

STRENGTHENING MANAGEMENT IN UNICEF

An examination of UNICEF management based on evaluative materials produced over the past five years, identifying areas for improvement

JOHN J. DONOHUE

**EVALUATION
WORKING PAPER**

STRENGTHENING MANAGEMENT IN UNICEF

**An examination of UNICEF management based
on evaluative materials produced over the past
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Strengthening UNICEF's Management Capacity — An examination of UNICEF management, based on evaluative materials produced over the past five years, identifying areas for improvement.

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FOREWORD

In September 2004, the Evaluation Office released a brief summary of key internal and external institutional reviews and evaluations conducted during the period of 1992-2004. The document entitled *UNICEF's Strengths and Weaknesses* was prepared by Simon Lawry-White. Its intent was to tally the findings emanating from institutional and global level reviews and evaluations. The report was disseminated to UNICEF colleagues involved in the preparation of the next Medium Term Strategic Plan. It was also made available to members of Task Force on UNICEF in the United Nations Reform and the Task Force on Leveraging Resources and Results for Children. Although the report did not pretend to reflect the present situation nor record systematically the status of the issues raised by external reviewers and evaluators, it was nevertheless much appreciated.

In the subsequent work of the task forces, it became evident that the contribution from the various units of the organization showed partial views of organizational improvement needs. Consequently the Evaluation Office commissioned John J. Donohue to summarize areas of management requiring attention within the new Medium-Term Strategic Plan 2006-2009.

Following the Multi-donor evaluation of UNICEF and the Booz, Allen and Hamilton Management Study of UNICEF, the organization invested heavily in the Management Excellence Programme. This effort is recognized as having made a significant difference to UNICEF management performance. The present desk study focuses on evaluative material produced since 1999, when the Management Excellence Programme was mainstreamed.

Using a simple corporate management conceptual framework, the report highlights some areas identified for improvement that are still persistent. It attempts to provide a holistic view. Its aim is to provide an evidenced-based aide-memoire against which UNICEF can check progress during the planning of the institutional performance improvement dimension of the new Medium-Term Strategic Plan.

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TABLE OF CONTENTS

ACRONYMS	iii
EXECUTIVE SUMMARY	1
1. INTRODUCTION.....	3
2. METHODOLOGY AND LIMITATIONS	3
3. MANAGING FOR RESULTS	4
3.1 Country Programme Management	4
3.2 Emergency Response	5
4. PROCESS MANAGEMENT	5
4.1 Human Rights Based Approach to Programming (HRBAP)	5
4.2 Bureaucracy	6
4.3 Communications.....	6
5. ACCOUNTABILITY	7
6. MANAGING RESOURCES	7
6.1 Human Resources Management	7
6.2 Safety and Security.....	8
6.3 Financial Management	8
6.4 Funding (RR and OR)	9
7. EXTERNAL ENVIRONMENT	9
7.1 Partnerships	9
7.2 UN Reform	10
8. CONCLUSION	11
BIBLIOGRAPHY	13

ACRONYMS

CAG	Cash Advances to Governments
CCA	Country Common Assessment
CCC	Core Corporate Commitments
COs	UNICEF Country Offices
EDR	End-Decade Review
DFAM	Division of Financial and Administrative Management
DHR	Division of Human Resources
EO	Evaluation Office
HRBAP	Human Rights Based Approach to Programming
HQ	UNICEF Headquarters
JIU	Joint Inspection Unit
MEP	Management Excellence Programme
MTR	Mid-Term Review of the MTSP
MTSP	Medium Term Strategic Plan
NPA	National Plan of Action
OIA	Office of Internal Audit
OR	Other Resources
PFO	Programme Funding Office
ProMS	Programme management information system
RR	Regular Resources
UN	United Nations
UNDAF	UN Development Assistance Framework
UNICEF	United Nations Children's Fund

EXECUTIVE SUMMARY

The objective of this review is to summarize areas of management requiring attention within the new UNICEF Medium-Term Strategic Plan 2006-2009 (MTSP). Some areas identified for improvement are persistent, having been previously identified in the 1994 Booz, Allen and Hamilton Management Study of UNICEF. This paper uses evaluative material produced since 1999, when the UNICEF's response to the Management Study, the Management Excellence Programme, concluded.

