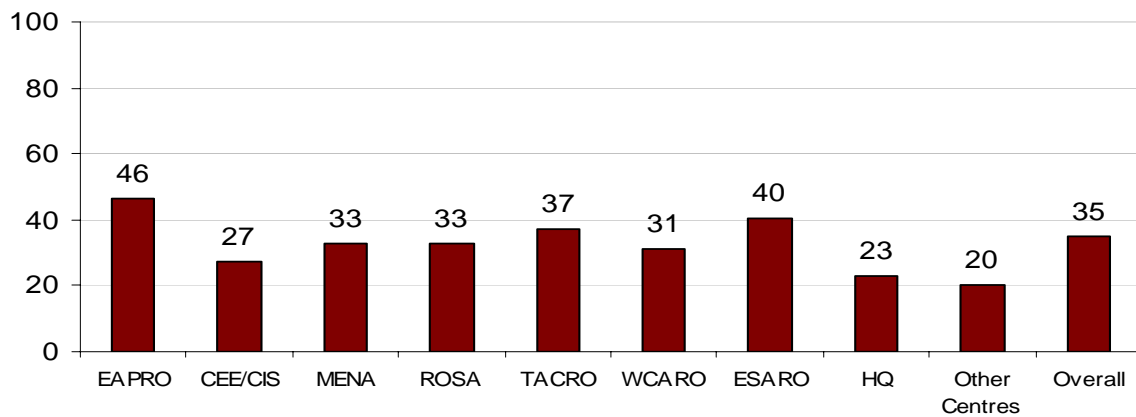


UNICEF PRACTICE AND CULTURE

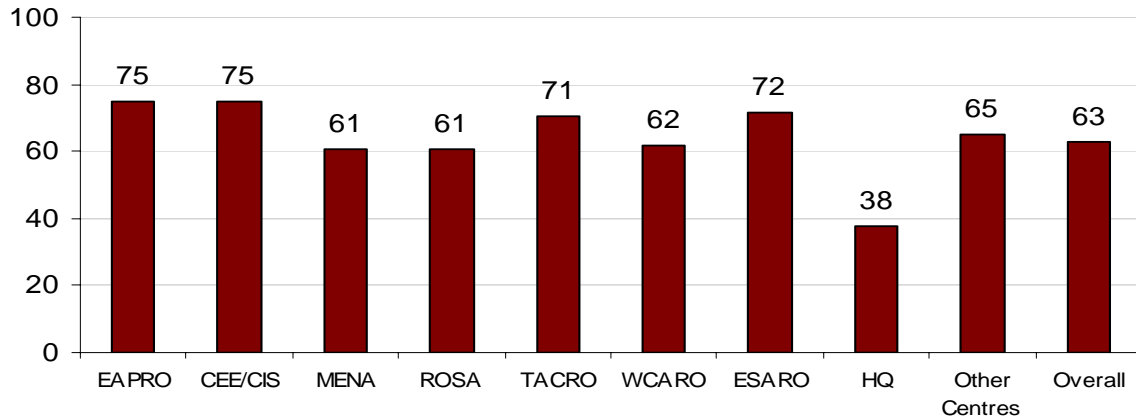
Conflicts are dealt with in a proactive and constructive manner



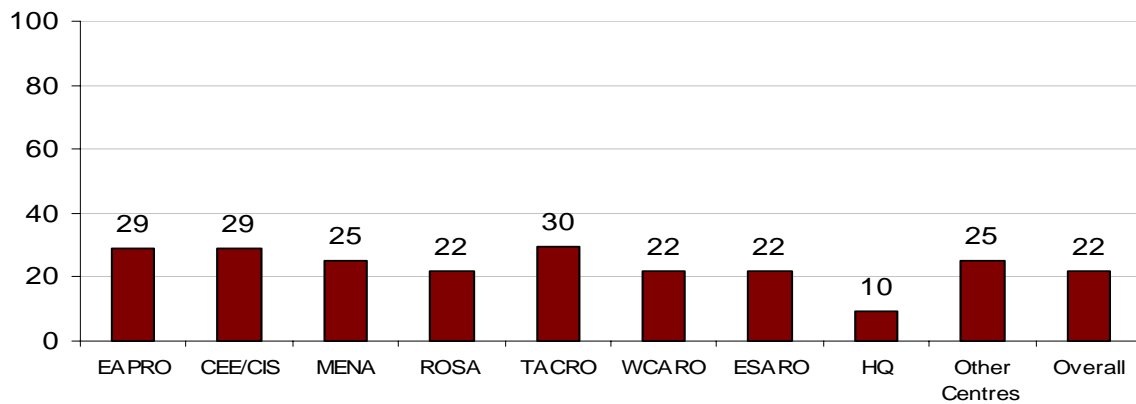
UNICEF encourages people to express diverse opinions



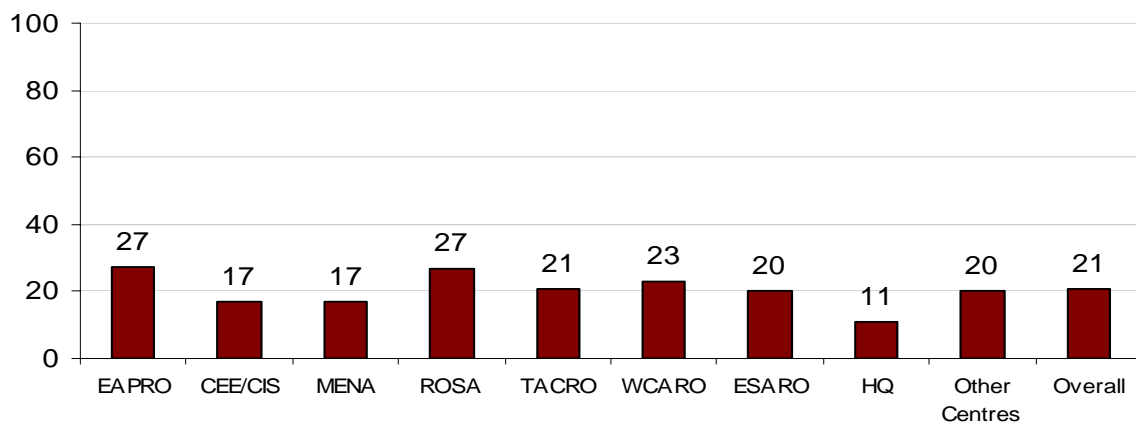
Women and men are treated equally in this office/division/centre



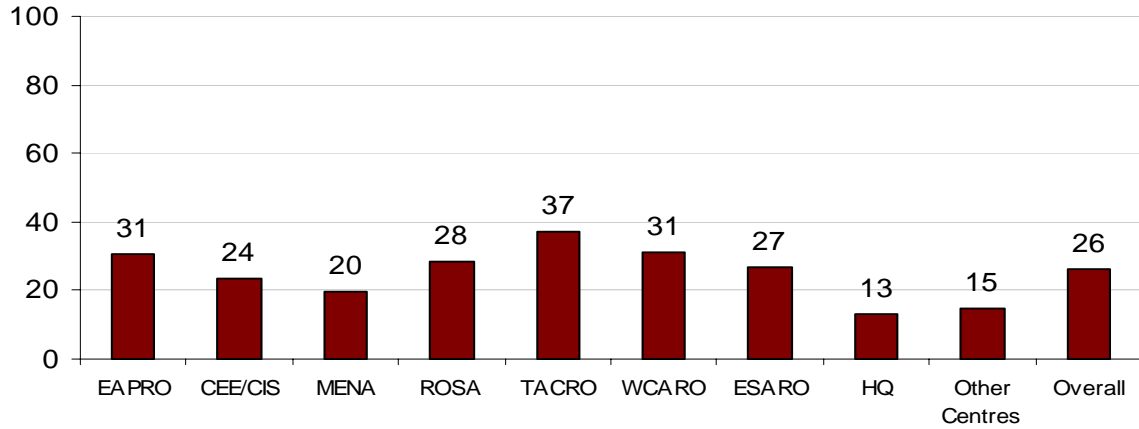
There is no favoritism or discrimination in UNICEF



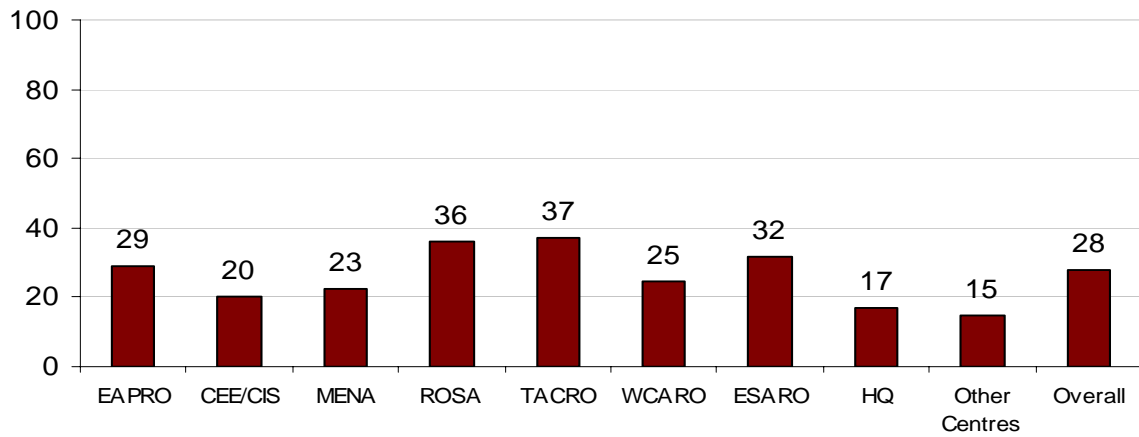
The workload is distributed fairly



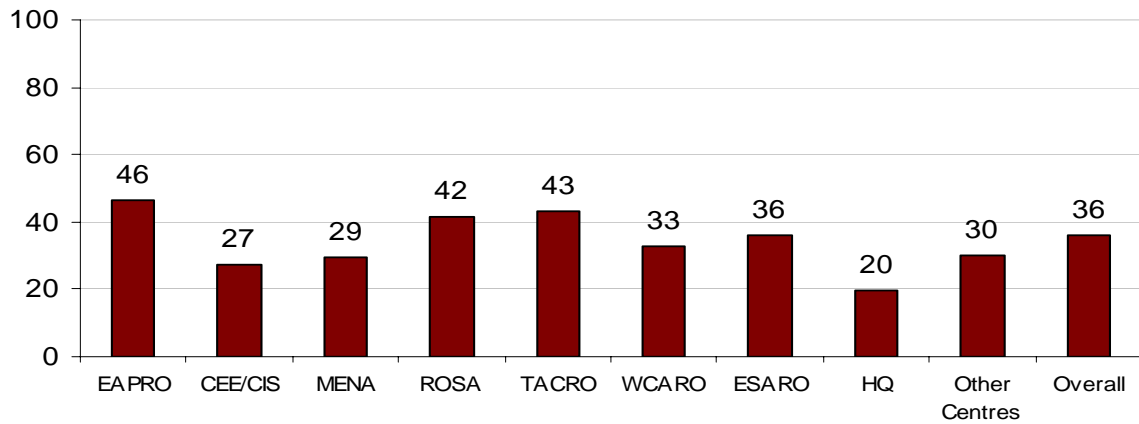
Organizational sanctions are used to deal with inappropriate behaviour



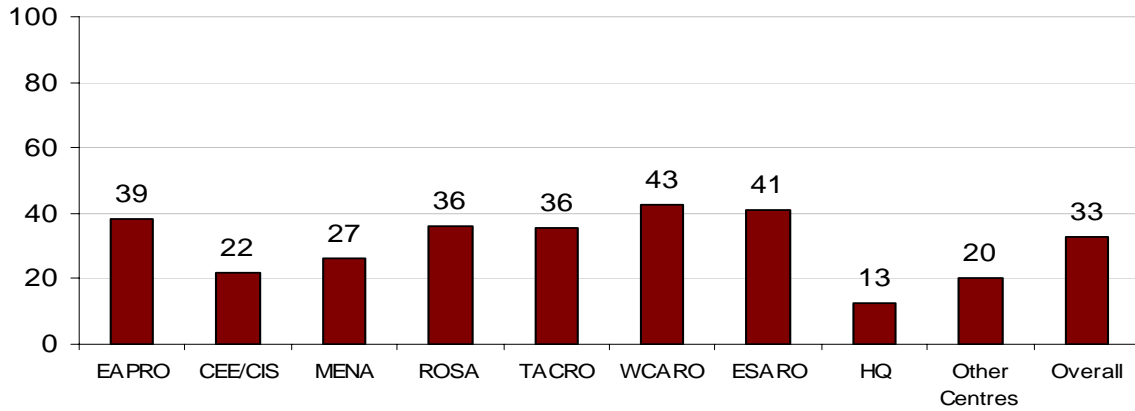
We take calculated risks to achieve organizational goals rather than playing it safe



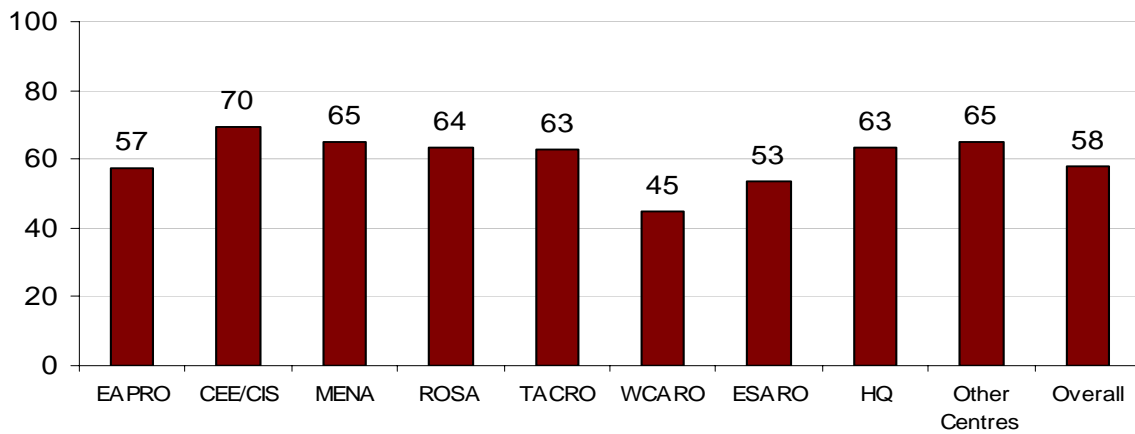
We work in an atmosphere of trust



UNICEF knows how to recruit people with the competencies it needs, when it needs them

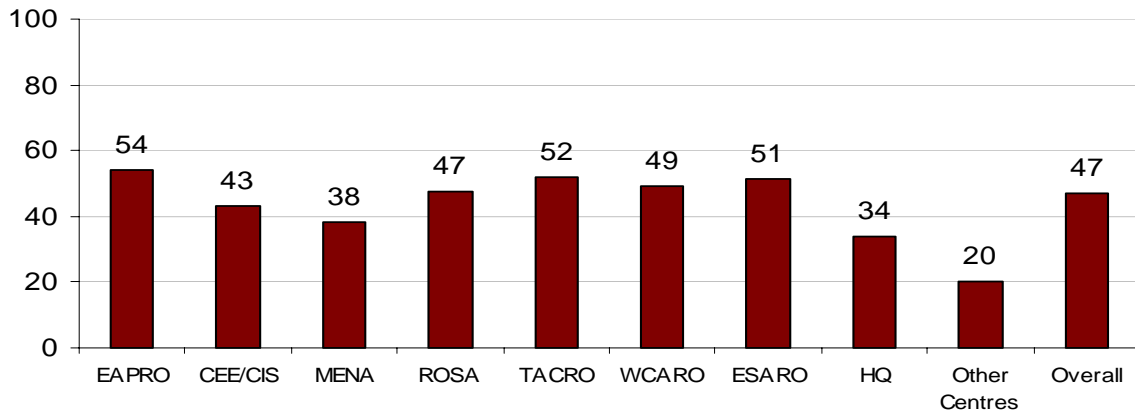


To meet the organisations goals in the future, UNICEF will need to recruit new people with new skills

