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CF/SP/M/1994-001/A02

UNICEF MANAGEMENT STUDY WORKSHOPS

- A - • Human Resources
- B - • Harmonizing Between Global Goals
And The Country Programming Process
- C - • A Renewed NGO/UNICEF Partnership

Conducted in connection with the UNICEF Management Study

UNICEF
New York, NY

NOVEMBER – DECEMBER, 1994

This report is confidential and intended solely for the use and
information of the client to whom it is addressed.

BOOZ · ALLEN & HAMILTON INC.

B L K W K

2 SIDED

This is one of four documents comprising the UNICEF Management Review, as engaged by the Secretariat at the request of the Executive Board in March, 1994.

The project was jointly funded by UNICEF and a pro bono contribution by Booz·Allen & Hamilton.

A progress report was made to the Executive Board on October 3, 1994.

The four final documents include:

- UNICEF Management Study
- Executive Summary
- Management Study Workshops Report
- Delphi Panel Report

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CF/SP/M/1994-001/A02-A

HUMAN RESOURCES

Management Study Workshop

Conducted in connection with the UNICEF Management Study

**UNICEF
New York, NY**

DECEMBER, 1994

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WHAT PARTICIPANTS SAID THEY HOPED TO PRODUCE DURING THEIR WEEK OF TEAMWORK

"An attempt to review and address these issues is a long-felt need in the organization and we hope this workshop will succeed in identifying the problems and possible solutions..."

"We all know that the purpose of this exercise is to scan the organization's current situation to assess its weaknesses or threats in order to inject a dose of reality into the organization."

"We believe we should look at policies first and then concentrate on processes and procedures."

"What we really need is a more general change of attitudes and atmosphere to reinstall in our staff such bases as confidence - trust - fun - while working hard, rather than for example changing a line or two in the PER form... I hope very much that the workshop will contribute to a new dynamic in UNICEF and that individual inputs and views can be discussed openly ...

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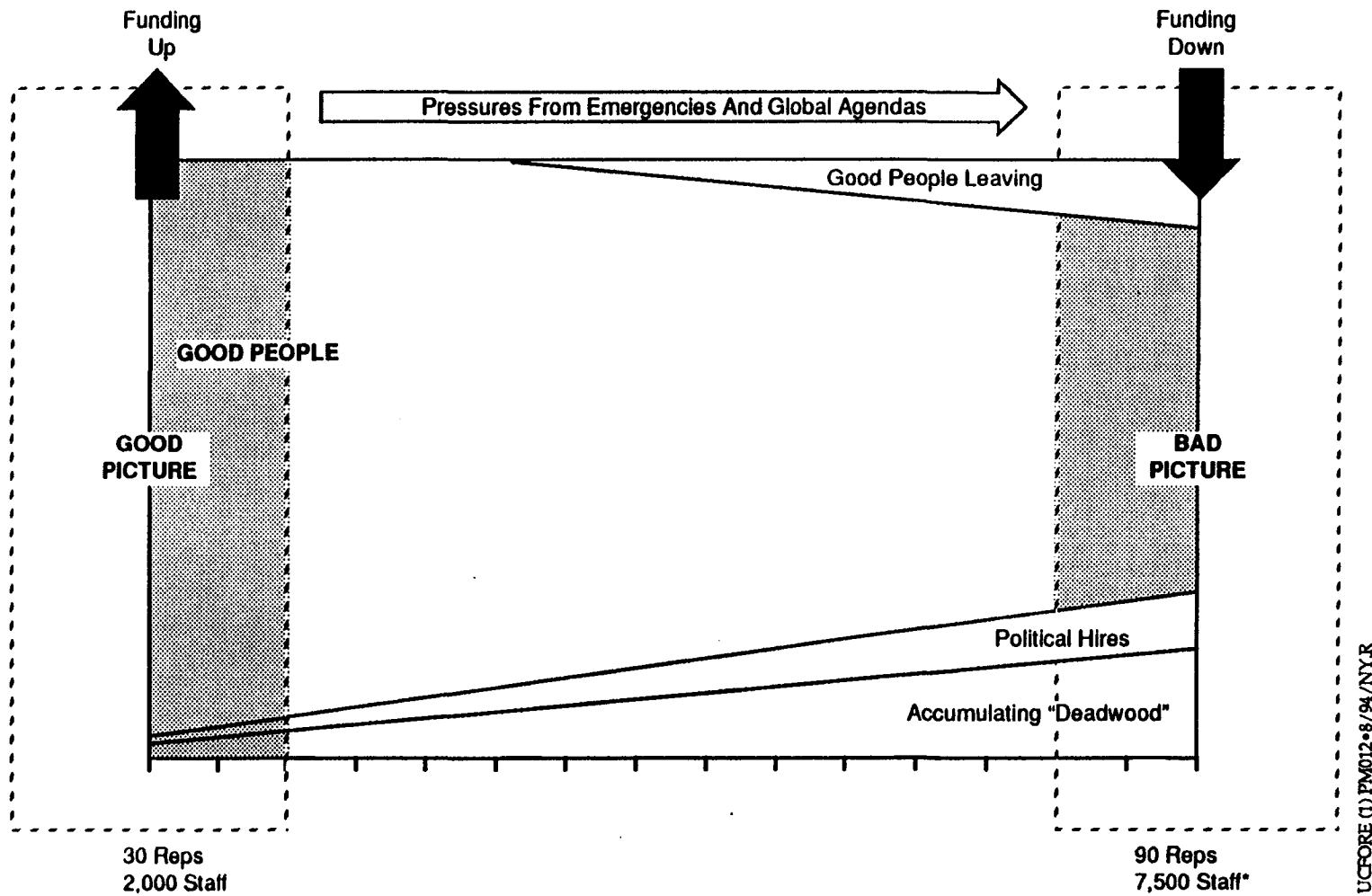
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HOW THE TEAM CONCEPTUALIZED WORRISOME TRENDS