This review is not comprehensive but is rather a compilation of clues that flag areas of management requiring improvement. The paper does not attempt to catalogue the many efforts already underway in the organization to address the issues identified. Rather, the aim is to provide an evidence-based aide-memoire against which UNICEF can check its progress in planning the institutional performance improvement dimension of the new MTSP.

The following areas are identified for attention, under five headings:

Managing for Results

- ♣ **Country Programme Management.** Effective country office management is necessary in order to ensure that positive results for women and children are achieved. Major donors also consider assessment of results as the factor that most affect their contributions. Clearly, strengthening of management and business practices in COs will be a determining factor in the delivery of results as well as improving both Regular Resources and Other Resources contributions.
- ♣ **Emergency Response.** Assisting children and women in complex and frequently dangerous emergencies has become mainstream business for the organization and a major source of funds. Emergencies place relentless pressure on UNICEF to respond to those most at immediate risk. No doubt, it will be a major component of UNICEF's work over the next MTSP period and should be acknowledged as such in the next Strategic Plan.

Process Management

- ♣ **Human Rights Based Approach to Programming (HRBAP).** The human rights based approach is critical to the future of the organization and the success of the next MTSP. A major effort is called for to refine the approach in the context of RBM.
- ♣ **Bureaucracy.** The modest treatment in this paper of bureaucracy as a management issue understates the underlying concern in the documentation about the heavy weight of bureaucratic and control procedures put on staff and the need to lighten them as they carry out their duties on behalf of women and children. UNICEF needs to lighten the bureaucratic weight on the shoulders of the staff to make them freer to achieve, and be held accountable for, the outcome of the next MTSP.
- ♣ **Communications.** UNICEF's effectiveness at mobilizing for women's and children's rights is linked to the ability to communicate to the world that it serves, the world it works with, and the world it depends upon for resources. Revamping will be required to assure a significantly enhanced ability to communicate effectively to these stakeholders in the future.

Accountability

- ♣ **Accountability.** The need to sharpen and clarify accountability across all levels of the organization emerges in many documents as critical to a fully functioning Results Based Management process.
- ♣ **Role of the Regional Offices.** Throughout the documentation, the Regional Office is identified as cross-roads of much responsibility and increasing authority. A review of what is required and what it is reasonable to expect of RO's would be helpful, once the management implications of the MTSP have been clarified.

Managing Resources

- ♣ **Human Resources Management.** Ultimately, the success of the next MTSP will depend on improving the human resource base of UNICEF to one that truly manages by results for women and children on the ground. It requires: improving management skills across the organization, an effective Division of Human Resources, and a management culture that is results-driven.
- ♣ **Safety and Security.** Safety and security of UNICEF's most valuable asset, its people, are fundamental to the success of the next MTSP. Today the bar has been raised, crisis situations could arise anywhere and real preparedness – not just on paper- is required across the board. The papers point to ongoing concerns that risk the wellbeing of field staff and their dependents, and affect their ability to fulfill their roles under duress.
- ♣ **Financial Management.** Cash Advances to Government (CAG's) continue to be a problem that finds its roots in many places, from the limitations of ProMS in support of this function to the leadership and skills of the Representatives to manage their accountability over CAG's. The bank reconciliation process, as well, has problems.
- ♣ **Funding (OR and RR).** The documents point to a reality today of a flat Regular Resources financial base for the core financing of the next MTSP priorities. RR is overshadowed by Other Resources (OR) which is driven by donor priorities. The level of OR constitutes a threat to sustained RR financing which will require constant attention. A strategic funding plan is essential to the successful execution of next MTSP, as called for in the Medium-Term Review of the current MTSP.