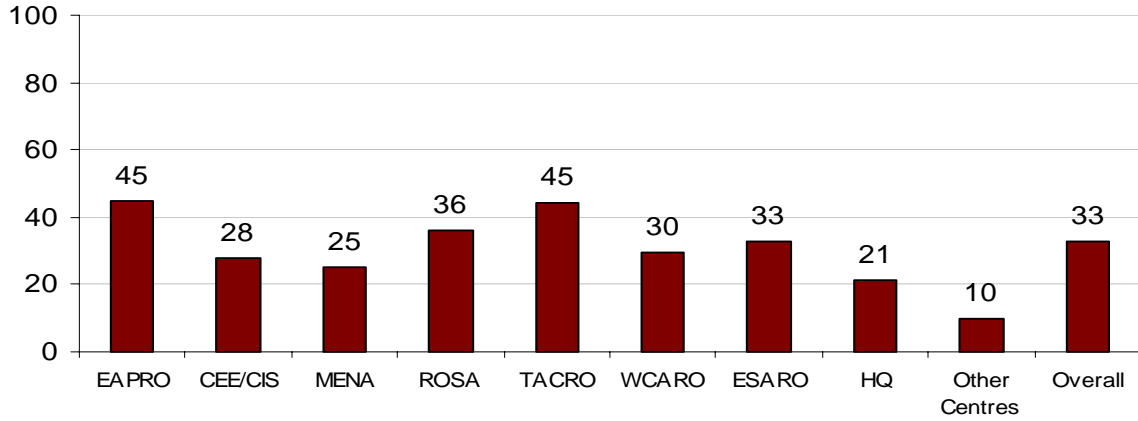


MY OFFICE/DIVISION MANAGEMENT

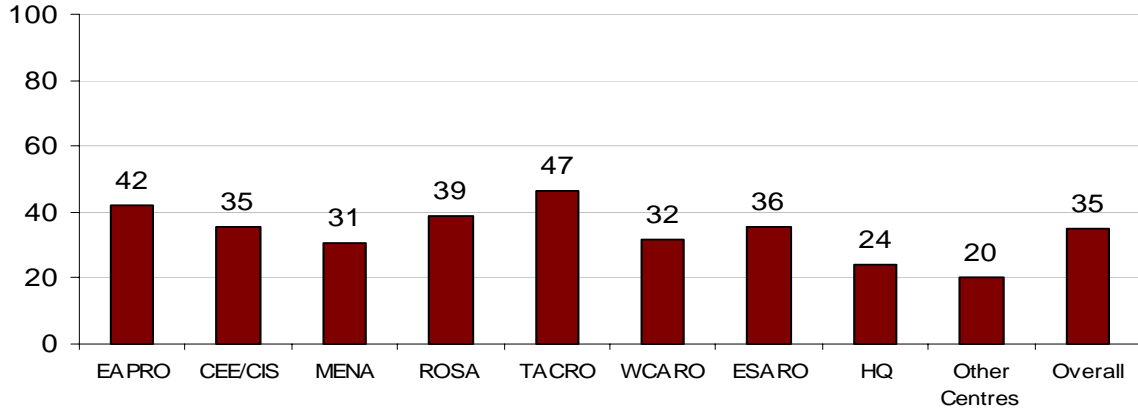
Managers have the competencies to do their jobs well



Managers have good people management skills

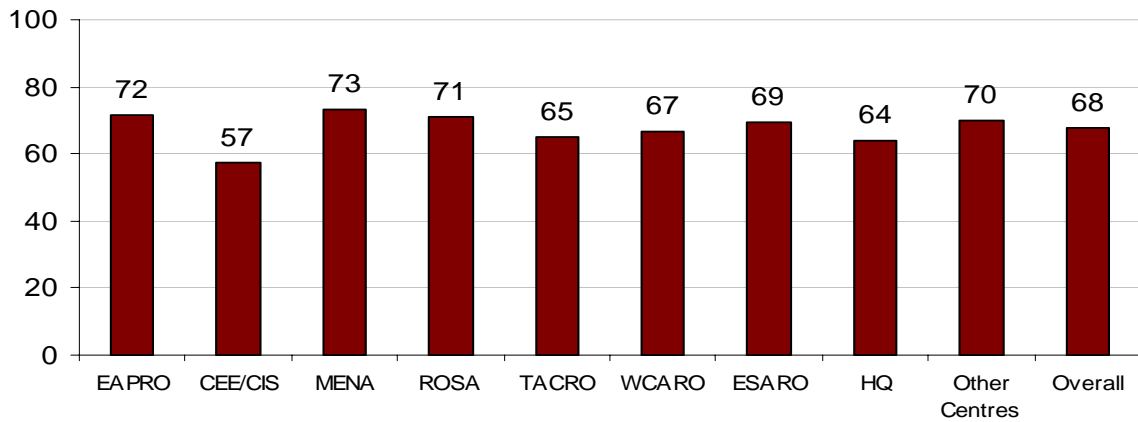


Managers have been appointed because of their competence and leadership capacity

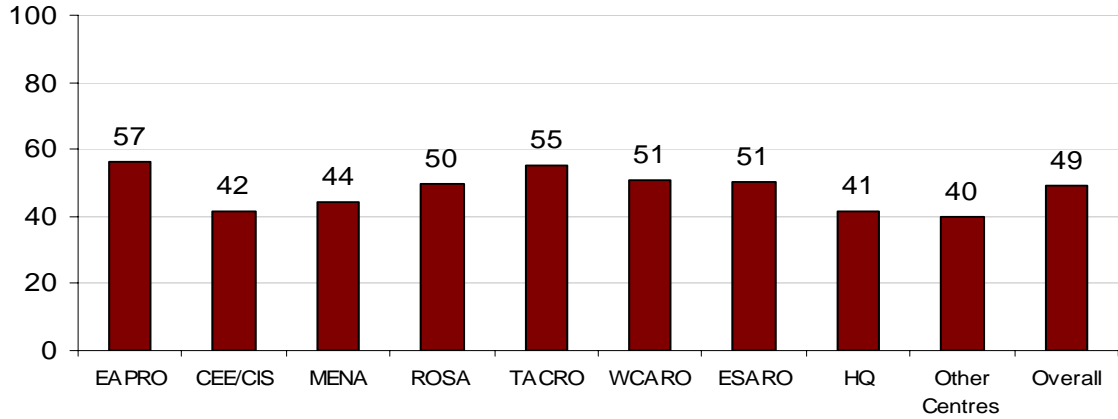


MY SUPERVISOR

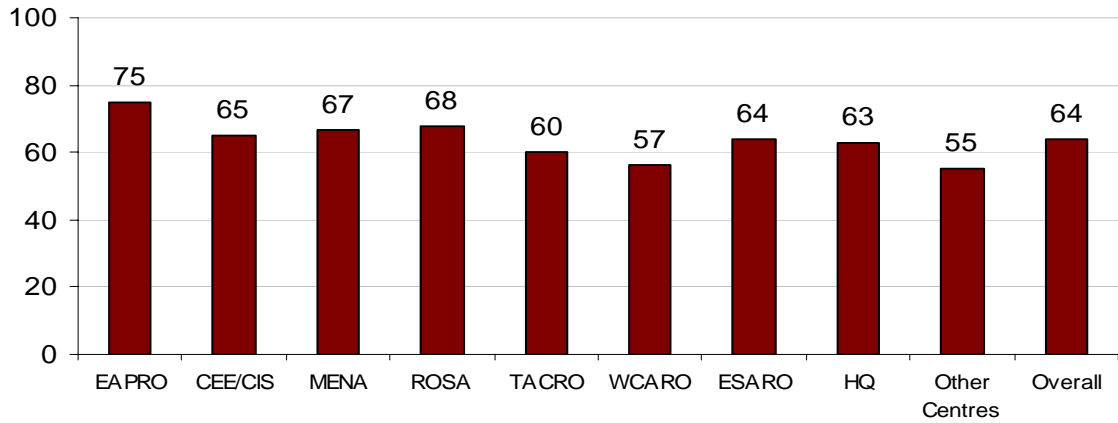
My supervisor recognizes me for good performance



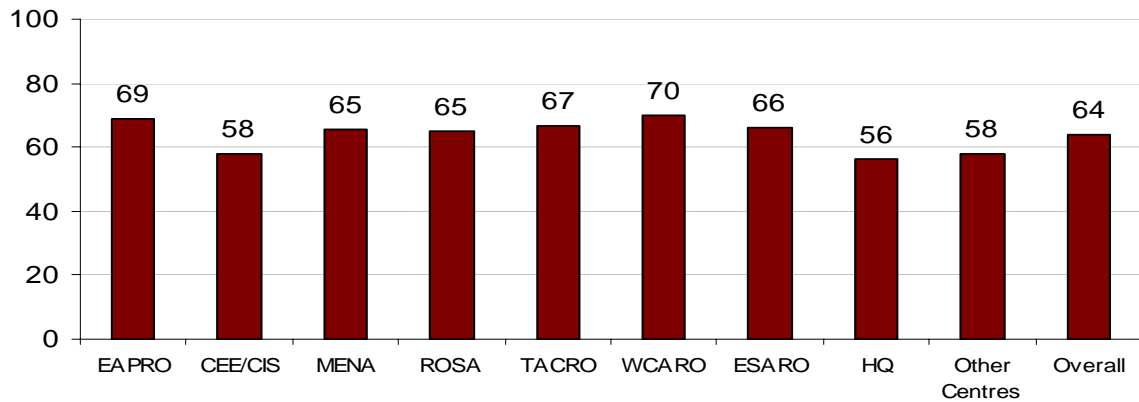
My supervisor coaches and supports me when I need it



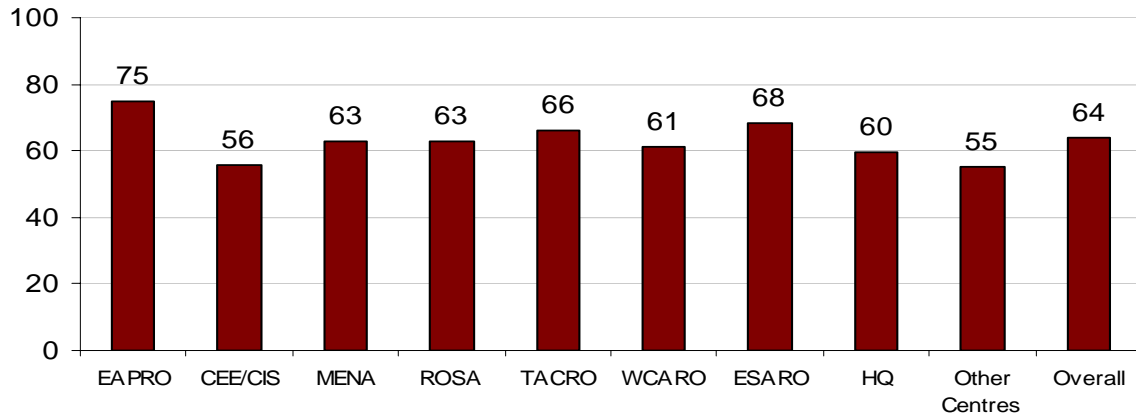
I have completed a performance review with my supervisor in the past 12 months



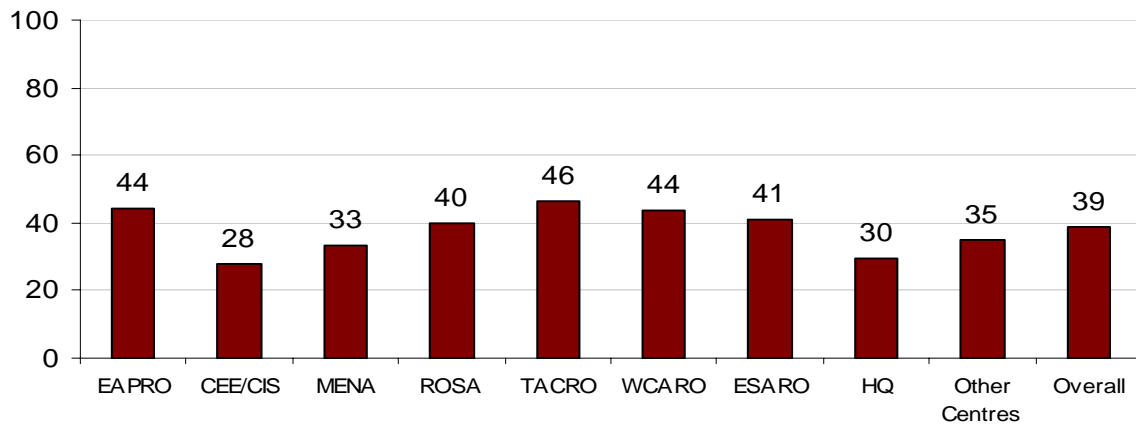
I feel comfortable telling my supervisor when I have a problem at work



My supervisor encourages me to use my initiative and judgment to achieve my work objectives

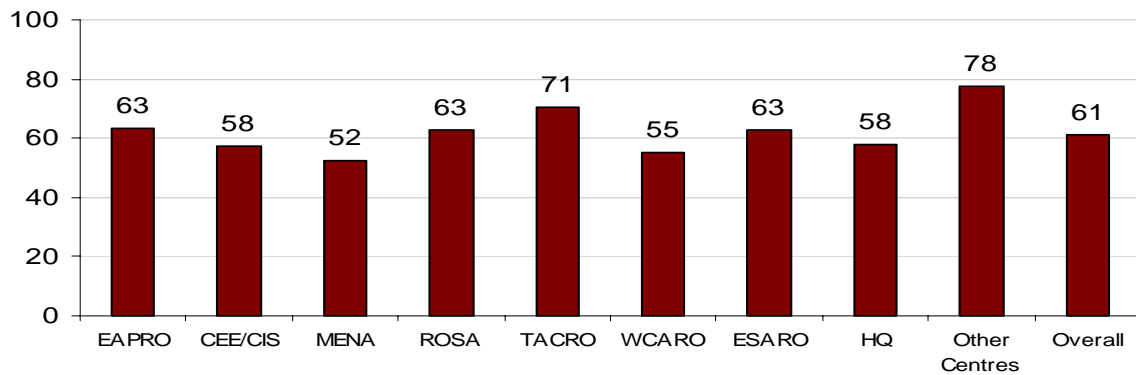


My supervisor helps me to prepare for future developments in the organization

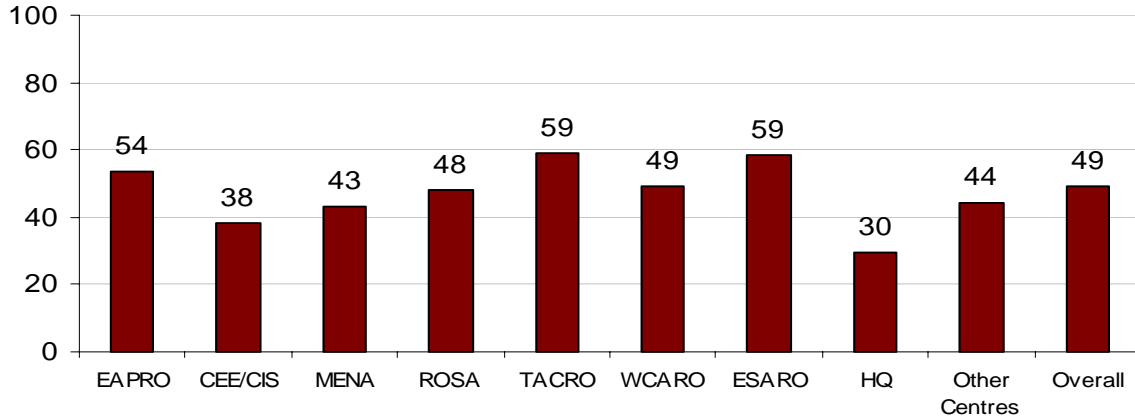


MY EXPERIENCE AS A SUPERVISOR

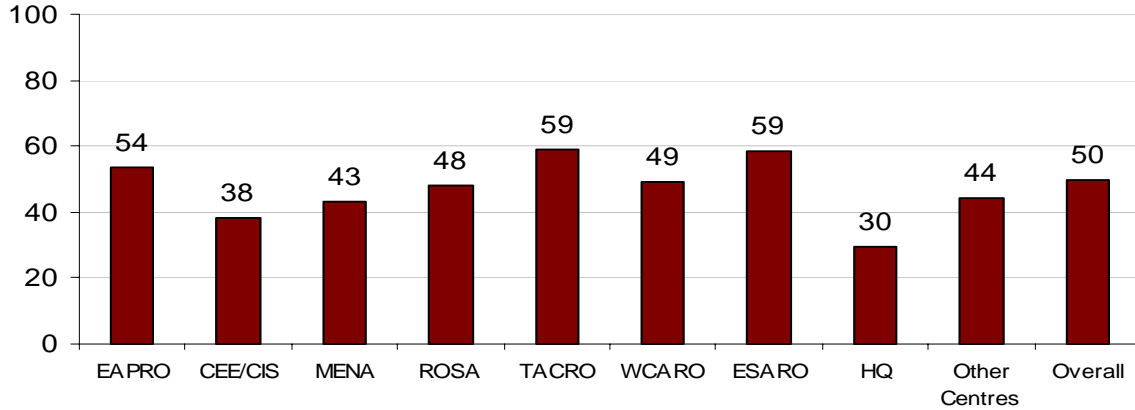
I have a good understanding of UNICEF Human Resources policies and procedures



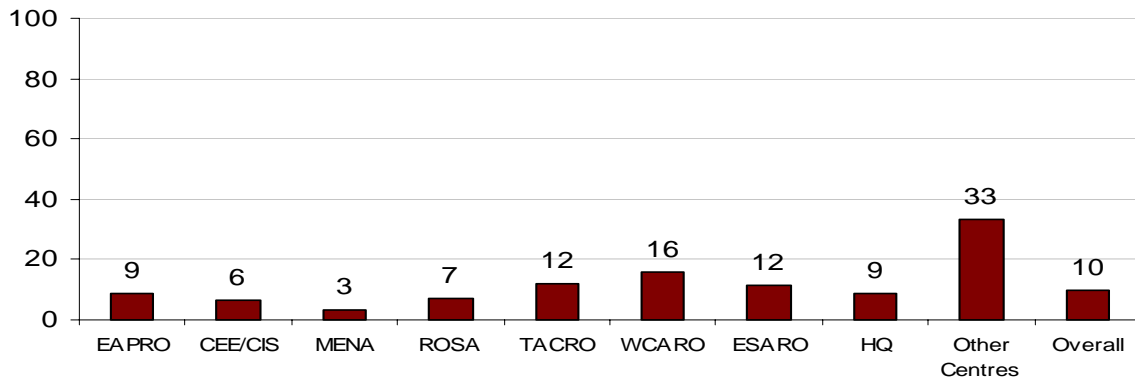
In UNICEF, I have the tools and support I need to manage staff effectively