* Official

Note. Chart from Human Resources staff "workshop," December, 1994

I - INTRODUCTION

Working party addressed:

- Tradition, culture, value system (Very important part of the equation)
- General strategies and policies
- Specific process improvement opportunities
- Major procedures
- Implementation (How to produce change.)

Necessary to stress values/culture part of the argument:

- Trust, confidence, delegation are "sine qua non" of effective human resource process.
 - Culture change takes a long time but well worth it
 - Must develop realistic expectations about feasibility and time requirement.
 - "Fiddling with the forms" produces little if more profound change of values and commitments does not take place within a reasonable period of time
 - Doesn't happen by "spontaneous combustion" in the field. Requires initiative from the top, planning, dedication, hard work.

To be frankly self-critical:

- UNICEF doesn't have the keen sense we once did of what is expected from each of us.
 - Sense of personal mandate has eroded

- Further, we have built up attitude that "the answer to any problem is to add staff."
- This is compounded by a lost sense of our own limitations.
 - Needed skill mix is changing but "we can handle it"
 - Pressures increase but "end justifies means."
- In terms of the personality of UNICEF we might as well recognize that we have developed over time a fairly SPLIT personality
 - The caring sponsor; references to the UNICEF FAMILY
 - The aggressive taskmaster: "You succeed or it's your neck."
 - The contradiction is often unresolved: "If global goals were the only thing that counted, then people might have to suffer and it might be OK."
 - Does that corporate schizophrenia add to staff distress?
 - Needs to be resolved. Such value contradictions filter down through all Human Resource issues, even personal and family issues
- Two ways to look at issue of "caring"
 - Do you care enough to give me the support and resources necessary for me to do a good job?
 - Do you care enough to ensure that I am rewarded for dedicated work, encouraged to grow, motivated despite personal risk, adequately appreciated, family spared disruption and insecurity?

BOTH DIFFERENT but both very important in terms of what human resources leadership is all about

- Anomaly: As you mature in our organization, the further you get from the field.