External Environment

- ♣ **Partnerships.** Establishing the guidance and support for staff to create and maintain the more dynamic and strategic partnerships necessary to achieve the objectives of the next MTSP is a major challenge.
- ♣ **UN Reform.** UN reform is an important movement that is a given. Even more will be expected of the organization over the next MTSP period if it is to emerge in a leadership role, as it must, in this effort. UNICEF will either lead or be led.

1. INTRODUCTION

This paper was commissioned by the UNICEF Evaluation Office as an input to the development of the new Medium Term Strategic Plan 2006-2009. This is an examination of management through a review of evaluative material produced since 1999 when the organizational response to the 1994 Booz, Allen and Hamilton Management Study, the Management Excellence Programme (MEP), came to a conclusion and was mainstreamed.

The substance of the management issues as they are addressed today is, most likely, different from 1994, due since then to the changes in the organization and its environment. None-the-less, certain themes still require attention. The Management Excellence process was reported on a number of times during the course of its implementation. However, no formal evaluation was done upon its completion.

The paper reviews the major internal and external evaluative documents (including internal audit material) since the end of the MEP for evidence as to those areas of management where improvements are still required. In doing so, its focus is on organizational capacities that are critical to UNICEF's efficiency, effectiveness, relevance and financial viability over the next Plan period.

Many of the issues identified are not new and are, no doubt, already the focus of organizational efforts at resolution. This review is not comprehensive but is rather a compilation of clues that flag areas of management requiring improvement. The aim is that UNICEF will use this paper as an aide-memoire to check its progress in developing and implementing the new MTSP.

2. METHODOLOGY AND LIMITATIONS

This report is the results of a desk review of available evaluative materials and key reviews. The Evaluation Office and the Office of Internal Audit provided the list of documents to be reviewed. The documents were identified by the staff of both offices and through a search of the Evaluation and Research Database. All in all, few studies were conducted at the corporate management level. This in turn limits the coverage of this paper. The bibliography may be found at the end of the paper.

A simple corporate management framework was used to group the presentation of the findings. It is based on a results-oriented framework used over the recent years by the Evaluation Office. The framework addresses the following five key questions:

1. To what extent is UNICEF results-oriented?
2. To what extent process management is aligning and integrating the various practices of the different segments of the organization?
3. To what extent is there a clear accountability regime?
4. To what extent is UNICEF managing its resources effectively?
5. To what extent is there an enabling environment and does UNICEF position itself appropriately?

The findings are reported based on evidence found in the studies reviewed. The report is limited by the information contained in the studies examined. The lack of evidence-based findings on many key corporate management parameters is due to the limitation of the availability of corporate studies and reviews.

For each area of management improvement, the document includes a summary statement, followed by supporting text to the statement, in most cases quoted directly from the source documents. The parenthesis after each quote identifies, through a keyword, the source text cited in the bibliography, e.g. "Evaluation of ECHO's Cooperation with UNICEF and UNICEF's Activities," (ECHO).¹

3. MANAGING FOR RESULTS

Results are defined as describable or measurable change in a given state that is derived from a cause-and-effect relationship. From a strategic governance perspective, there has to be a systematic and explicit expression of the intentionality to achieve pre-determined results.

3.1 Country Programme Management

Effective country office management is necessary in order to ensure that positive results for women and children are achieved. Major donors also consider assessment of results as the factor that most affect their contributions. Clearly, strengthening of management and business practices in COs will be a determining factor in the delivery of results as well as improving both RR and OR contributions.