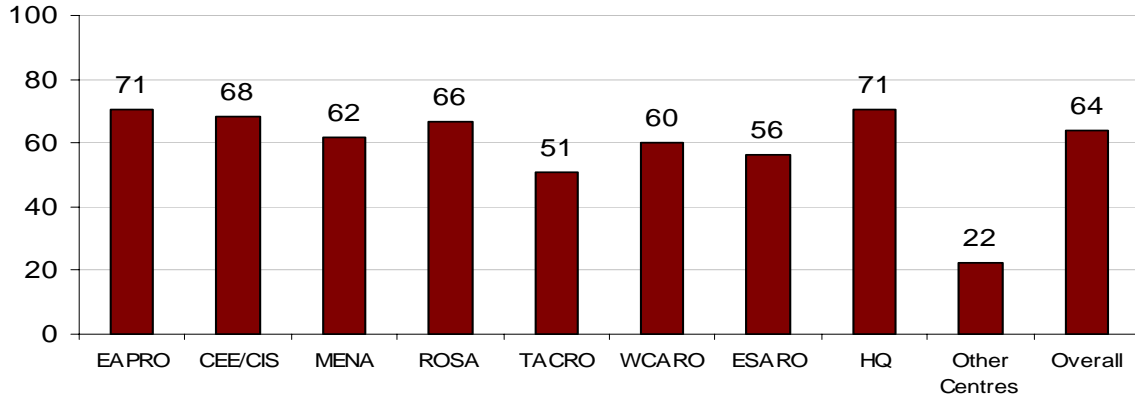
I am confident of my ability to manage my team



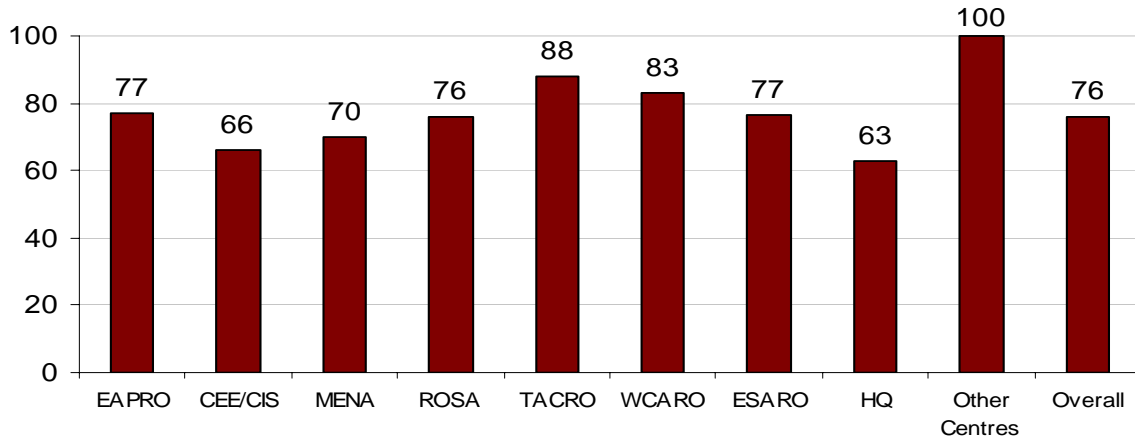
When I first became a supervisor, I received training and support to develop the competencies needed for the job



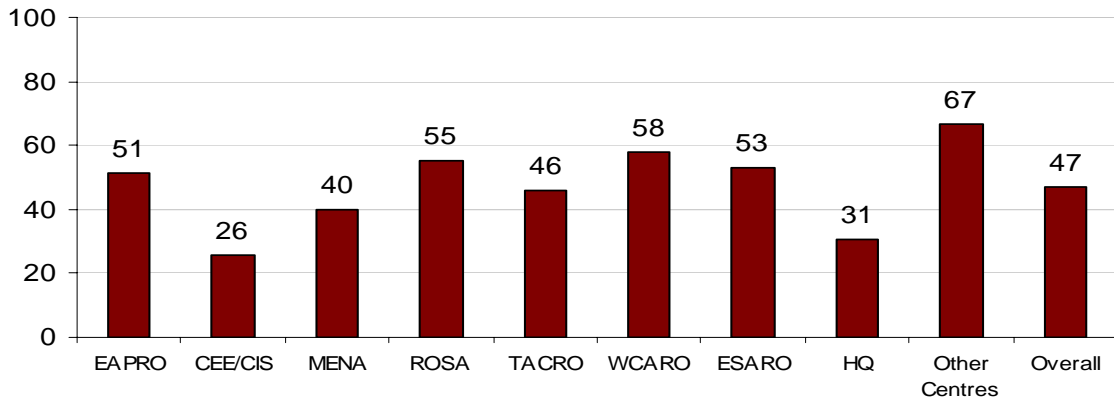
I have completed the performance evaluation for all staff reporting directly to me for 2005



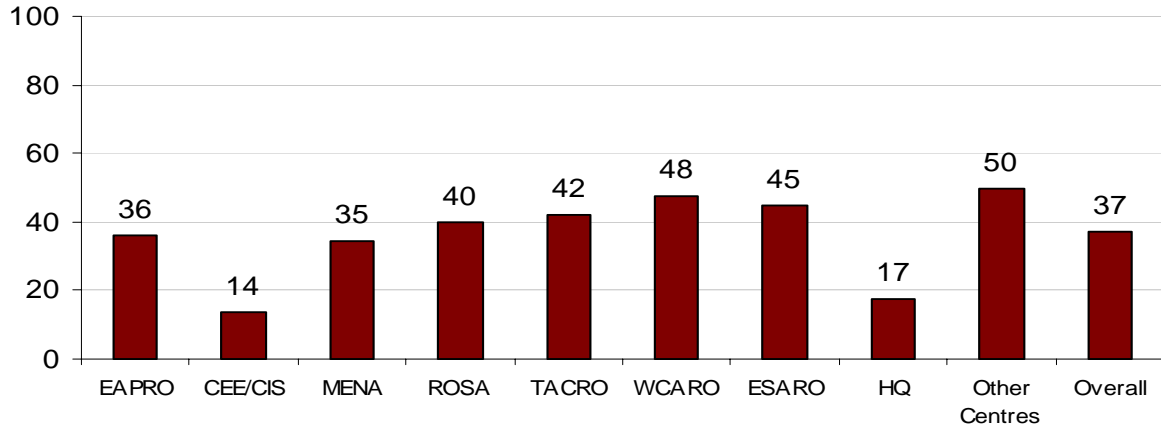
I am held accountable for completing fair and frank performance evaluations



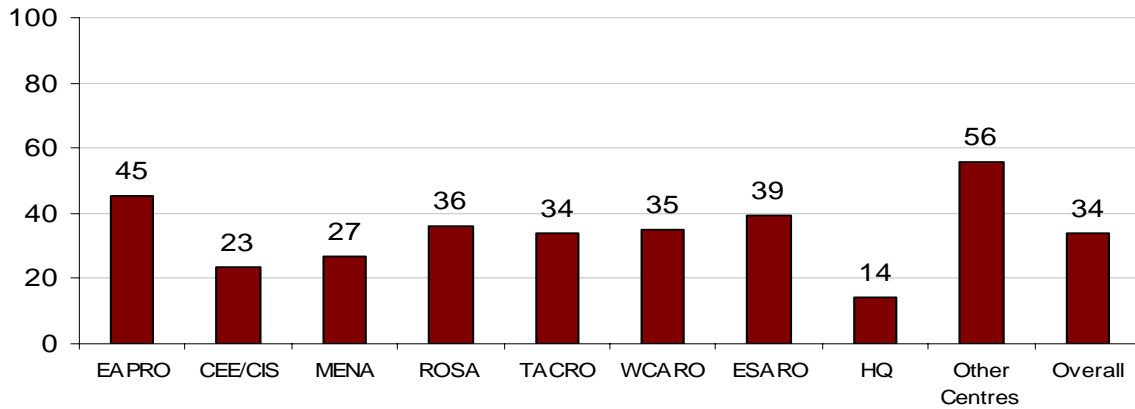
Our performance management system allows me to encourage high performance



Our performance management system allows me to address under-performance

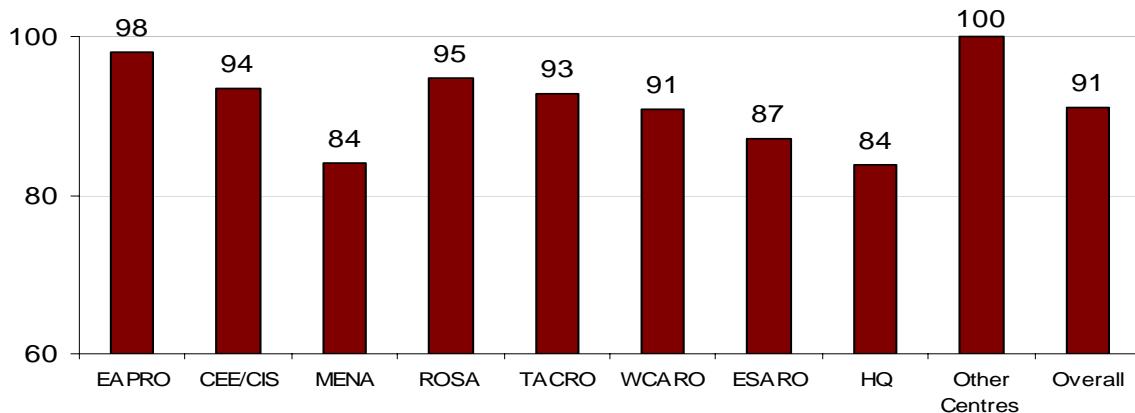


UNICEF HR systems give me the management information I need to meet my HR responsibilities

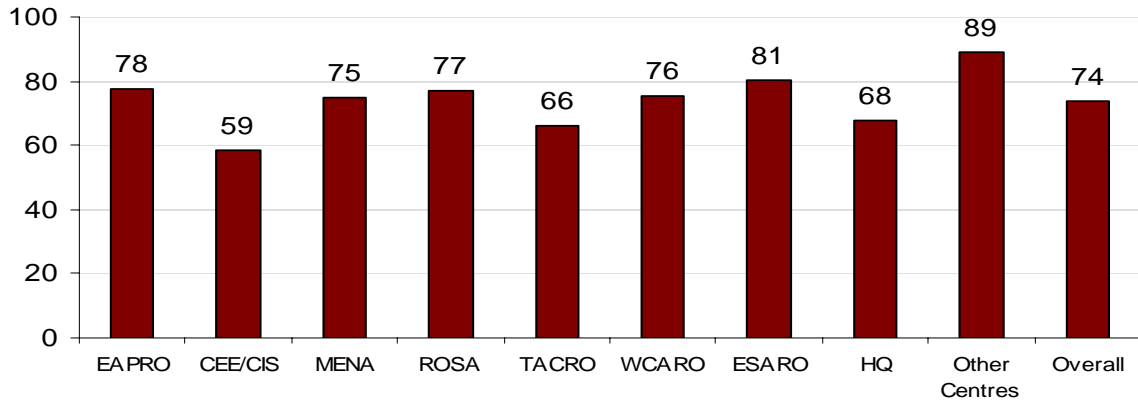


With my staff, I am ready and able to discuss, advise and act in relation to:

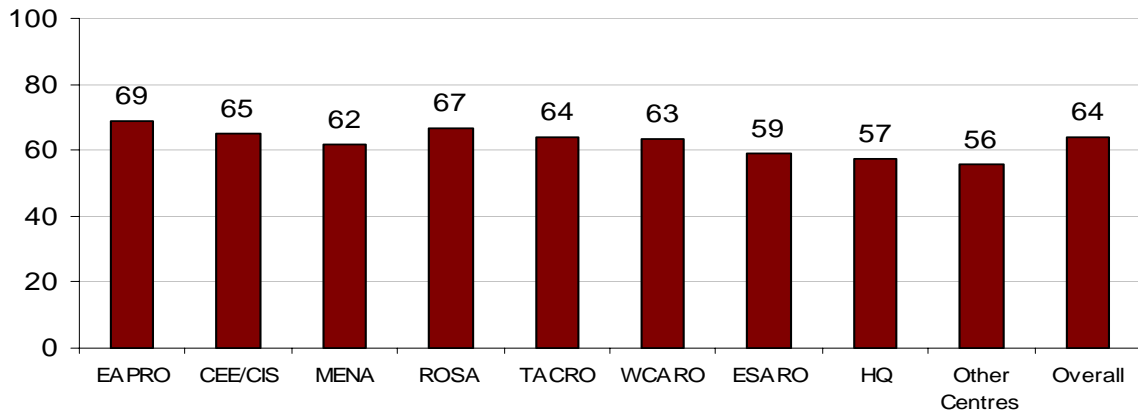
- objective setting and work planning



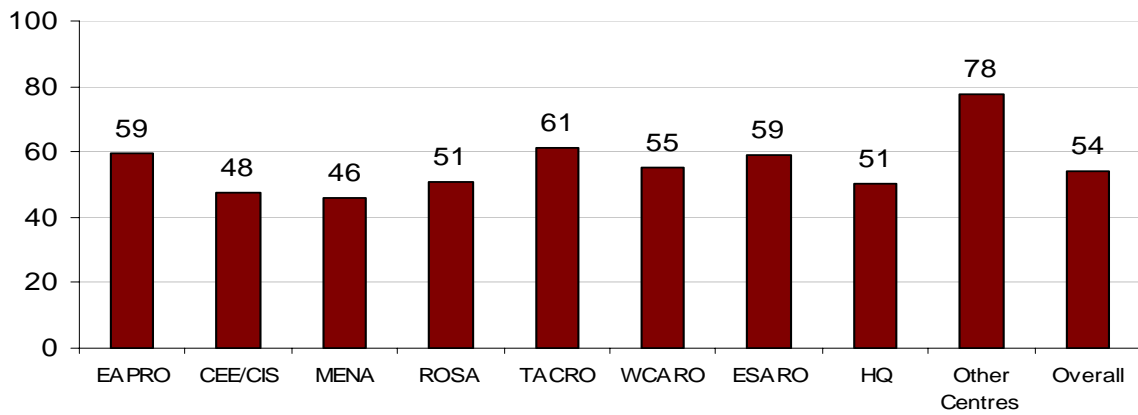
- Personal development and career development



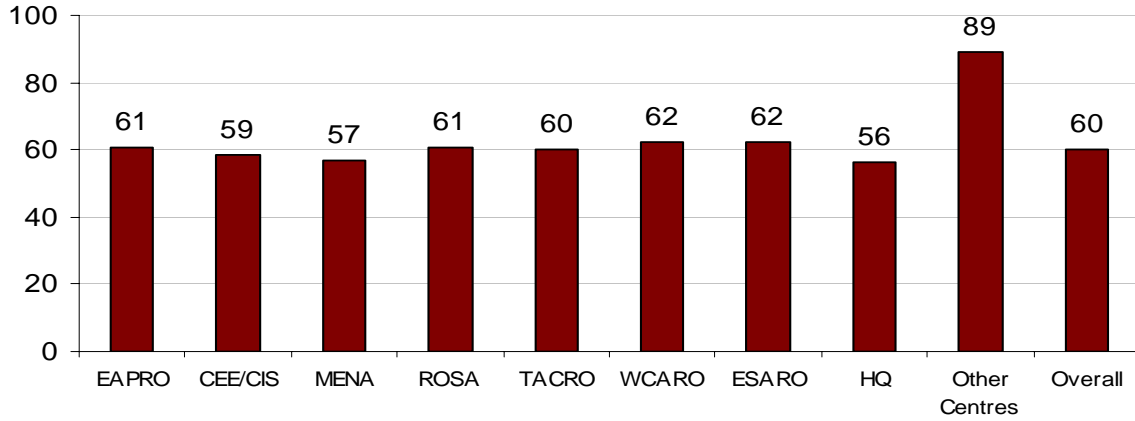
- managing stress/work-life balance



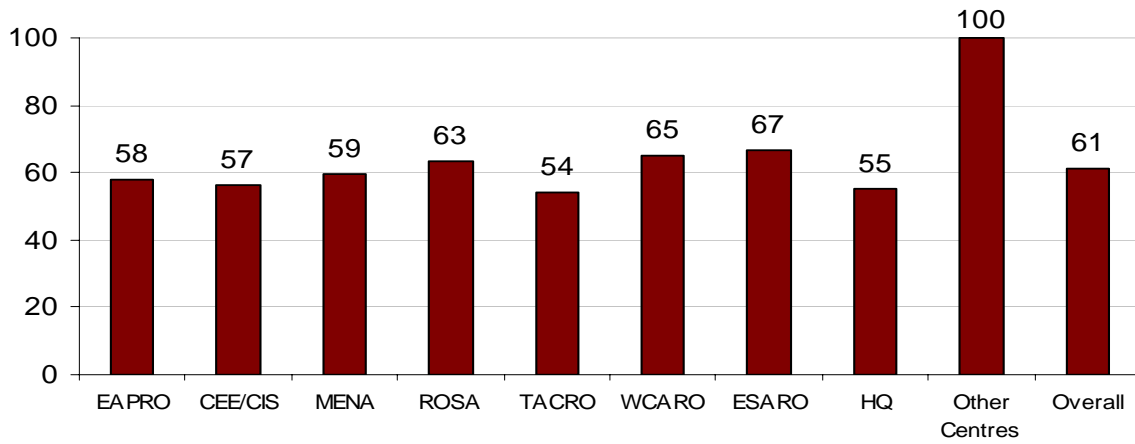
- their fit with UNICEF/possibility of leaving UNICEF



- benefits and contractual issues (renewal of contract, abolition of post)