- Thus the wiser you are, and the more capable of bringing sponsorship and "caring" to this troubled organization, the less available you are.
- What does that mean? A career path that brings our "sages" back to the field? Note the numbers:

	FIELD	HQ	TOTAL
D2/L7	12	18	30
D1/L6	33	37	70
P5/L5	196	128	324

- Have to come to grips with participation versus centralism.
 - This issue of "culture" and values impacts on operational effectiveness
 - Similarly we are still wrestling with the issue of permanent employment and temporary employment; core versus project posts.
 - People don't work better with insecurity hanging over them

... yet we have senior colleagues who are still saying:

"A 5-year term, with an indication to renew or not renew after 3 years should be the longest possible contract for any person. This applies to the Executive Director down to a Secretary. People should be encouraged in their career paths to move in and out of organizations such as UNICEF... Renewal of contract should be seen as an exception..."

- How does that square with
 - The time it takes to install a new country rep and staff, build his/her skills from supply and services to advocacy to negotiator with top ministries to private sector fund-raiser and developer of teams? How much investment in skill and effectiveness do we put out on the street after 3 years or 5 years?
 - The time it takes to develop family security for a spouse and 2 kids?

- Recent UN speeches and articles about the UN's career orientation?
- Need to understand some of "macropressures" in the UN environment that impact on number of posts available to our people, competition for core posts etc. Some of the "forces at work" come from outside UNICEF
 - Political pressures from donors
 - \$1 million buys a certain number of jobs. Specific mathematical formula is used to relate contributions to "expected" number of jobs
 - Political pressures from "highly placed persons", inside and out
 - Pressures from within internal processes such as rotation
 - "Placement cases"
 - Organization pressures
 - Gender balance, nationality balance, etc .

CONVICTIONS OF HR WORKSHOP

Pendulum has swung much too far. Abuses too extreme: Negotiations with donors on jobs even down to the GS level.

- Maybe inescapable at certain isolated high-level posts such as Deputy Director in Florence
 - But present exaggerated level, widely known, offends and frustrates staff
- Ripple effect: Once system is corrupt, can carry forward and start applying to donors, friends, etc. Even extends to promotions
 - **The future is challenging. Let's recruit, promote and move people based on merit!**

We will concentrate now on selected human resource policy and process issues which emerge from

- Our own working papers, submitted before the workshop meetings started
- Some information derived from the staff survey

The consolidated judgment of our 12 participants is that we should concentrate on these issues, shown in priority order:

PRIORITIZING THE MAIN ISSUES

- (1) Environment, Culture, Motivation (including delegation, accountability, decentralization, teamwork, management of priorities and workload, delegation, power of task management)
- (2) Appointments, Promotion and Rotation
- (3) Recruitment, Placement
- (4) Career Development and Training
- (5) Permanent Employment and Temporary Staff (fixed term)
- (6) Performance Assessment
- (7) Office Restructuring and Creation
- (8) National-International Balance

We will deal here with a few of those issues:

II - ROTATION

BACKGROUND

Rotation is a traditional practice at UNICEF. UN leaders predict more, not less, emphasis on this method of responding to need and deploying resources.

"The ideal staff member will be mobile. Increasingly movement is becoming the rule rather than the exception. This movement in the future may be dictated by the needs of the Organization rather than by individual preferences... those who accept different posts will be more valuable to the Organization and will be recognized and rewarded as such than those who stay in one place."

Joseph Connor, Under Secretary General

WHEN IT'S WORKING WELL

These are characteristic results:

- UNICEF benefits from broad accumulation of know-how and experience around the world, in varying conditions and circumstances
- Staff members enjoy professional fulfillment and growth
- "Good posts" and "hardship posts" are shared on reasonable, equitable basis.

SIGNS THAT IT'S NOT WORKING

- "Global Rotation Exercise" of 1989 was widely considered a failure; it was the last one
- 20%-50% of international professionals are disappointed: no acceptable openings for them
- Whole teams can be "wiped out" because rotation intervenes at precisely the wrong moment

SOME OF THE CAUSES

- Build-up of obsolete skills (e.g., UCI specialists)
- Incompatibilities:
 - Skills not transferable
 - Offices work differently; country needs different; technologies are different
- Personal and idiosyncratic differences
- Abuses of the system
 - Favored locations
 - Good people retained
 - Manipulated offers

"There is no due process. It depends on who you are and whose ear you have."