- ♣ "Country Programmes are monitored annually and at mid-term. Identification of results is patchy." (DFID p.13)
- ♣ "While annual project plans exist, most offices do not clearly define what annual plans actually seek to accomplish because the objectives are poorly defined." (CONTROLS p.1)
- ♣ "Overall, operational systems are still seen by UNICEF offices as being too input-based and it is suggested that management systems provide greater incentives to focus on results." (MTR p.28)
- ♣ "Monitoring is still focused on outputs and not on outcomes/results or performance/ quality." (ECHO p.7)
- ♣ "About three-quarters of offices audited in 2002-2003 continued to have weaknesses in – and weak quality assurance process for – the development of annual project plans. Some 78 percent of offices did not use the available ProMS-based reporting facility to maintain awareness of programmes and office performance...." (MTR p.31)
- ♣ "Few offices have and/or use Integrated Monitoring and Evaluation Plans." (CONTROLS p.1)
- ♣ "One (evaluation) in five is excellent, but the worst third are sufficiently poor to constitute a serious problem." (EVALUATION p.2)
- ♣ "The organizations reports do not yet recognize the contribution of other aid agencies to common country outcomes." (DFID p15)
- ♣ "Few offices have set standards for frequency of and what to look for during field visits." (CONTROLS p.1)
- ♣ "Weak field office practices for the regular storage of data-backups at off-site locations and protection of data systems integrity." (SECURITY p.14)

¹ In a few cases, the source is the review of an evaluation found in the Evaluation Offices' document "UNICEF's Strength and Weaknesses" (S&W) by Simon Lawry-White. In this case, for example, the key would be, for example, (ECHO in S&W).

3.2 Emergency Response

Assisting children and women in complex and frequently dangerous emergencies has become mainstream business for the organization and a major source of funds. Emergencies place relentless pressure on UNICEF to respond to those most at immediate risk. No doubt, it will be a major component of UNICEF's work over the next MTSP period and should be acknowledged as such in the next Strategic Plan. Areas that need attention include: improving logistics management capacity, streamlining systems and control mechanisms, improving CO-RO-HQ coordination and preparing better for national staff take-over when international staff are evacuated.

- ♣ "The scale of UNICEF's involvement in emergencies calls for interventions in crisis situations to be better highlighted in the next MTSP (as a stand alone priority or with clearer references in the organizational priorities)." (DUBAI p. 3)
- ♣ "RO's and selected CO's have advanced a number of country and regional studies on the impact of war and natural disasters on children, there continues to be no global leadership." (MARTIGNY II, p.2)
- ♣ "UNICEF COs in stable countries do not typically have any logistics management capacity..." "In emergencies, when national partners are typically overwhelmed, COs are expected to take on this function themselves." (MARTIGNY II p.18)
- ♣ Some Country Offices still lack some training in procurement and logistics. (ECHO in S&W p.25)

Recent Iraq and Liberia evaluations of emergency response have identified a number of systemic weaknesses:

- ♣ "UNICEF's response in some key areas of the programme CCCs is absent or corresponds to only a small part of the population affected," e.g., "communication aspects of programmes (health and nutrition education, WES and hygiene education), monitoring of child rights, nutrition, sexual abuse and exploitation and HIV/AIDS." (LIBERIA p. iii)
- ♣ "Gaps in CO leadership and CO-RO-HQ coordination led to unclear priorities in bringing in and using surge support in the technical clusters in 2003. This ultimately undermined the effectiveness of programme delivery in general, and the timeliness of measles vaccination." (LIBERIA p. iii)
- ♣ "UNICEF's systems and control mechanisms have been devised for steady state development programming, aspects of which are not appropriate to emergency situations." "Several shortcomings in financial and other procedures complicate and slow down UNICEF's progress in emergency responses." (IRAQ p.4)
- ♣ "CO was not prepared to ensure financial controls in the context of no banks," had not delegated authorities to national officers to allow continued transactions when international staff was evacuated.(LIBERIA p. 4)

4. PROCESS MANAGEMENT

Process management aligns and integrates the various practices of the different segments of the organization by means of common systems and operations that apply uniformly to all the segments of the organization. The common processes include policy making, planning, problem-solving, decision-making, communications, monitoring and evaluation.