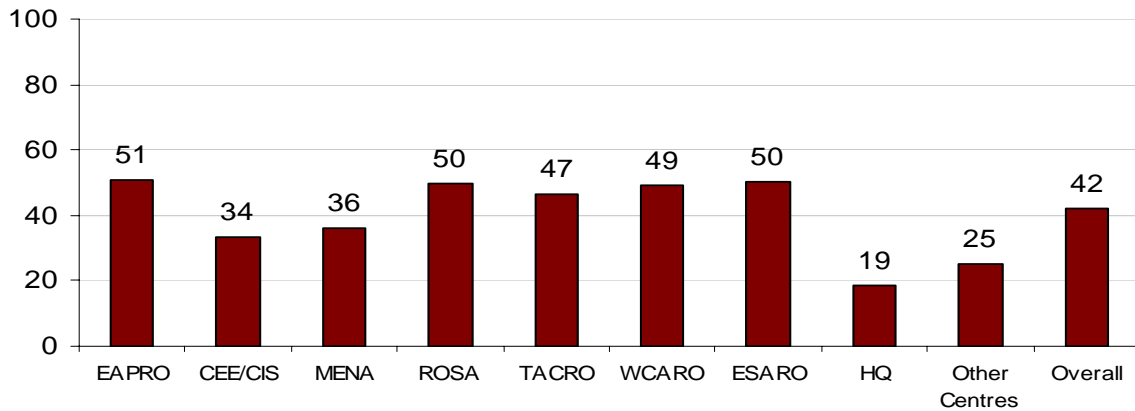


- grievances

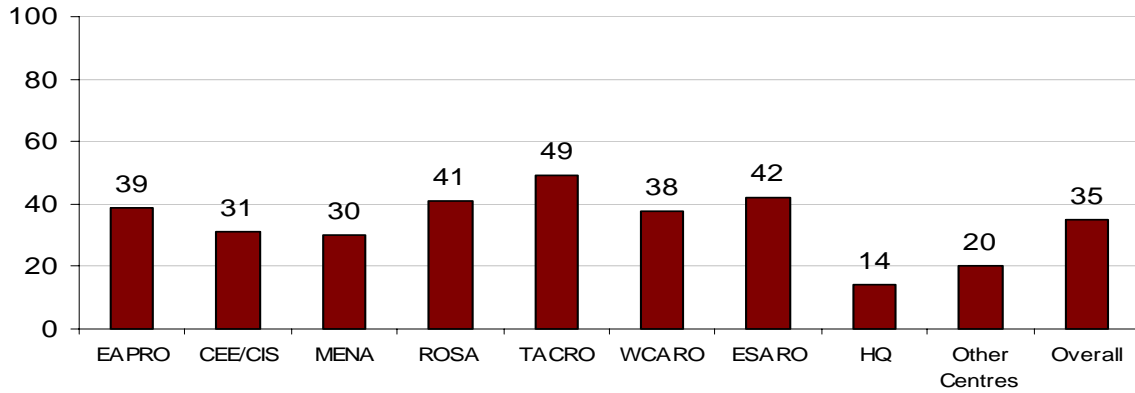


LEADERSHIP IN UNICEF

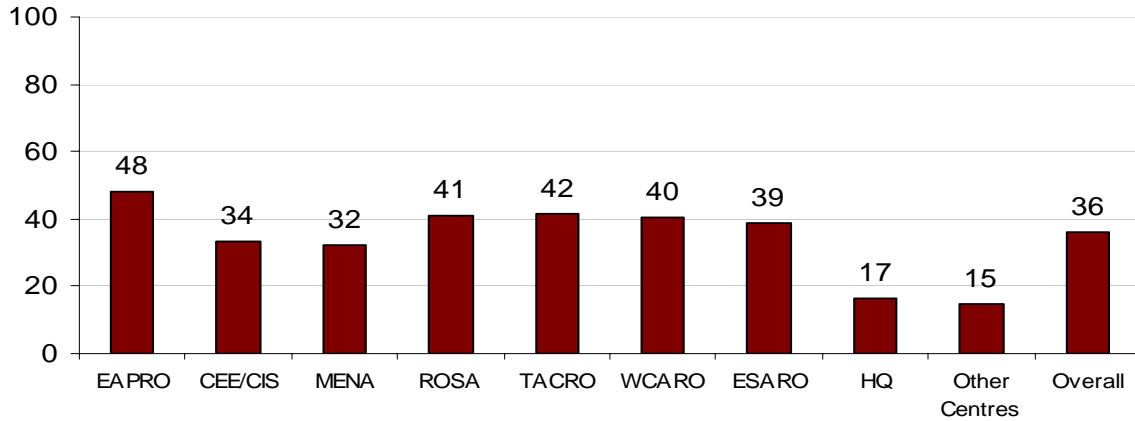
Senior managers set and communicate clear goals which staff can follow



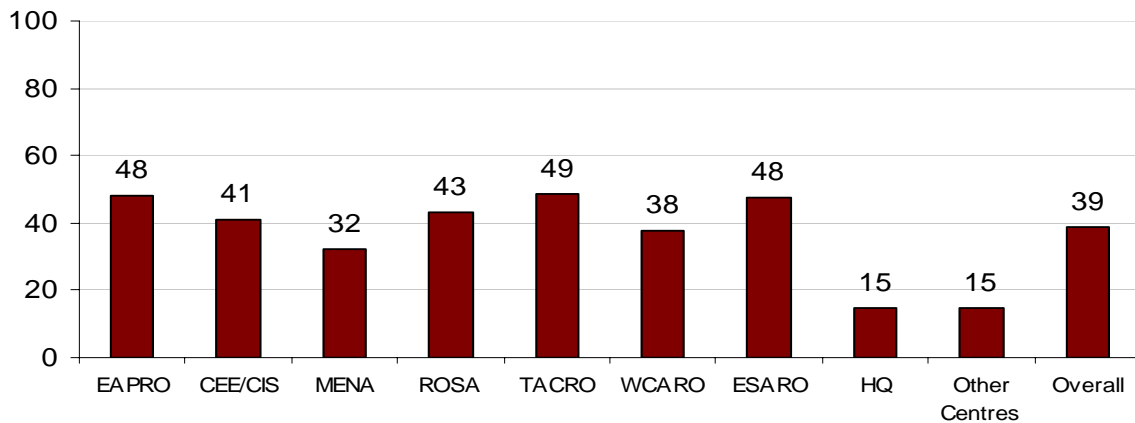
Senior managers model the 'UNICEF Guiding Principles For Staff Commitment and Conduct' in their daily actions



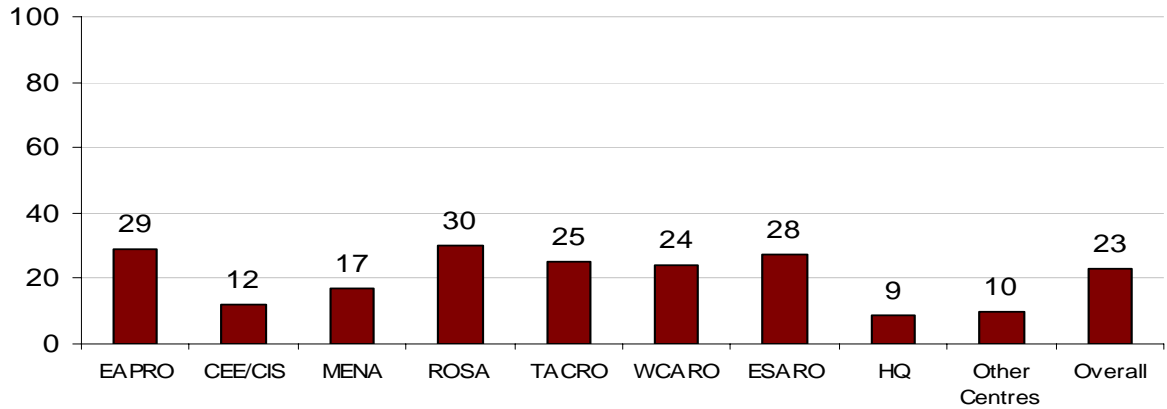
Senior managers are effective in leading change



Senior managers communicate the implications of UN Reform for UNICEF's work

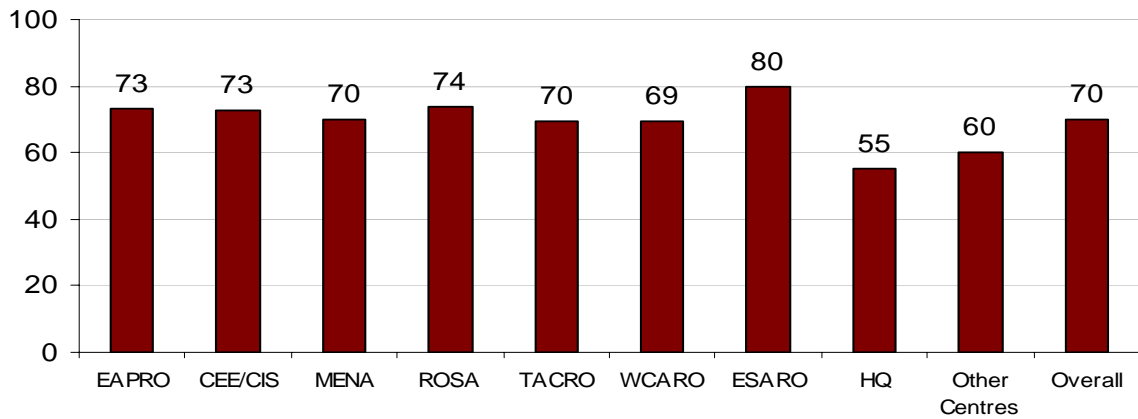


UNICEF has clear, effective mechanisms for identifying and developing future leaders/managers

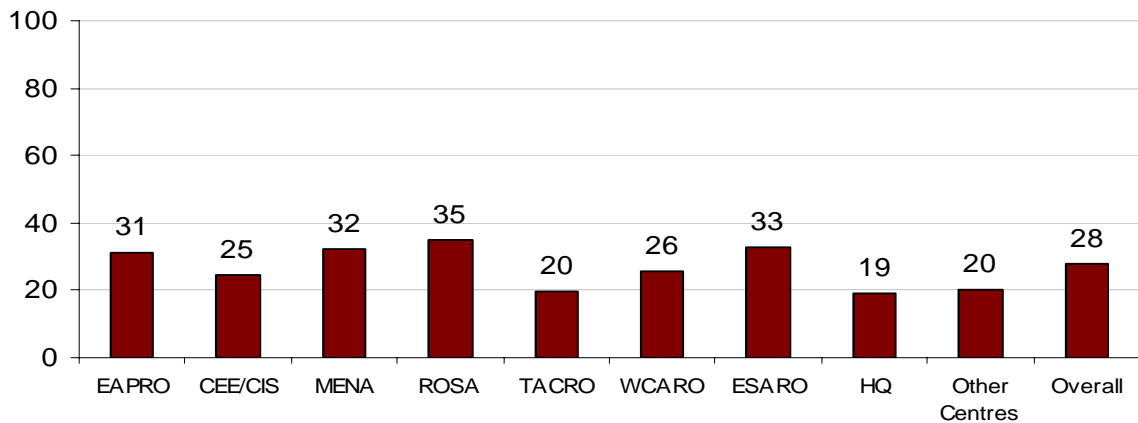


UNICEF INTRANET

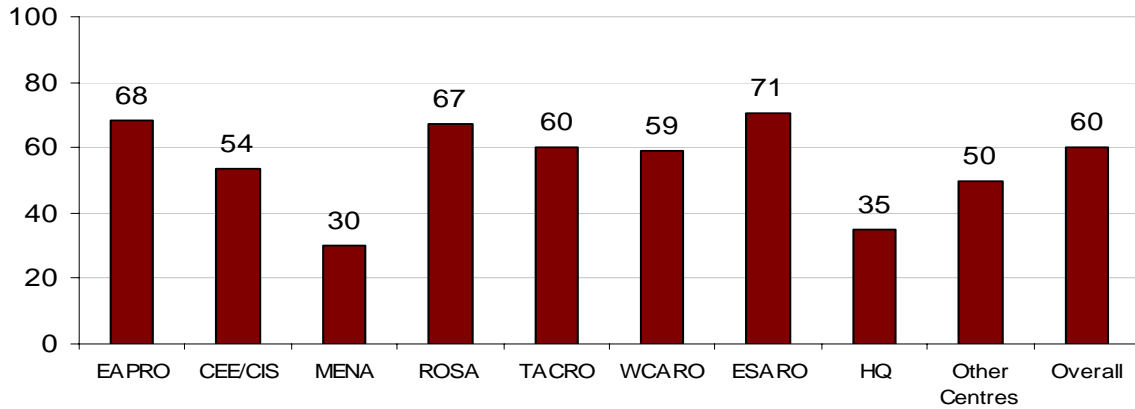
I can readily access information on UNICEF human resource policies and procedures



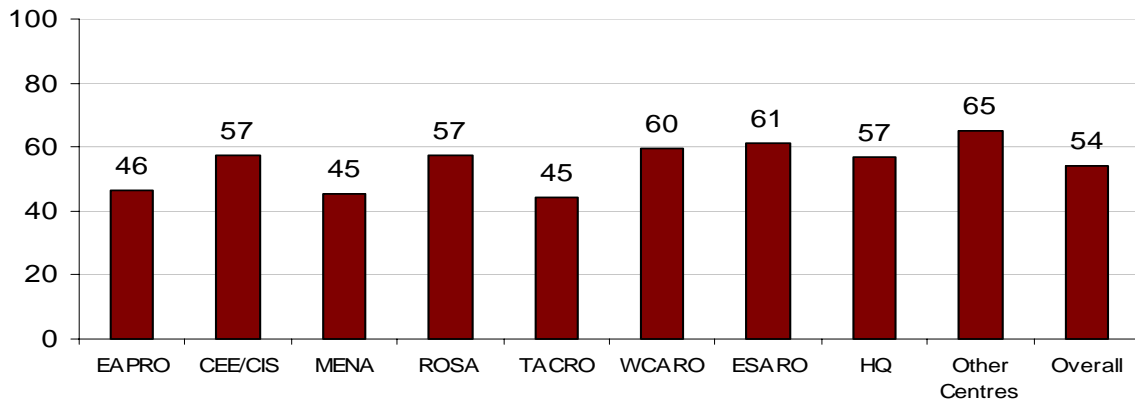
I make frequent use of the Learning Web



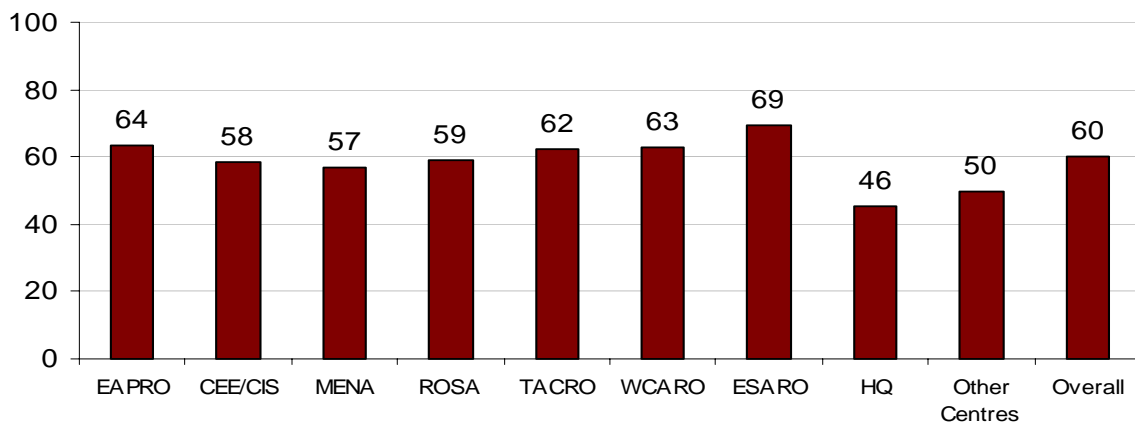
The UNICEF Intranet is a useful source of information and tools for personal and/or career development



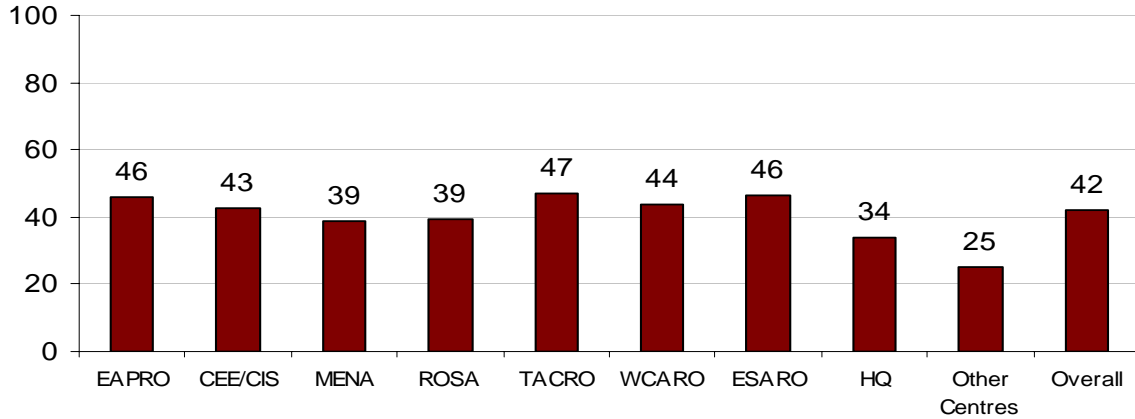
I regularly consult the UNICEF vacancy bulletins online