4.1 Human Rights Based Approach to Programming (HRBAP)

The human rights based approach is critical to the future of the organization and the success of the next MTSP. A major effort is called for to refine the approach in the context of RBM.

- ♣ “A lack of consistency in human rights advocacy by ROs and HQ, who are often reluctant to take up politically controversial issues for fear of jeopardizing working relations with the host government.” (REFORM p.9)
- ♣ “There was a general sense amongst staff that UNICEF could have done more to speak out in defense of the rights of women and children in Iraq. (IRAQ p.4)
- ♣ “UNICEF needs to articulate how HRBAP applies in Emergency Preparedness and Response Planning and in emergency responses.” (IRAQ p.4)
- ♣ “UNICEF’s commitment to child protection is not matched by appropriate levels of investment – whether financial or human.” (DUBAI p.3)
- ♣ “UNICEF needs to pay more attention to mainstreaming rights -based programming within NPA’s and CCA/UNDAF, as well as in the economic and social reform process.” (EDR p. iv)
- ♣ “There is still a lack of documentation on successful programmes and good practices, as a basis for taking approaches to scale.” (MTR p25)

4.2 Bureaucracy

UNICEF needs to lighten the bureaucratic weight on the shoulders of the staff to make them freer to achieve, and be held accountable for, the outcome of the next MTSP.

- ♣ UNICEF sees itself, as overly bureaucratic, aging in supporter base, staffing and lacking new blood. (Staff Survey)
- ♣ One of the major changes suggested in the MTR is “...greater streamlining of both programming and operations process.” (MTR p.37)
- ♣ “Additional concerns of field offices relate to an increase in the use of working groups and task forces during the MTSP period, and to the need to streamline work process.” (MTR p.33)

The treatment of **bureaucracy** in this document understates the underlying concern throughout the documentation about the heavy weight of bureaucratic and control procedures on staff as they carry out their duties on behalf of women and children. There is an obvious need to lighten the burden, while maintaining the necessary monitoring and oversight accountabilities.

4.3 Communications

UNICEF’s effectiveness at mobilizing for women’s and children’s rights is linked to the ability to communicate to the world that it serves, the world it works with, and the world it depends upon for resources. Revamping will be required to assure a significantly enhanced ability to communicate effectively to these stakeholders in the future.

- ♣ “UNICEF needs to significantly enhance its ability to communicate, immediately, effectively, globally without jargon.” (DUBAI, p.5)
- ♣ “...needs to be more selective, concise, strategic and simple in communications....” “A Global Communications Strategy should be developed to this effect.” (DUBAI, p.5)
- ♣ “...revamp The State of the Worlds Children Report to make it the most authoritative source globally on children rather than a promotional tool.” (DUBAI, p.5)

5. ACCOUNTABILITY

Every organization needs to be structured in a way to facilitate the chain of command and the fulfillment of responsibilities and accountabilities at every level of the organization. This also includes the incentive system for performance for results and value-for-money.

- ♣ “UNICEF must be rights-based and results driven in its own management at all levels and be very clear on who is accountable for achieving what results.” (Roadmap p18)

The need to sharpen and clarify **accountability** across all levels of the organization is treated directly or indirectly in many documents as critical to a fully functioning RBM process. The Joint Inspection Unit document -'Management for Results in the UN System'- is probably the best source of a detailed understanding of accountability within RBM and many suggestions are made on how to tackle this issue in a complex organization like UNICEF.

Throughout the documentation, the **Regional Office** is identified as a cross-roads of much responsibility and increasing authority. Questions are raised about whether the Regional Offices have the staff and resources to fulfill their present accountabilities and about how well the Regional Offices are responding to the functions they are now accountable for. A review of what it is required and what it is reasonable to expect of Regional Offices would be helpful.

6. MANAGING RESOURCES

6.1 Human Resources Management

Ultimately, the success of the next MTSP will depend on improving the human resource base of UNICEF to one that truly manages by results for women and children on the ground. It requires: improving management skills across the organization, an effective Division of Human Resources, and a management culture that is results-driven.

- ♣ The need for... “timely recruitment and deployment of staff for both regular and emergency positions...” has been noted, “...there was an increasing occurrence of 'staff burn-out'.” (MTR p.33)
- ♣ “The Dubai Consultation recommended that within HR management, UNICEF should give attention to Review of Performance Management Systems; National Staff Policy; Promote Multiculturalism; Gender Priority Policy and Recruitment of “New Blood”. (DUBAI p.6)
- ♣ “The main pre-requisite for an effective performance management system is a change in the culture of organizations concerned...” achieved through “emphasis on adequate managerial competencies in recruitment of new managers and placement, promotion or reassignment of staff to managerial positions.” (JIU, Part III, p. v)
- ♣ Training on humanitarian principles, the HRBAP and Emergency Preparedness and Response Planning have become part of the Core Learning Strategy. However, “training workshops only reached a small portion of staff, and we are often targeting the same staff with several different training efforts.” (MARTIGNY II, P.25)
- ♣ “Nearly all field offices identified major gaps in technical competencies across the MTSP priorities...” including “...Result Based Management components of Programme Excellence.” (MTR p.32)
- ♣ “DHR is about to roll out important human resources management systems... making these systems work at all, including HRM for humanitarian response, will require significant work by HQ divisions in concert with ROs.” (MARTIGNY II p.3)
- ♣ “UNICEF has not fully established adequate human and technical capacity to guide country offices in fully applying results-based management to the supply function.” (MTR p.32)

- ♣ “...UNICEF lacks sufficient human resources capacity to adequately meet its mandate in Child Protection.” (REFORM p.14)
- ♣ “Given the increasing importance of the PRSP process and the PRSP document at the country level as a planning document for government, it is important that UNICEF improve its ability to engage in the PRSP process. This may require a review of country staff capabilities in macro-economics, and social and economic policy analysis and knowledge of World Bank processes.” (REFORM, p.13)

6.2 Safety and Security

Safety and security of UNICEF's most valuable asset, its people, are fundamental to the success of the next MTSP. Today the bar has been raised, crisis situations could arise anywhere and real preparedness – not just on paper- is required across the board. The papers point to ongoing concerns that risk the wellbeing of field staff and their dependents, and affect their ability to fulfill their roles under duress.

- ♣ “...Country Security Plans and UNICEF's own planning, preparedness and provisions were out of date and very inadequate.” (LIBERIA p. iv); “emergency preparedness and response planning was ultimately a paper exercise” (LIBERIA p. iv); “lack of contingency plans specific to UNICEF weakened field office preparedness.” (SAFETY P. 4)
- ♣ “...inconsistencies in the standards and recommendations for security preparedness between at least RO, EMOPS and OIA.” (SAFETY p. 5)
- ♣ “The lack of familiarity amongst UNICEF field staff with security activities in their location constrains the potential utility of the security plans in times of actual emergency.” (SAFETY p.5)
- ♣ “Lack of standards to establish and assess offices' physical security create a risk of subjective and inadequate assessment;” “ill-equipped guard forces;” “lack of guidance... for the assessment of privately contracted security services for staff residences,” weaken security conditions of staff at work and at home. (SAFETY pp 7,8)
- ♣ “Weak or non-existent warden systems” and “frequent inability to maintain communications with or locate staff on field visits” reduce the ability of the UN/UNICEF to address security needs of staff and dependents. (SAFETY pp 8,9)
- ♣ “Weak fulfillment of minimum communications standards including lack of equipment... non-functioning equipment, and limited operating skills amongst staff”- affect UNICEF's ability to protect staff. (SAFETY p. 12)
- ♣ “...security planning for national staff was not adequate.” (Iraq p. 4)
- ♣ “Lack of written evacuation procedures (in CO's) limit potential for UNICEF to respond to emergency situations.” (SAFETY p.6)

6.3 Financial Management

Cash Advances to Government (CAG's) continue to be a problem that finds its roots in many places, from the limitations of ProMS in support of this function to the leadership and skills of the Representatives to manage their accountability over CAG's. The bank reconciliation process, as well, has problems.