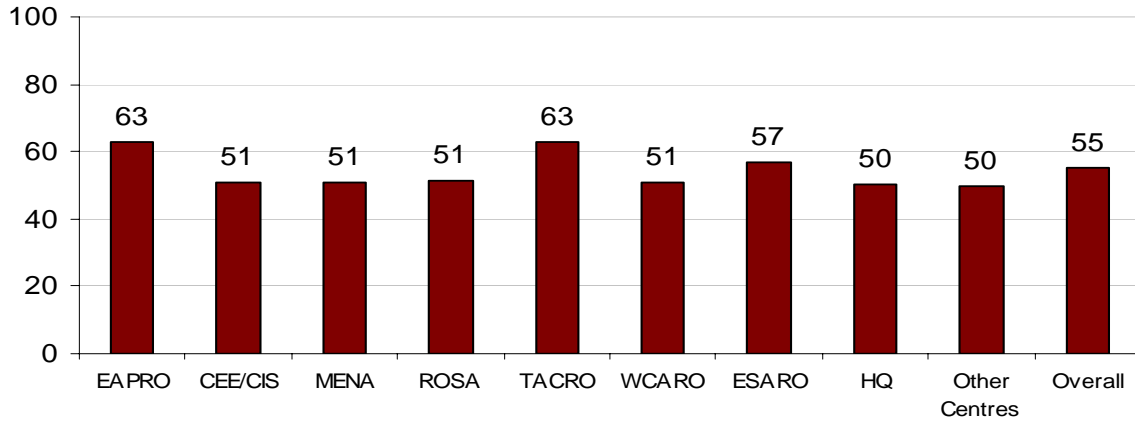
Depending on my query, I know where to get HR advice



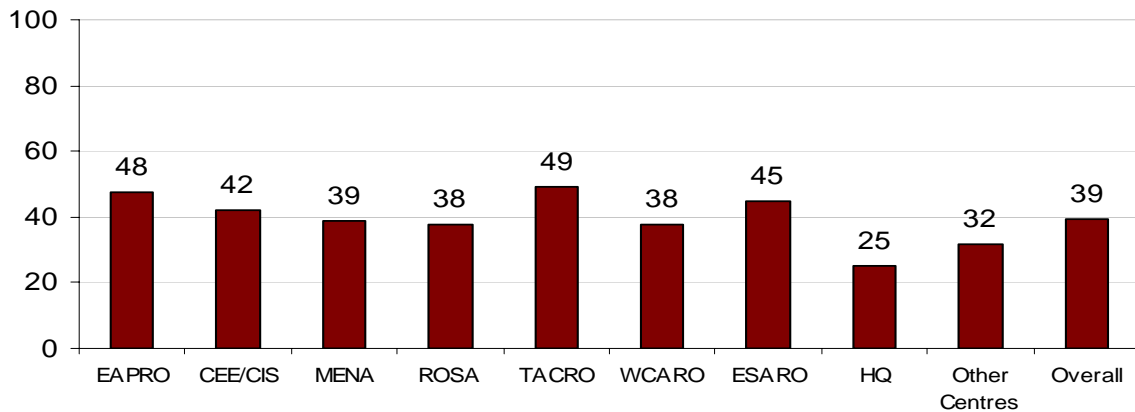
HR advisors/administrators provide advice in a timely manner



My queries are dealt with in a friendly, courteous manner

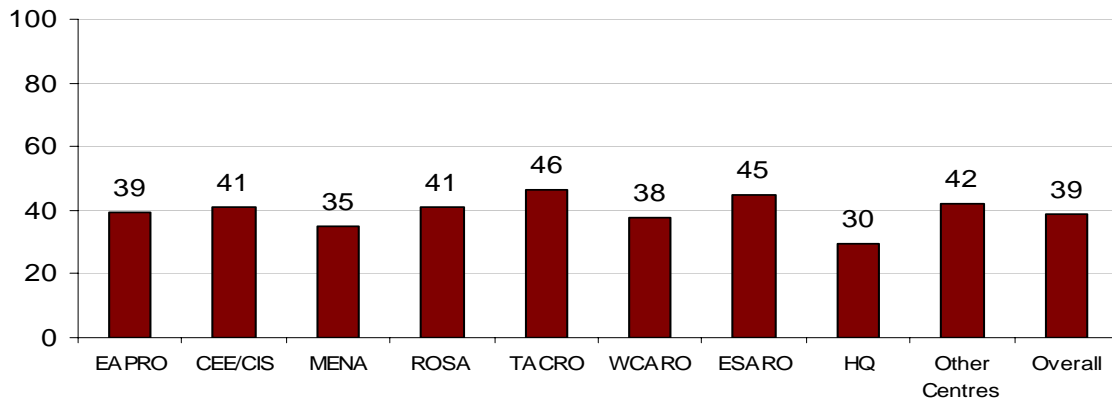


HR advisors/administrators take action to come up with solutions

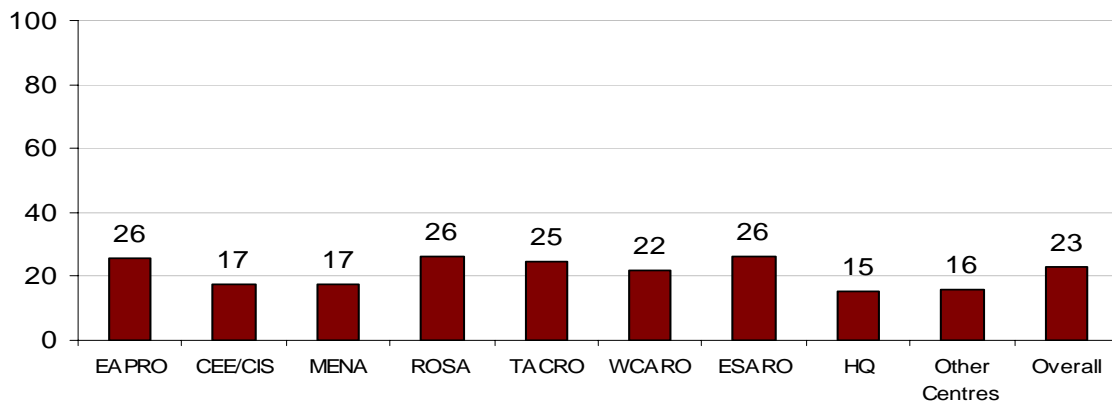


THE ADVICE I RECEIVE IS HIGH QUALITY:

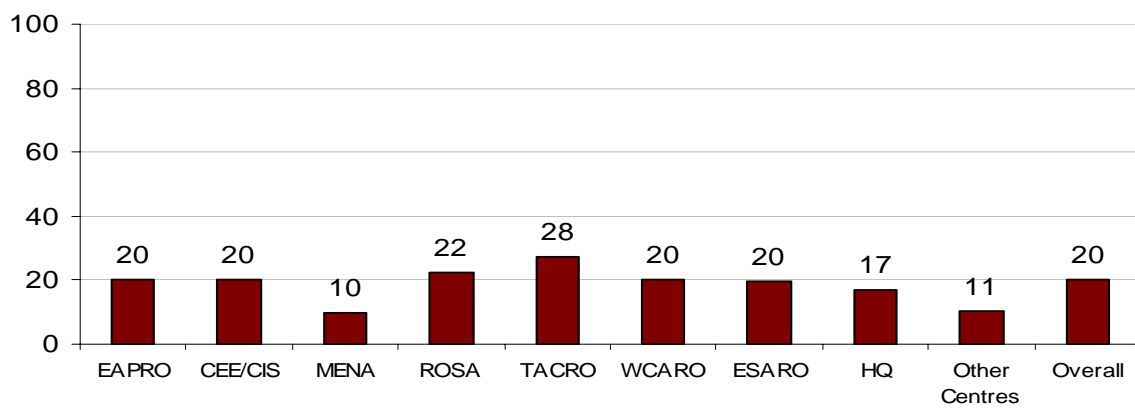
- on HR policy and practice



- on personal development and career development

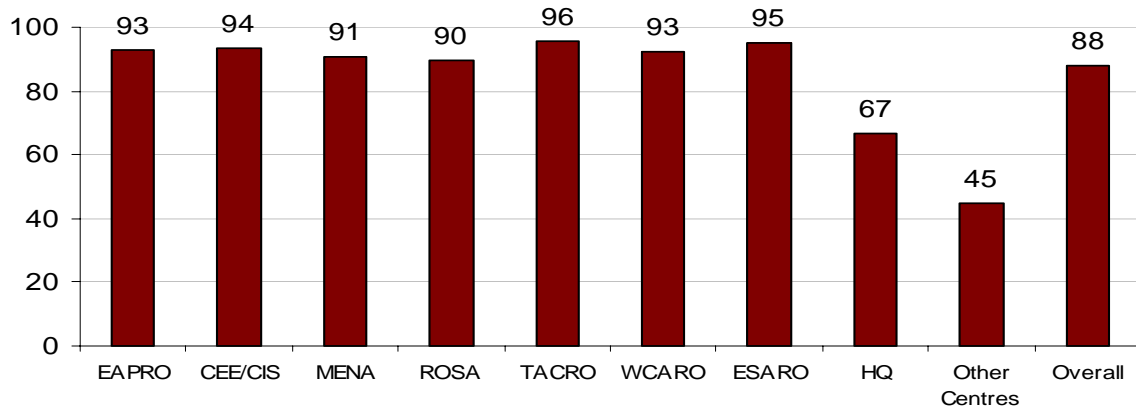


- managing stress/work-life balance

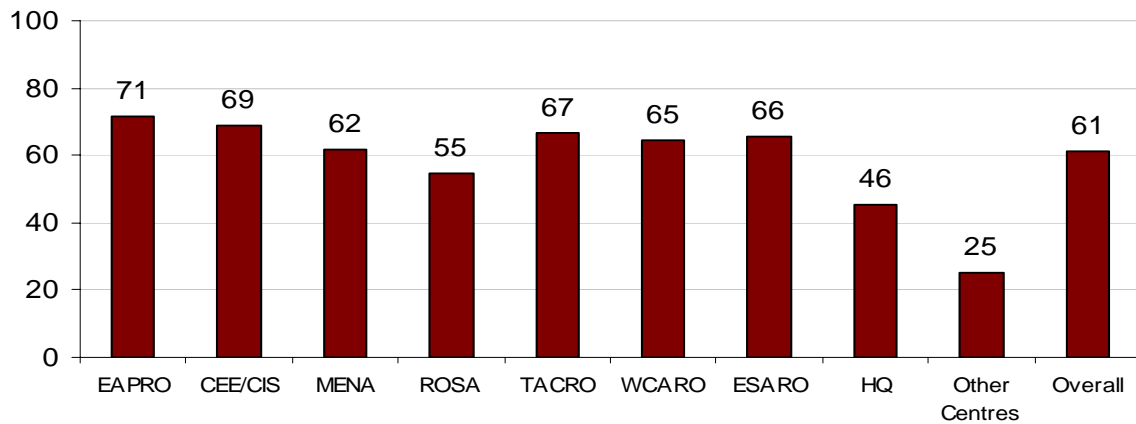


STAFF ASSOCIATION

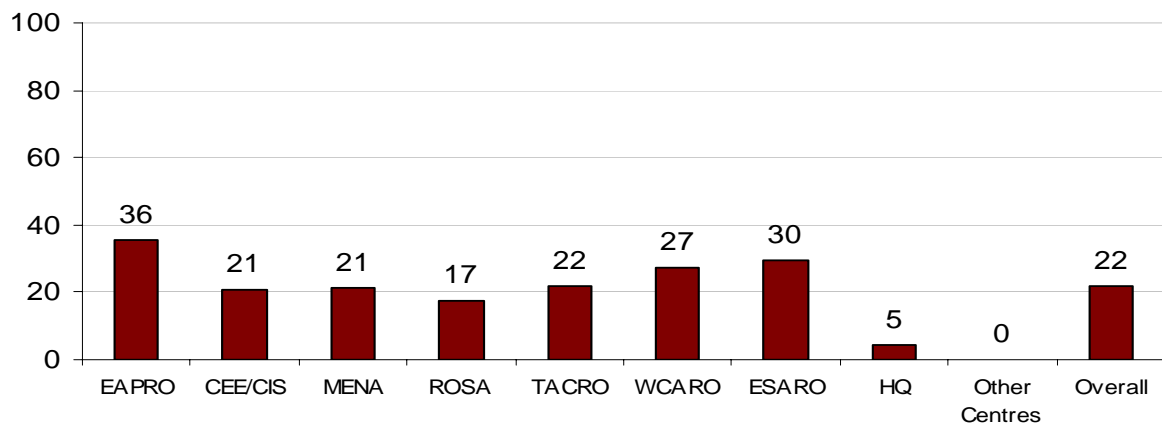
I know who my staff representative is



I am clear about the role of my staff association

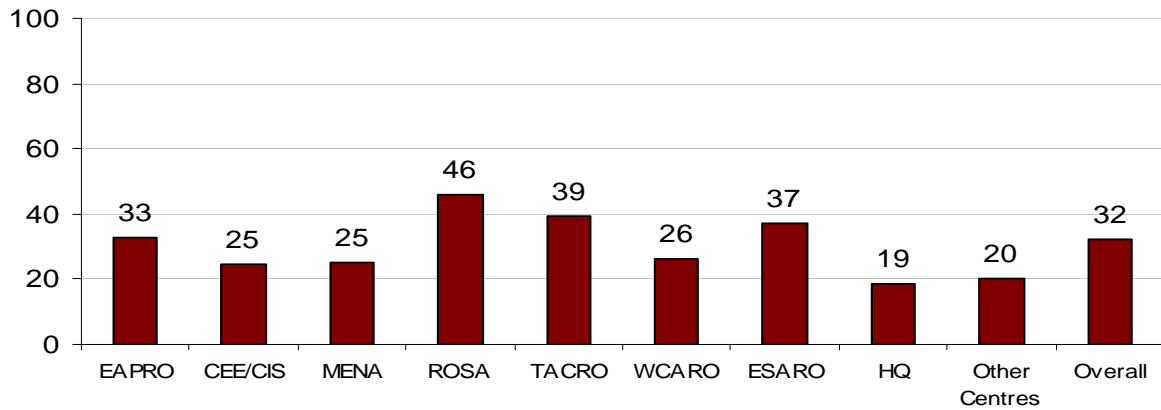


I have often sought help/advice from my staff association

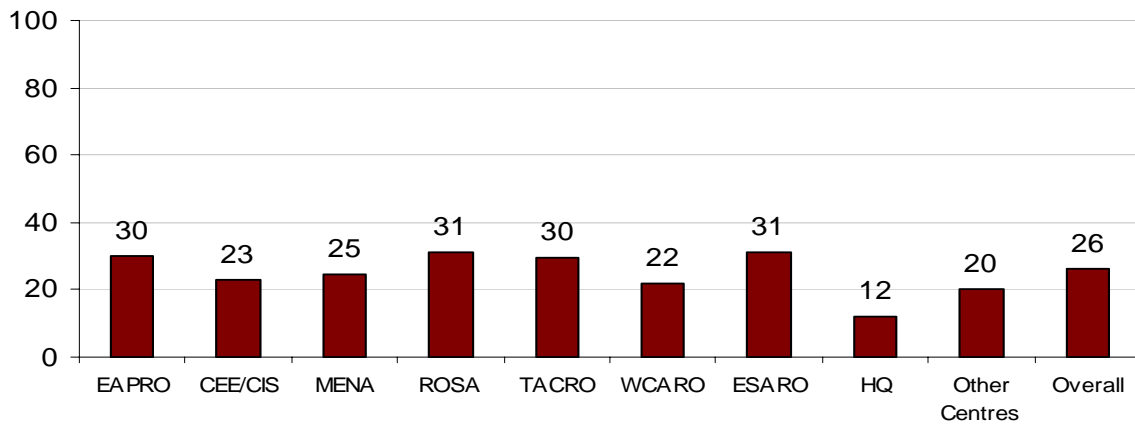


HUMAN RESOURCE POLICY AND PRACTICE

UNICEF HR policies are clear and easily understood

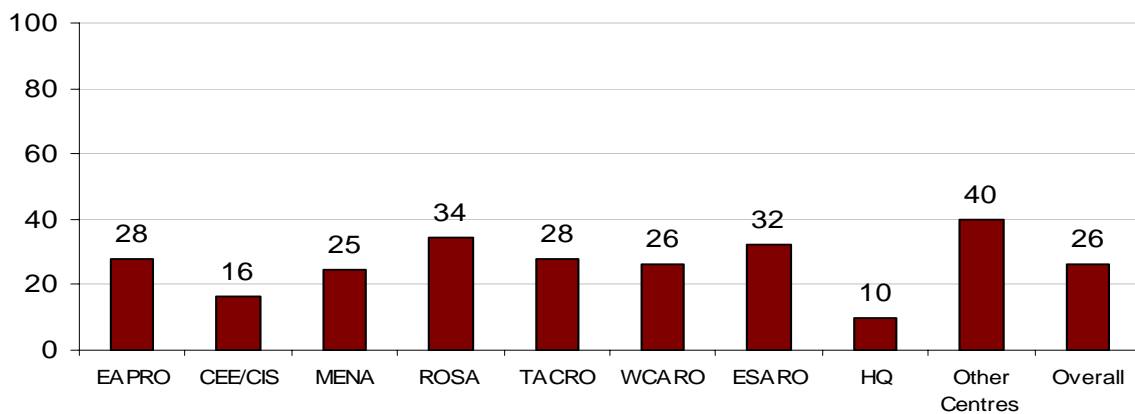


UNICEF HR policies are fairly and consistently applied

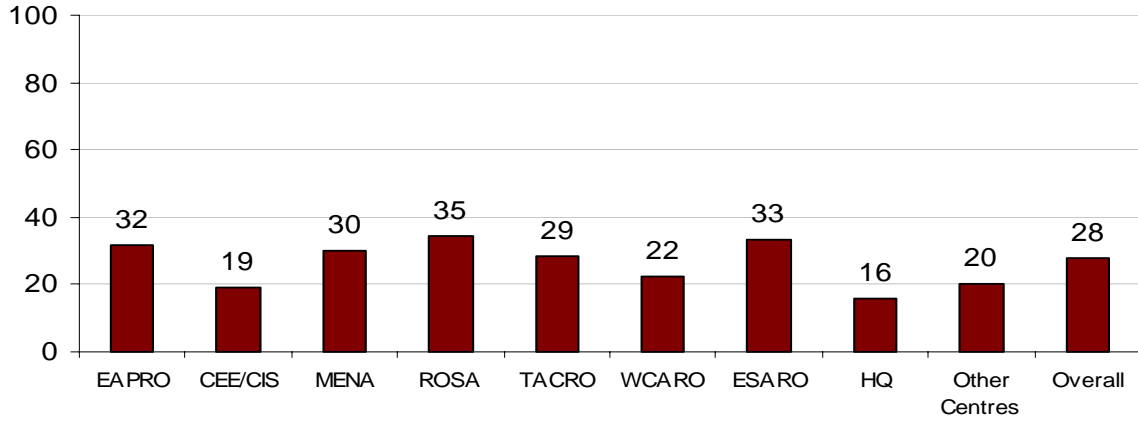


How would you rate UNICEF's overall performance in the following HR practices?