- ♣ “High share of CAG is released by UNICEF in the last quarter of the year,” with “weak awareness of counterparts' capacity to use and report on CAG,” “little guidance is given to counterparts in standards and procedures.” (CASH p.1)
- ♣ “...the counterparts' requests for release of CAG is often weak;” and “weak review in UNICEF of counterparts' requests.” (CASH p. 1)
- ♣ “Very low field monitoring by UNICEF of CAG-supported activities.” (CASH p.1)

- ♣ The reconciliation facility of ProMS is designed to help staff to prepare" bank reconciliation statement; it provides limited support to those who are expected to review and verify." (BANK p.5)
- ♣ "Representatives do not have the skills to implement their reconciliation accountability." (BANK p.5)

6.4 Funding (RR and OR)

The documents points to a reality today of a flat Regular Resources (RR) financial base for the core financing of the next MTSP priorities. RR is overshadowed by Other Resources (OR) which is driven by donor priorities. The level of OR constitutes a threat to sustained RR financing which will require constant attention. A strategic funding plan is essential to the successful execution of next MTSP, as called for in the Medium-Term Review of the current MTSP.

OR

- ♣ "...lack of criteria to assess field offices' fund raising efforts and limited use of fund raising strategies by field offices weakens the potential of individual offices to raise OR funds and of UNICEF to identify and address poor performing offices." (OR, FUNDRAISING p.3)
- ♣ Very high frequency of PBA extensions weakens UNICEF's reputation with donors ... and increases administrative workload in Field Offices, PFO and DFAM. (OR, FUNDRAISING p. 10)
- ♣ "Annual refunds of US\$3-5 million... increases each year the risk that preventable refunds pose to UNICEF's reputation." (OR FUNDRAISING p. 8)
- ♣ "Widespread and chronic late reporting (to donors) on OR use is a significant risk to UNICEF." (OR, FUNDRAISING p. 11)

RR

- ♣ "RR contributions have been flat since 1997 as OR contributions grow. Although there are links to strategic plans, the (Executive) Board is concerned that the programme allocation model may be undermined significantly by extra-budgetary funds." (DFID p.5)
- ♣ "There is no allocation system for extra-budgetary programme resources although country programme plans identify the amounts of resources to achieve particular outputs." (DFID p5)

7. EXTERNAL ENVIRONMENT

7.1 Partnerships

Establishing the guidance and support for staff to create and maintain the more dynamic and strategic partnerships necessary to achieve the objectives of the next MTSP is a major challenge.

- ♣ "...there are some concerns that MTSP priorities are not fully conducive to building partnership so long as they are seen as being primarily UNICEF's corporate priorities." (MTR p.29)
- ♣ "...setting goals, results, expectations and indicators for monitoring and evaluation of partner programmes are important, but inflexibility and excessive bureaucratization should be avoided." (PARTNERSHIPS, p.70)
- ♣ "Through the Millennium Declaration and the MDGs, the world has adopted most of the goals of the World Summit for Children. We were not prepared for this change. To intervene effectively on behalf of children, we now have to dialogue with a multitude of actors." (DUBAI p.3)

- ♣ “The EXDIR's annual report to ECOSOC reports on UNICEF's interest and partnerships in the UN reform agenda.... Partnerships else where are generally reported as 'resource mobilization' rather than 'partnership behavior’.” (DFID p. 15)
- ♣ “UNICEF does monitor its contribution to partnership instruments (such as CCA, UNDAF) but does not conduct partnership surveys or initiate peer reviews.” (DFID p13)
- ♣ “There was consensus among the civil society organizations that consultation does not currently take place with UNICEF across the full range of issues that they would like.” (CIVIL SOCIETY, p. 9)
- ♣ “Some CSO feel that UNICEF is not taking advantage of CSO's outreach capacity.” (CIVIL SOCIETY, p. 10)
- ♣ “There was total consensus, however, that the current HQ structure was inadequate – responsibility for civil society had become fragmented, and institutional memory had been lost. The confusion between providing technical support to a CSO, and partnership building per se, had weakened UNICEF's capacity to develop and maintain strong and effective partnerships.” (CIVIL SOCIETY, p.9)
- ♣ “...there was a consensus that UNICEF needs to be more proactive in its outreach to civil society.” (CIVIL SOCIETY, p.10)

7.2 UN Reform

UN reform is an important movement that is a given. Even more will be expected of the organization over the next MTSP period if it is to emerge in a leadership role, as it must, in this effort. UNICEF will either lead or be led.

- ♣ “...UNICEF was perceived as a contributor to UN reform...” but “...not having used its leadership capacity to push the system to greater levels of coherence and effectiveness.” (DUBAI p.5)
- ♣ UNICEF must push for alignment of all UN activities at country level, with an UNDAF that allows transparent UN-wide decision-making. (DUBAI p.4)
- ♣ “UNICEF is not currently equipped to engage effectively in policy dialogue on issues requiring macro-economic analysis....” “This requires a capacity to engage on macro-economic and socio-policy dimensions of development.” (DUBAI p.4)
- ♣ “The frustration with UN Reform at the country level, both studies indicate, 'primarily' comes from the added workloads.” (REFORM p.8)
- ♣ “There is a perception that UNICEF has not provided sufficient leadership in the development of an overall strategy for moving forward in UN reform... with its non-negotiables, UNICEF seems to have defined what it doesn't want to reform, but not the reverse.” (REFORM p.6)
- ♣ “In both the development and humanitarian spheres interviewees expressed the sense that UNICEF has the capacity to contribute still more than it has; that it could and should provide leadership to push the system to the next level of system coherence.” (REFORM, p. i)
- ♣ UNICEF is believed to be working too much in isolation and to have its own agenda. (MOPAN in S&W p.21)
- ♣ “To ensure a clearer humanitarian UNICEF role within the context of UN reform, other agencies should be encouraged to undertake a 'CCC exercise' increasing coordination and complementarity on the ground.” (DUBAI, p.3)
- ♣ UNICEF has been stronger and more proactive in leading reform efforts in the humanitarian sector than in development. (REFORM in S&W p.28)
- ♣ “...a clear linkage between the MTSP targets and the Millennium Declaration/Millennium Development Goals should be articulated.” (DUBAI, p.1)
- ♣ “Although UNICEF always participates in coordination and theme groups there are still reports of absence in sectoral groups, although this may be in part because UNICEF is not a financing organization.” (DFID p7)

8. CONCLUSION

UNICEF made a major institutional effort to improve management following the comprehensive 1994 Management Study. There was no evaluation of the results of the Management Excellence Programme and the extent to which management challenges were addressed is not fully recorded. Themes in the Management Study which still appear to be issues today include: the potential for partnership not being fully exploited; the need for improved recruitment; career development and performance appraisal systems linked to rewards for good performance; and insufficient response to monitoring and evaluation requirements. Accountability seems to be as important a concern today as it was a decade ago.

The set of documentation reviewed makes limited or indirect references to important management themes requiring attention, even though the absence clear statements prevents them from appearing, in their own right, as a section in the report.

The persistence of some of these issues is a concern and may point to the need to have clear mechanisms in the organization to address them.

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