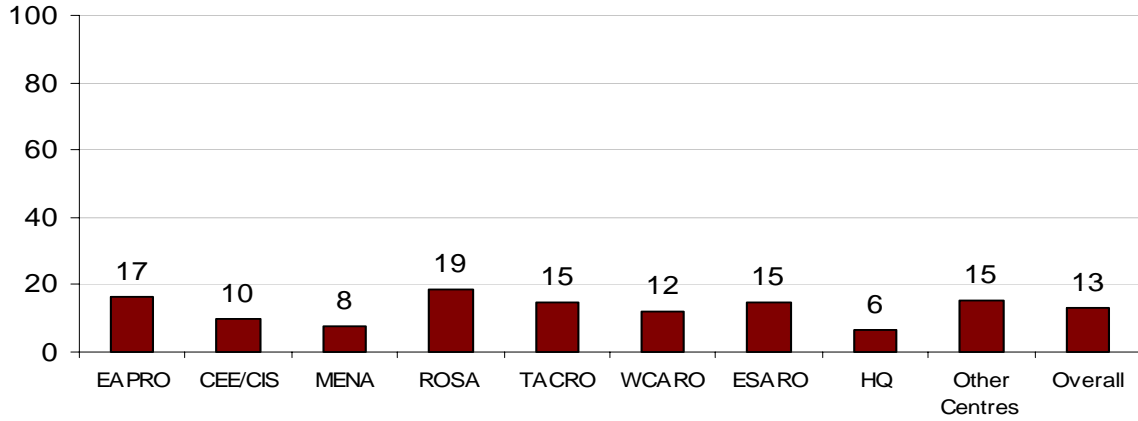
- Recruitment and Selection



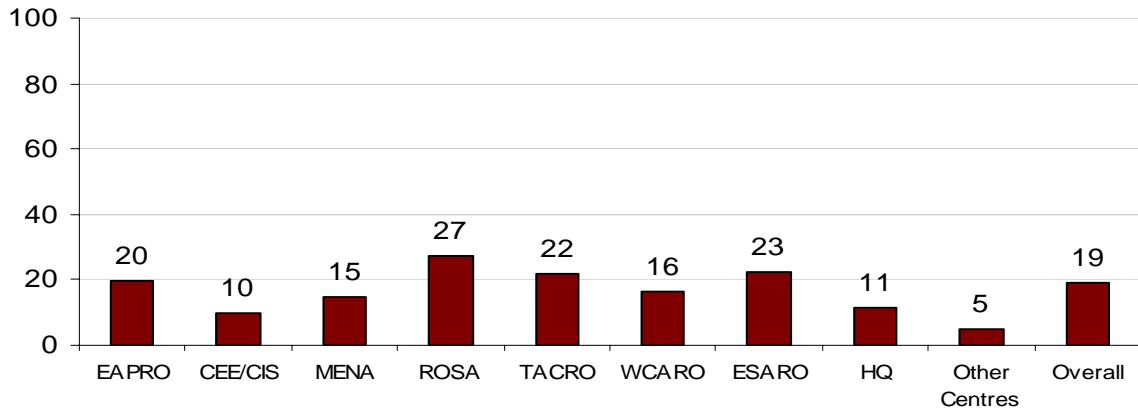
- Contractual arrangements for staff



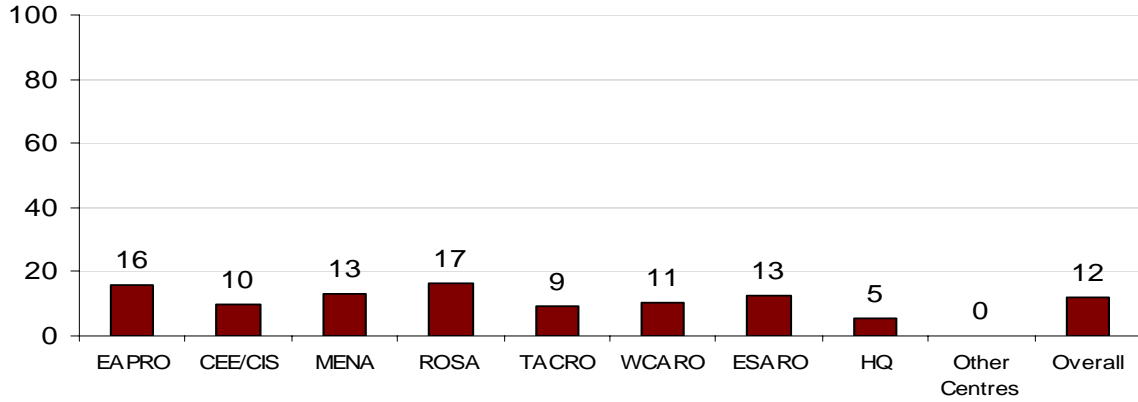
- Staff placement and staff rotation



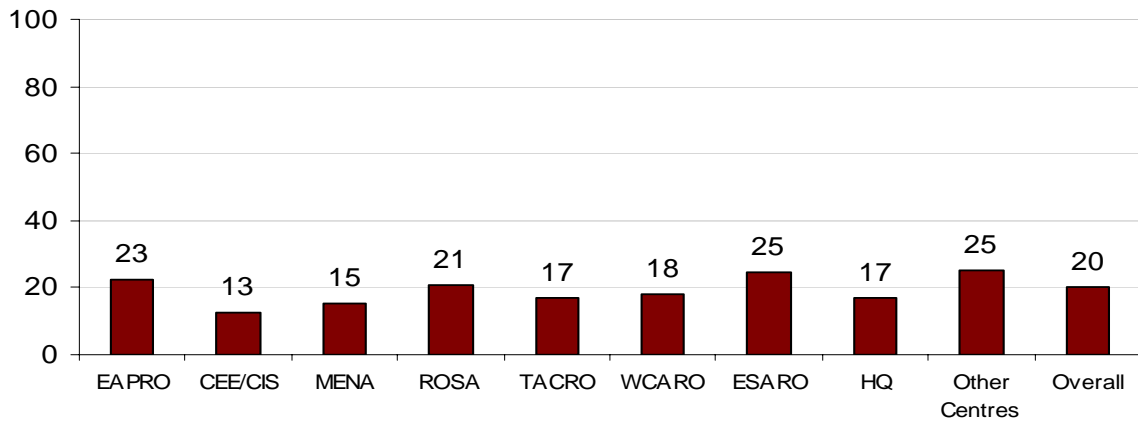
- Staff Retention



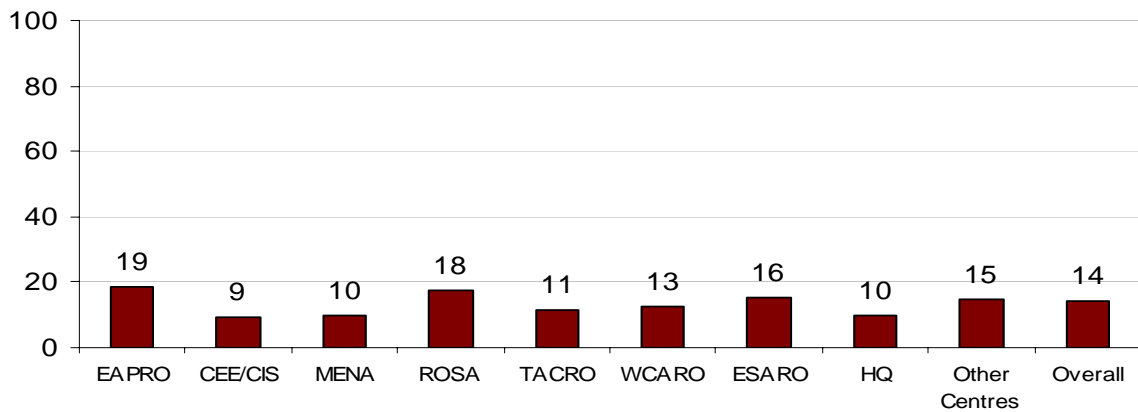
- Succession Planning



- Staff development and learning

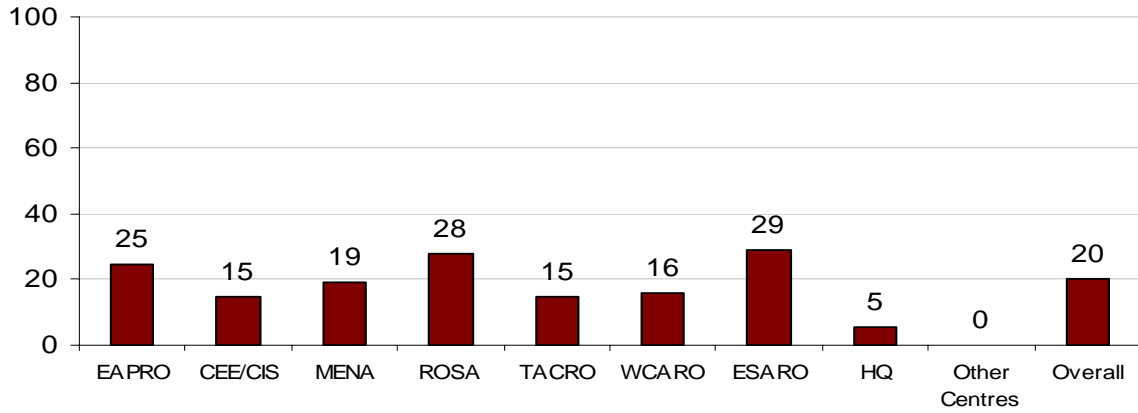


- Career Development

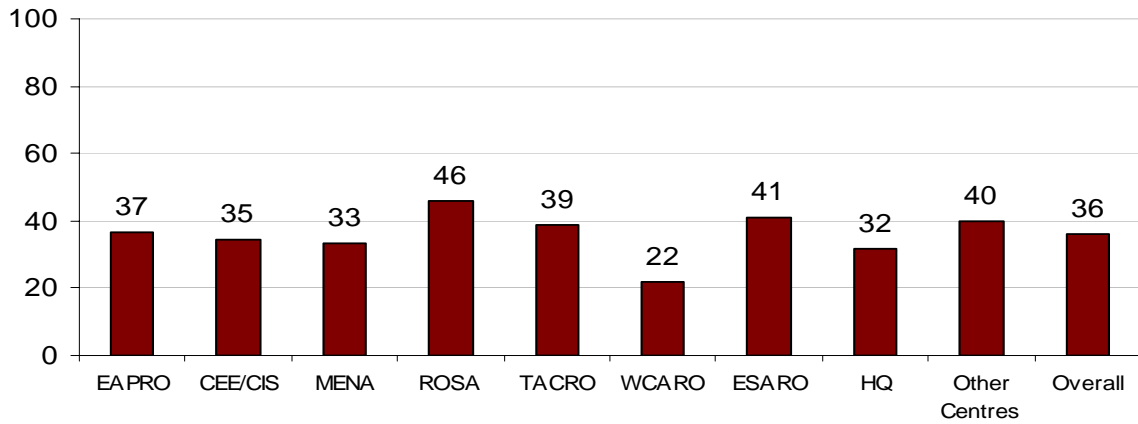


How would you rate UNICEF's performance for the following HR-related practices?

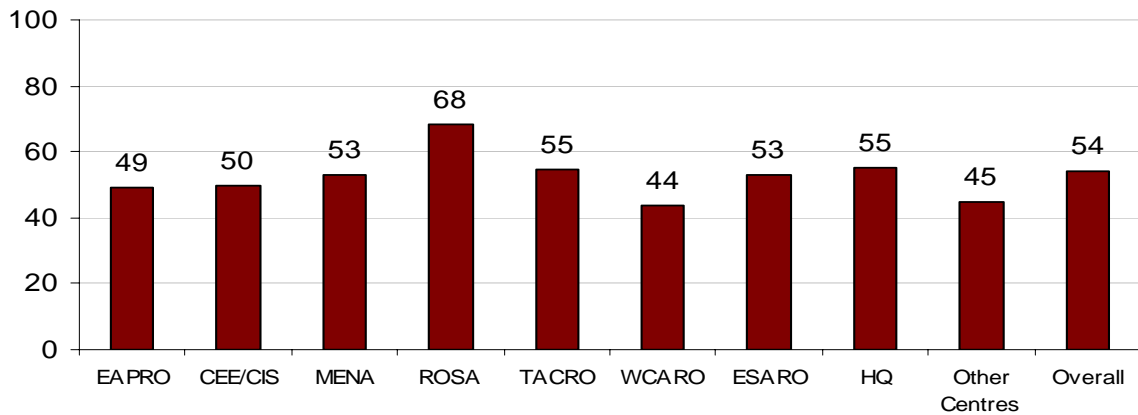
- performance management



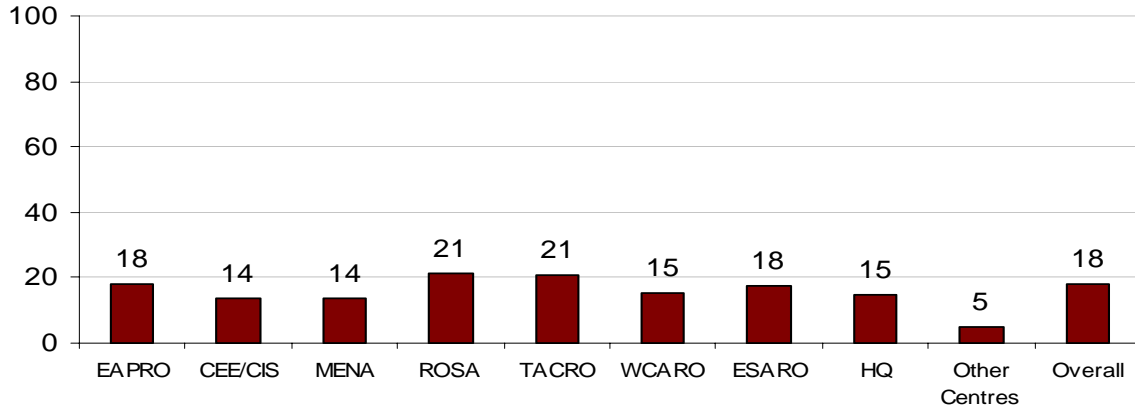
- Assignment of benefits and entitlements



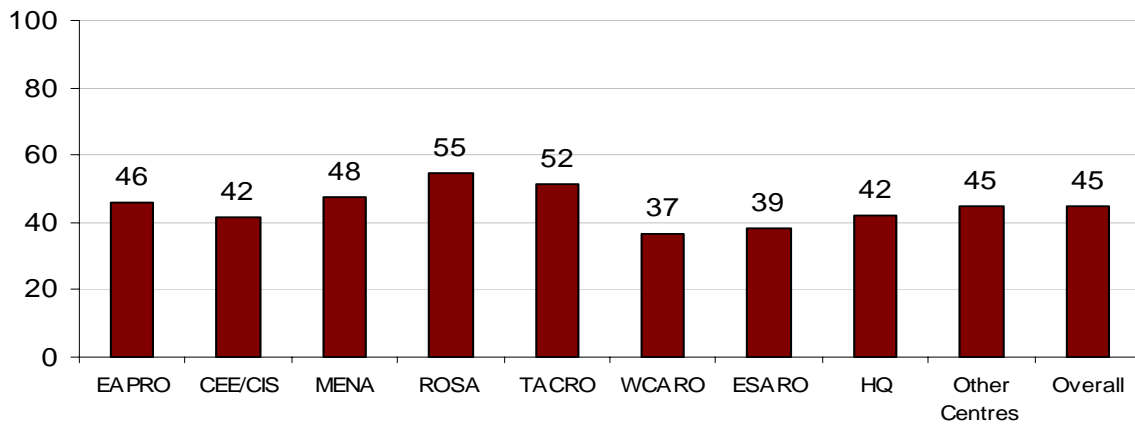
- Payment of salary and benefits



- Staff well-being and stress management

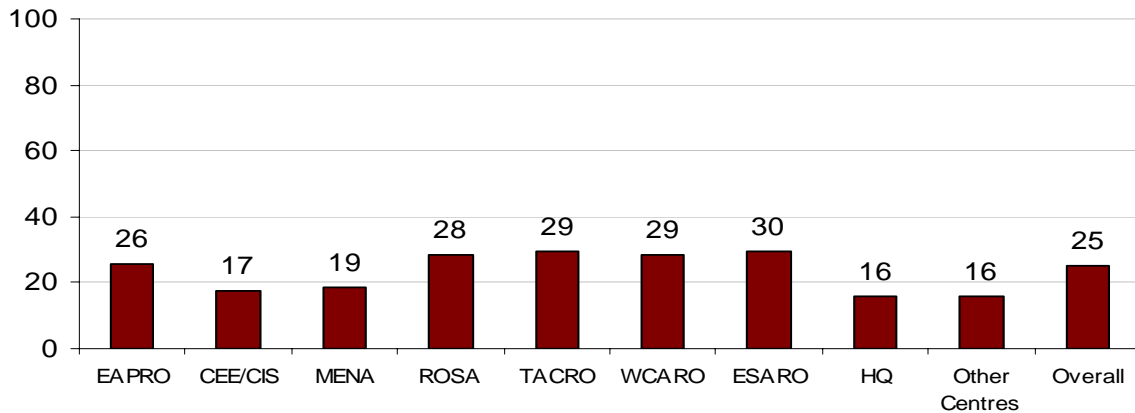


- Staff security

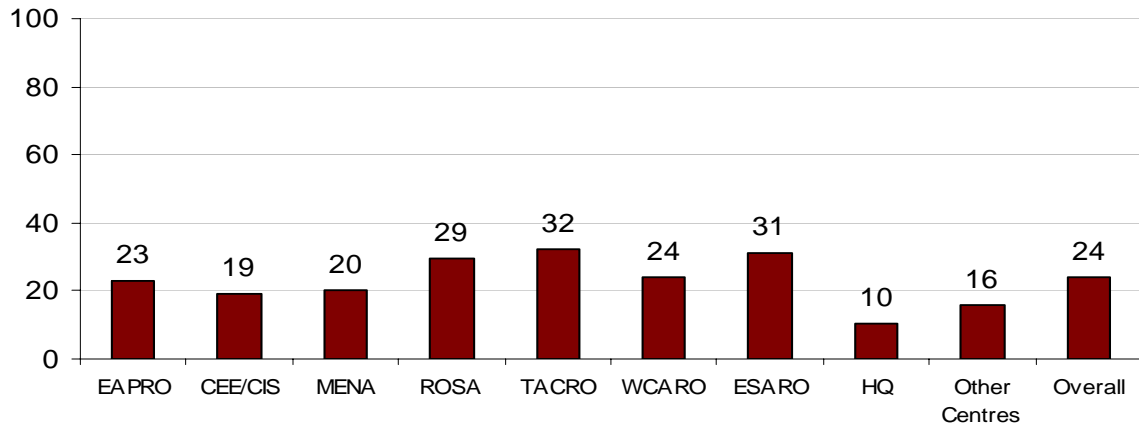


HUMAN RESOURCES FUNCTION

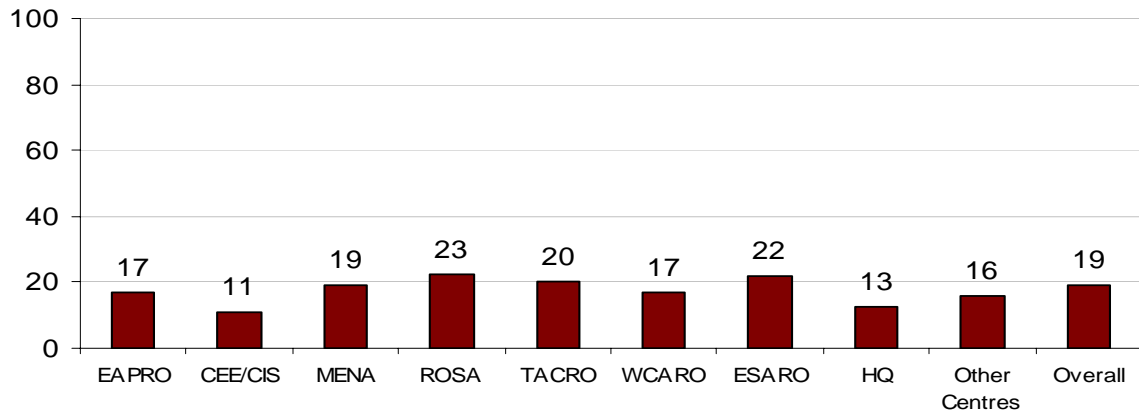
The Division of Human Resources (DHR) acts as a strategic partner to managers in meeting the organizational goals



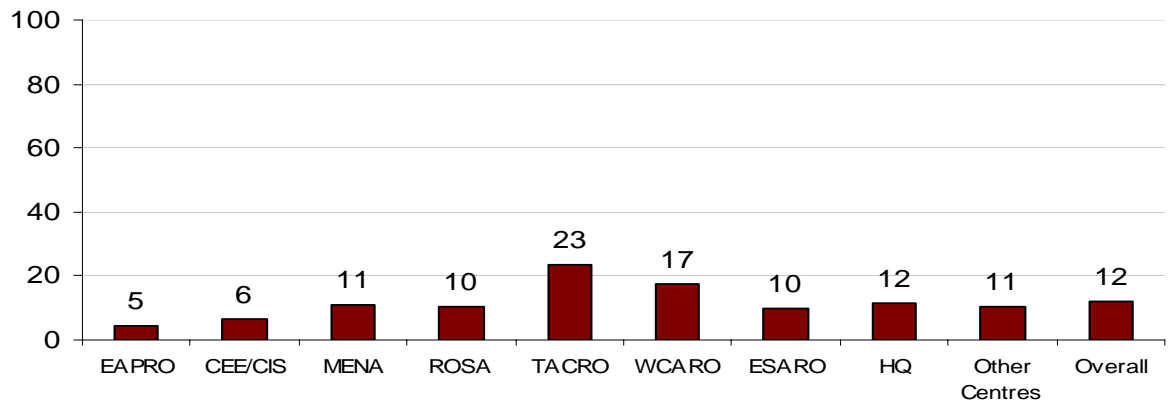
DHR has the appropriate competencies/HR expertise to support managers in meeting organizational objectives



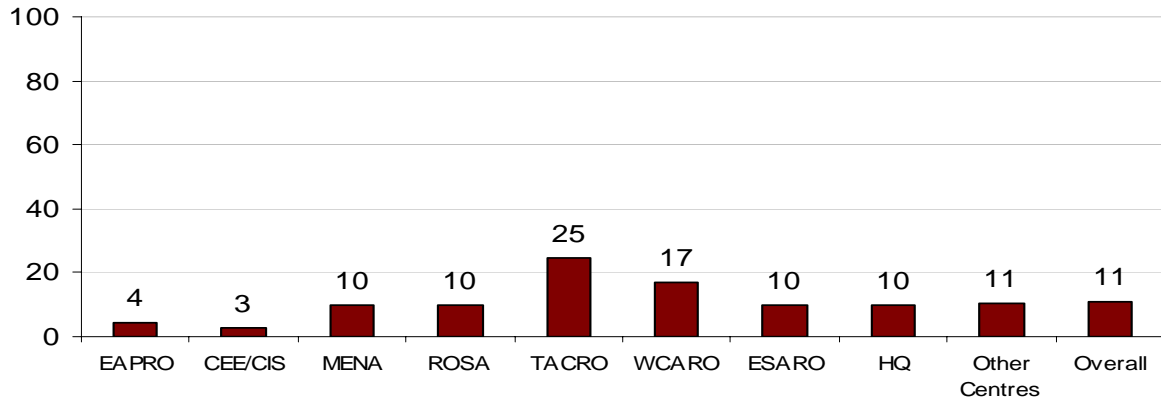
DHR has a good understanding of HR issues in field offices



RO HR acts as a strategic partner to managers in meeting the organizational objectives

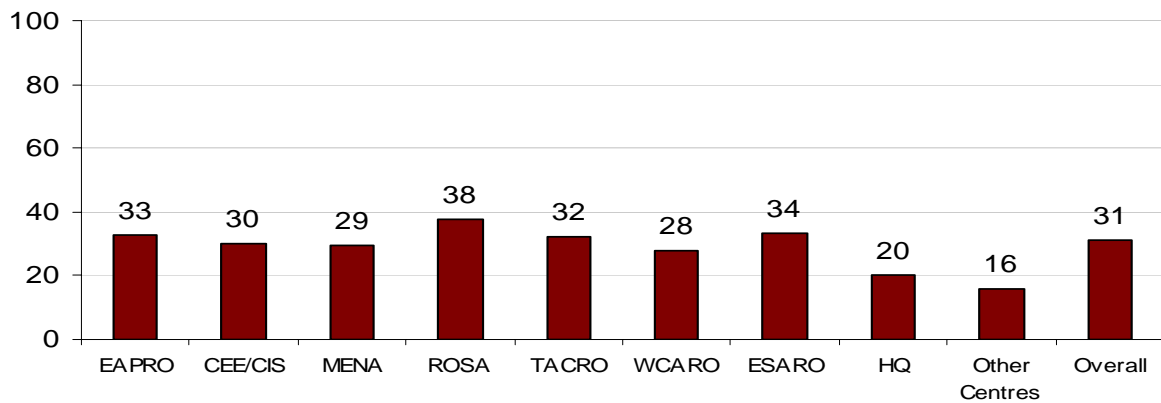


The appropriate HR expertise is available at the regional level

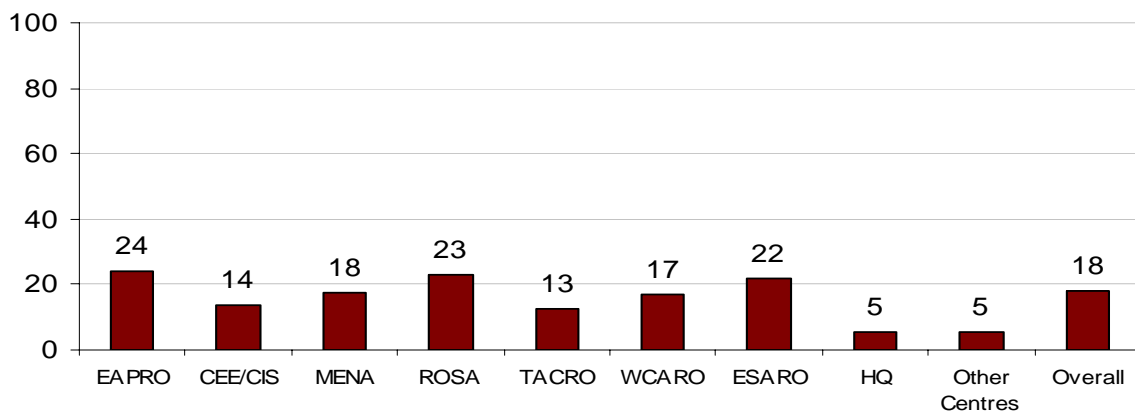


STRATEGIC HUMAN RESOURCES MANAGEMENT

The responsibilities of the HR function at HQ, regional and country levels are well defined



UNICEF has a well resourced plan for meeting the organisation's future human resource needs



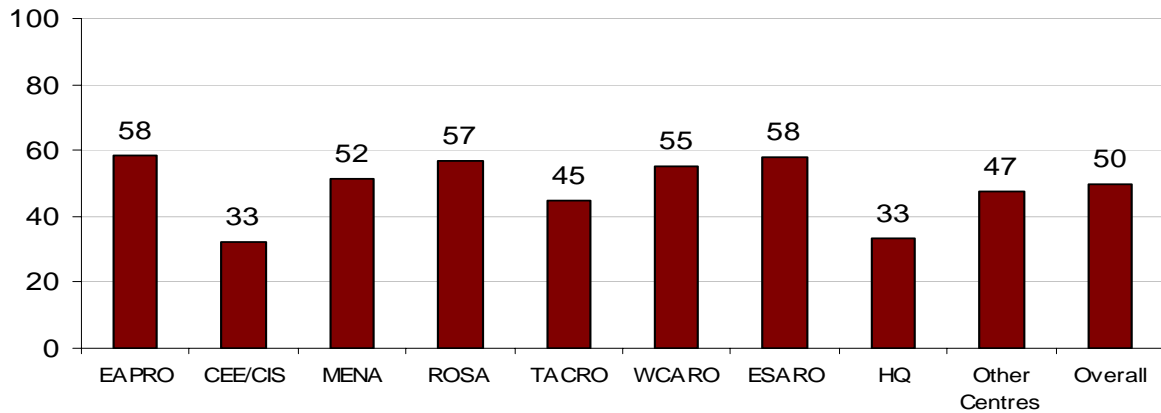
Human resources management is recognized as the responsibility of all managers at all levels in UNICEF



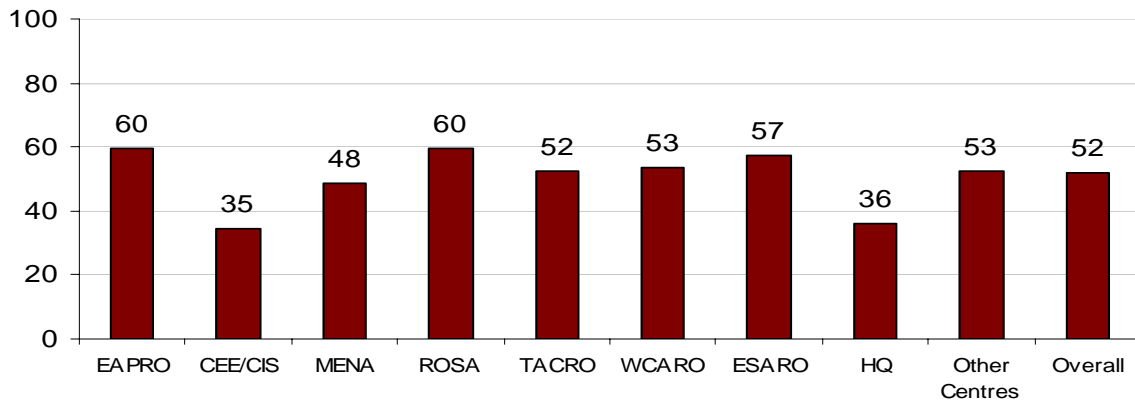
HR CAPACITY IN THE MTSP FOCUS AREAS

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

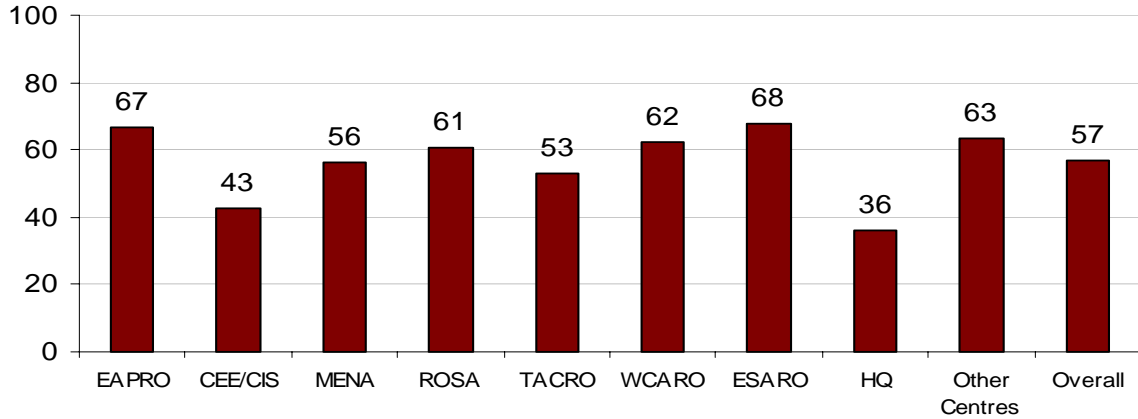
- Focus Area 1: Young child survival and development



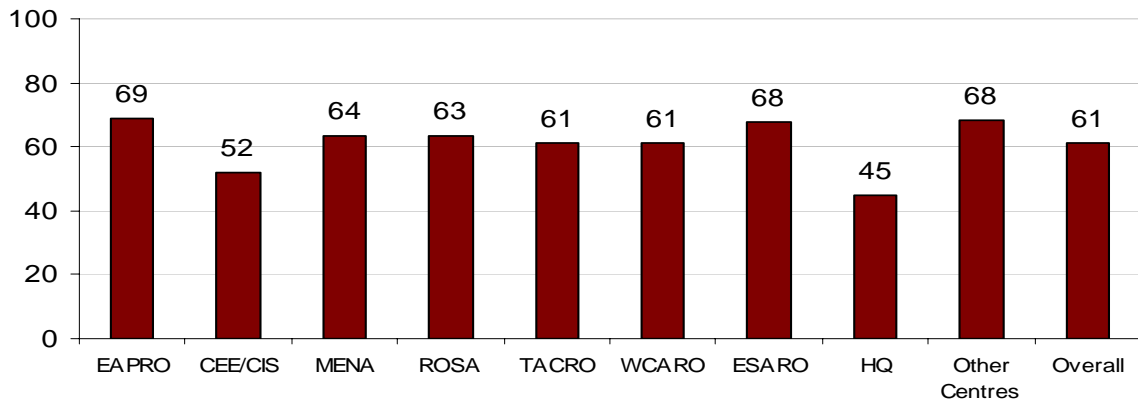
- Focus Area 2: Basic education and gender equality



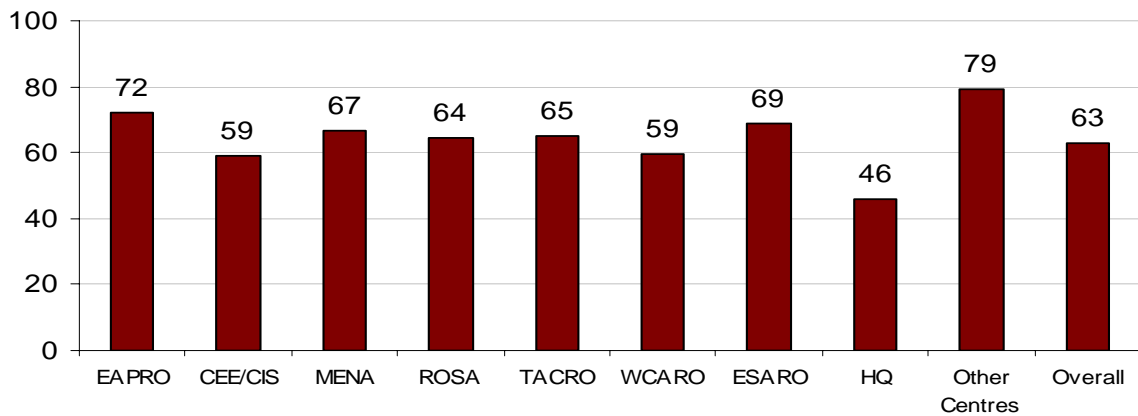
- Focus Area 3: HIV/AIDS and children



- Focus Area 4: Child protection from violence, exploitation and abuse

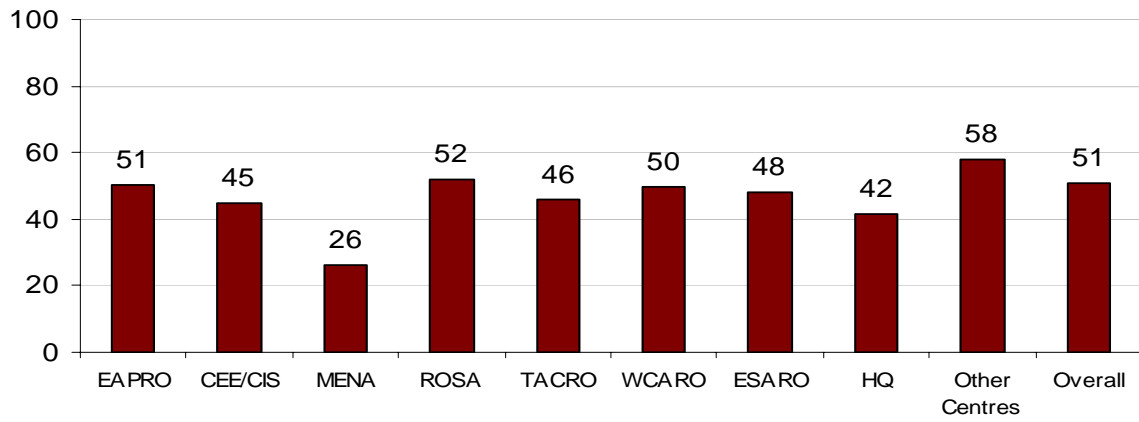


- Focus Area 5: Policy advocacy and partnerships for children's rights



EMERGENCY RESPONSE

UNICEF can respond to major emergencies with 'right people, right place, right time'



ANNEX 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 group¹ 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.

¹ Judith Hushagen, Steven Allen, Rohini De Silva, Dushyant Joshi, Rudolf Messinger, Aboubacry Tall, Umar Ifukhar, Anders Pettersson, Michael Bickel, Christine Nylander, Barbara Brown, Mariam Kakkar, and Thierry Bernier



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.

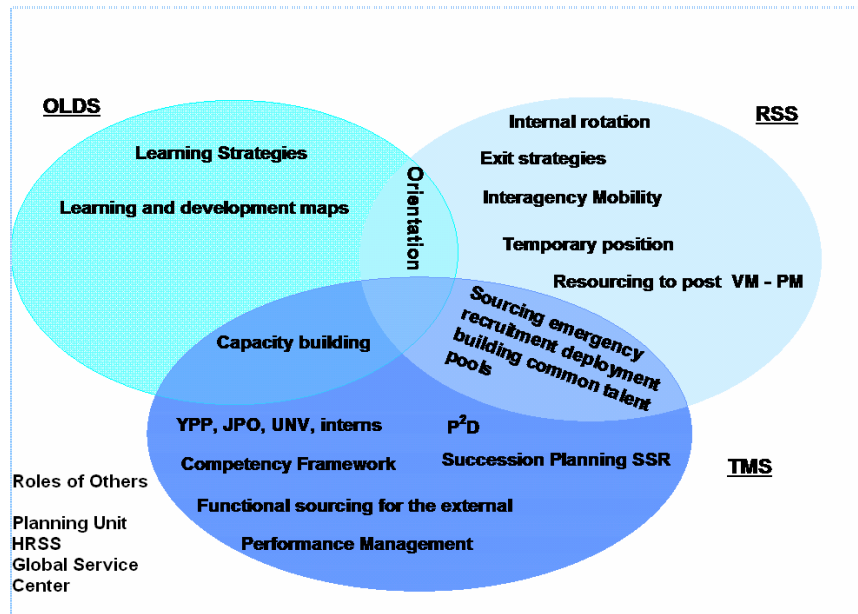
Components

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;
- 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 and 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.



Human Resource Management within the Broader Context of UN Reform

UNICEF is not alone in facing the need to significantly change its approach to HRM. Other agencies are grappling with or have grappled with similar issues at both the surface and deep levels. For example a review of the culture within UNHCR published in May 2005 identified many cultural issues that mirror those found in UNICEF. The primary recommendations in that report focused on the need for a significant investment in management and leadership development, a more rigorous approach to planning, less conflict and competition throughout the organization, and greater accountability.

In his follow-up report to the outcome of the Millennium Summit released in March 2006 and in his summation of the situation within the UN Secretariat, the Secretary General echoed many of the issues highlighted in the SRHR Diagnostic Report. In particular he stated that :

- **Recruitment** needs to be targeted, proactive and faster.
- **Staff mobility** should integrate headquarters and field staff.
- **Career development** should be fostered through targeted training, mandatory requirements for advancement and diverse career paths.
- **Contracts** should be streamlined and conditions of service harmonized.
- A major **new leadership development plan** covering recruitment, training and career development is needed to build middle and senior management capacity.
- **Guidelines** should be modified to allow the Secretariat to consider all options for alternative service delivery, including identifying the potential for relocation and outsourcing.
- **Systematic cost-benefit analyses** of the potential for relocation and outsourcing in select administrative services should be completed in the next 12 months.
- **The budget and planning process** should be explicitly linked to results and managerial performance, as part of a more rigorous monitoring and evaluation framework.
- **Dedicated resources** should be appropriated to the change management process, in particular in the early stages of the process, where resources will be needed for a change management office and staff buyout.

The visions, goals and proposed steps in this strategic framework reflect many of the proposals and actions outlined by the Secretary General, and will be key to ensuring that UNICEF is a leader in the process of UN reform.

Twelve Questions from the Terms of Reference

In UNICEF's Terms of Reference for the SRHRM, twelve questions were posed. The questions were important for framing our initial thinking during Phase I (Inception and Rapid Assessment) and Phase II (Diagnosis). However, we moved beyond these questions as we began to organize our data and to develop models and frameworks to move the organization forward in Phase III (Strategic Framework).

In this section we revisit and reflect on those original 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?
 - Chapters 4, 5, and 6 of the HR manual have been streamlined and revised. Several additional policies are being revisited or revised, including some that currently work against the strategic goals of the organization. Examples of specific policies that have been raised during the Review and have been or are being revised include:
 - All policies that touch on learning and development;
 - HR-time in grade;
 - SSA/appointment of consultants;
 - Recruitment and selection, including the role of APC/SAP and technical reviews, and the issue of giving preferences to certain groups; and
 - Policies around contracts.
 - Policies must be continually reviewed, especially in light of larger organizational reforms.
 - Of equal concern, we discovered it was as much the various interpretations and applications of the policies and the processes through which they are implemented as the policies themselves that caused problems.
 - Staff have learned to “shop around” for the most favourable interpretation of policies.
 - Managers do not apply policies with the rigour they could.
 - Both the policies and their application must be considered and monitored.
 - HR has begun to streamline its policies, but it will be some time before the results are felt by staff and managers; greater clarity on the roles of HQ and the RO at a general level will help.
2. How well suited are UNICEF HRM policy, process, employment contracts and budgeting to the long term maintenance of a skilled UNICEF work force?
 - The budgeting process is a major concern and has too much influence on contracting arrangements. This must be dealt with through the Organizational Review and the Process Review. There are varying opinions on where the issues really lie and how much flexibility actually exists to address some of these concerns.

- Numerous contracting issues have been raised throughout this review and they are being addressed through the HRM Policies, Processes and Procedures or Budget Levers.
- That being said, it appears that the contracting procedures offer more flexibility than many managers believe or are exercising.
- The ICSC is discussing changes to the 100/200/300 series which may have implications for UNICEF. (UNICEF does not currently use the 300 series). However, as changes have not yet been determined it is too early to know what the actual impact will be.
- Current practice contributes to long-term maintenance of a workforce, but not necessarily of a skilled or appropriately skilled workforce. We have asked whether UNICEF has such attractive conditions that it is an employer of choice but is not necessarily attracting and retaining employees of choice.
- The issue of contract renewal is a complex one. While it is explicitly stated in the Letter of Appointment that a Fixed Term appointment carries no expectation of renewal, an expectancy may result from the surrounding circumstances. UNICEF Core Staff are normally granted an initial two-year fixed-term appointment which may be renewed subject to fully satisfactory performance, organizational needs and availability of funds. UNICEF's Human Resources Policy and Procedures Manual (Chapter 14) states that all recommendations for the non-renewal of fixed-term staff members with four or more years of service be submitted for review, together with supporting evidence, to the appropriate bodies (APC or SSR). Therefore, the effective use of this contracting system depends on the manager and the organization being explicit about the duration of the contract with the staff member and not creating expectations that an automatic renewal will take place.
- Staff benefits and entitlements are defined by the ICSC and although they were explored as a line of inquiry they were not selected as a lever of change. However, there are issues to be looked at here, as outlined in Annex I of the Phase II Diagnostic Report.
- UNICEF's investment in and approach to learning and development needs re-positioning to ensure that staff are appropriately skilled.

3. Are the accountabilities for HRM clear, understood and fulfilled?

- No they are not. And more work is needed in this area. It is of some concern that only 35% of managers in the staff survey agreed with the statement "Human Resource management is the responsibility of all management at all levels in UNICEF".
- Within DHR itself, and more important within DHR++, there is still work to be done. Conversations have begun within the units in New York to clarify potential overlaps, bottlenecks and synergies, but these will need to be continually monitored.
- Overlaps and gaps also exist at the levels of headquarters, regional offices and country offices. A pilot program will begin in the fall to enhance delegation and clarify roles. However, all of this must be revisited in view of any structural changes to come out of the Organizational Review.
- The role of the line manager in HR has not been completely clear or completely accepted. Work on the Line Managers lever has clarified the role of line managers with respect to HRM; the systems and the managers' managers have a role to play to make sure this permeates the culture.

4. What progress has been made in the implementation of the Brasilia strategy and what factors underlie UNICEF achievements and failings in improving HRM?
 - The five elements of the Brasilia Consensus on Human Resources in UNICEF¹ included:
 - Development and application of a corporate HR strategic planning capacity;
 - Implementation of a thorough revision of our recruitment, selection, placement, rotation and exit procedures, so that UNICEF has “the right person in the right place at the right time”;
 - Development and implementation of a policy on career and staff development that is based on the three-partner approach (staff member, line manager, organization);
 - Refinement of a results-based performance management system for teams and individuals; and
 - Building of an enabling and respectful environment that promotes staff security, occupational health and safety and work-life balance, and that embraces gender and cultural diversity.
 - Although some progress was made, that many of the same issues are still coming up attests to inadequate progress overall, especially given the time and energy already devoted to this process.
 - P²D and certain staff welfare initiatives have been appreciated.
 - Despite doing more HR planning and carrying out other initiatives, HR is still not seen as a strategic partner.
 - The failings have consisted mainly of a lack of action at the deeper level. Change efforts to date have focused on surface issues: changes to tools or to processes, rather than to attitudes, mindsets, culture and systemic interactions.
 - A lack of demonstrated commitment to the changes by senior staff is constantly mentioned as an obstacle to change. This remains a concern.
5. To what extent does UNICEF staff have the appropriate competencies to meet the organization’s strategic goals, including priority areas as defined in the MTSP 2006- 2009?
 - A competency gap assessment was not within our purview and would be necessary to provide an unequivocal response. However, there are perceptions at all levels of the organization that there are current gaps and, perhaps more important, that UNICEF does not have what is needed to position itself well for the evolving environment.
 - Steps to improve recruitment are taking place, but improving the pools of candidates and accelerating the process still need attention.
 - There are significant concerns that competency requirements are changing but that the staff competencies are not evolving to meet these needs. UNICEF continues to draw on the same pool of internals, and it does not at this point have a strategic approach to learning and competency development.
 - The staffing strategy is critical to ensuring that competencies evolve with the evolving needs of the organization.

¹ Brasilia Consensus on Human Resources in UNICEF, 22 March 2002.

- The comment that “if you don’t know someone you don’t get a job in UNICEF” works against getting the right people to even apply even if it is not a global concern.
6. To what extent do managers in UNICEF have the competencies to effectively manage resources (human and financial) to achieve the organization’s goals and motivate their teams?
 - The staff survey suggests that managers believe they have the competencies but that the staff around them do not necessarily concur. This must be addressed in the recruitment/promotions, training and staffing strategy elements.
 - There is a concern that people-management competencies are not valued in UNICEF. Until that aspect of the culture changes, training and other developmental steps in this area will not have the desired impact.
 7. To what extent do UNICEF management culture, management structures and HR systems encourage or constrain effective HRM?
 - The management culture is a definite constraint. People management is not valued, there is no evidence that it currently affects career movement at all, the current performance management system is viewed as totally lacking in credibility and relevance, and managers avoid dealing with performance problems. Yet some individual managers do manage well under these constraints. The challenge is to have a culture and systems that encourage and support *all* managers to practise effective HRM.
 - There is inadequate clarity regarding accountability, and there are virtually no processes in place for making managers accountable, other than for financial issues.
 - Significant concerns related to the work environment were identified in the *Gender Parity Report*.
 - Of significant concern is that none of this is new. The BAH study in 1994 identified many of the same issues.
 8. To what extent do UNICEF (non-financial) rewards, incentives, and sanctions encourage managers to be effective in their management of human resources?
 - We could not find evidence of a systemic approach to rewards (only individual actions). However, as part of the implementation of the Talent Management lever, a working group has been set up to design a UNICEF-appropriate awards/rewards mechanism.
 - Sanctions do not seem to be a part of the UNICEF culture, and we found little evidence of them.
 - Lack of rewards/sanctions has a significant impact on the ability of the organization to hold people to account or demonstrate the value of effective performance management.
 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?
 - Within the *Staff Regulations and Rules* there is a certain amount of flexibility where UNICEF can identify and develop its own solutions and policies.

- UNICEF is not constrained by human resources *procedures* of the UN system, because the procedures (the how) is entirely up to UNICEF.
 - In 1947, UNICEF received full delegated authority from the Secretary-General to apply the UN Staff Regulations and Rules “governing recruitment and other personnel actions” with the provision that UNICEF staff members be accorded comparable treatment to other UN staff. On the basis of this delegated authority, UNICEF does have some flexibility in determining HR matters.
 - As UNICEF is mainly field-based, it issues its own policies and procedures when possible, necessary and desirable.
 - Specific policies have been identified as requiring adjustment, and the Policy and Administrative Law Section (PALS) is looking into them.
 - There is certainly a strong perception that UNICEF is constrained by the UN system; however, in many cases, this may be more of a perception than a reality. Each policy that is seen to block progress should be evaluated by those in a position to determine whether it fits under UNICEF’s delegated authority or not.
 - Ongoing UN reform will certainly have an impact on HR rules and regulations.
 - UN reform may provide an opportunity for UNICEF to strengthen its position of influence in the UN family of organizations.
10. Does UNICEF have the appropriate HR expertise to support the realisation of its strategic goals, both in DHR and across the organization?
- The new HR systems will help, but they will not be enough to alter the perception that DHR is a personnel administration section with people who lack the expertise needed to be a strategic partner.
 - More work needs to be done in DHR itself with respect to competency profiling, better sharing of information and clearer roles and accountability.
 - Discussions on standards of service and consistency across Human Resource Officers (HROs) will help if decisions are implemented as discussed.
 - DHR++ must reverse the perception that it is not a professional, service-oriented division.
11. To what extent do UNICEF levels of investment in HR personnel and systems encourage or constrain effective HRM?
- The investment in the IT systems will help, and they are none too soon. However, such systems are just a tool, and they should not be viewed as the solution itself. Phase II of SAP should further help streamline the processes.
 - The Global Service Centre (GSC) has been established to provide improved levels of service with respect to transactional HR services, as well as improved access to information for UNICEF staff. However, unless those working within the GSC develop a strong sense of client orientation, the Centre is at risk of not meeting its full potential.
 - UNICEF’s learning budget is significantly lower than that of its counterparts in the UN system. Despite this, the learning budget is not always fully spent during the year. The impact of the 2006-2009 Learning Strategy is not yet being felt throughout the organization.
 - No staffing competency review of DHR was undertaken as part of this project. Despite this, we know that there are concerns about how many

staff there are in certain positions and how staff are matched to jobs within DHR and across DHR ++.

- The DHR++ network is not yet adding the value that it could.
- DHR aspires to become a strategic partner, and the managers and staff of UNICEF are expecting no less.

12. How efficiently and cost-effectively deployed are the staff resources within the Division of Human Resources, and other HR related posts globally?

- Deployment is neither as efficient nor as cost effective as it could be at this time. This is because there is no clear or shared understanding of the various roles of headquarters, regional offices and country offices. Staff themselves agree there are overlaps and duplications and probably gaps and missed opportunities as well. The staffing strategy, HR competence and technology all influence the response to this question.
- We have raised the issue of strengthening the functional networks so that the outreach of DHR from headquarters through the regional office to a country office is more coherent and adds greater value at all levels and for everyone.

Clear roles and effective deployment will enable DHR to become a strate