POSSIBLE SOLUTIONS TO CONSIDER

- Reduce to minimum rotations by "Executive Decision".
- Focus "obligatory" rotation on core posts only. (For project posts, no obligation for UNICEF or for individual.)
- Remind, insist with occupants of project posts that they may volunteer for rotation but it is an option, not obligatory
- As part of a sweeping change in policy and behavior, start allowing project post contracts to expire when individuals not up to standard or skills not transferable
 - Change people's expectations
 - Major change from old practice (last 10 years) in which project post personnel were led to expect continuation and rotation.

UNICEF imposes on itself the additional problem that a post that is just right for you can be unacceptable because you would have to give up your core status in order to qualify. "Why do we make life so difficult for ourselves?"

"Your future can be determined by the funding source!"

"And in a similar instance, a very good project officer has to leave because he has no way to grow into a core post. It's a contractual anomaly. You have to leave to advance. In other words, permanent status is NOT linked to merit!"

- Must be resolved: a new working party should address this issue.

III - PERFORMANCE APPRAISAL

WORKS WELL IN A FEW OFFICES

Typically where country rep believes in it, builds the discipline into local work practices. Staff associates this with limited number of "sharper" better-run offices. In such situations, results are often positive:

- Staff members like appreciation when job well done
- Encourages personal benchmarking: progress against goals
- Guidelines for growth, roadmap for improvement

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- Potential management tool: All "PERs" should add up to functions and tasks in office plan.

BUT IN MOST CASES "PER" HAS BECOME DISCREDITED

- "Not very important. Why bother?"
 - "A good or bad PER has nothing to do with your pay increase or your promotion. Get a bad PER. Your promotion will come through anyway."
- - A large number of country reps are not currently PER'd.
 - "If not them, why should I?"
 - "The tie to accountability is vague or non-existent."
 - "Demotivating"
- Seen to be as much a source of headaches as solutions
 - "Don't create waves; avoid problems. Give him/her a nice PER."
 - No standards
- Subject to serious abuse
 - "I give a good review to get rid of a poor performer." (Field corruption.)
 - Manipulation; negative impact on transfers, appointments, rotation
- Major culture constraints
 - Language
 - Area/local style dictate how much "honesty" within range of good manners, etc
- Makes the problem of "Deadwood syndrome" worse
 - Can't document poor performance

HOW TO MAKE IT WORK

- Rebuild trust in system through credible endorsement and role-modelling at highest level: set example

- Restrict or eliminate process of "parachuting in" randomly chosen newcomers or favorites
 - Resort to correct practice: "Let me see his/her PER!"
- Reposition the process: Main use is to set "contract" between supervisor and team member. Second use: plot potential growth for the individual, propose development experiences, training etc.
 - Use to shape expectations
- Invent sanctions and incentives to encourage use in field.
- Try new experiments: self-appraisals as part of process; build into Region Personnel Officer role, etc.
- Get the field to understand that the Per FORM is collateral to the process. The review DIALOGUE is fundamental to the process.
- Decide to come to grips with the "deadwood" problem once and for all; call for new approach.
 - Stop using the phrase. Implies a caste system
 - Engage in frank counselling. Let people know where they stand.
 - Provide positive recognition for salvaging people. If you do, it well, you earn "credits."
 - Stop the endless renewal of fixed term contracts
 - Use confirmation of permanent appointment process as a serious opportunity to review performance and potential. Not just a formality!
 - Granting of permanent appointment should be decided after 4 years for GS as is for Professionals
 - Do periodic reviews of progress and potential (separate from PER process)
 - Refers to all levels of staff.

IV - RECRUITMENT

Chronic issue here, as in other processes, is insinuation of abuse of the system, lack of trust. Thus prospect of meaningful change is contingent on CULTURE change: restoring the credibility of the management and its processes.

WHEN RECRUITMENT WORKS WELL

- Right people in right places at right time
- Organization is productive
- Staff satisfied, motivated
- Positive image and support

WHEN IT'S NOT WORKING WELL

- Shortfall at operating level versus UNICEF standards
 - Ability to act is undermined
 - Delays, waste, frustration
 - Fragmentation of time of people "on-site": covering the no-show and/or non-performers
- Resources available too late
- Wrong people end up doing the job
 - Underqualified, overqualified, inappropriately qualified
- Manipulation and/or "perversion" of the system
 - Targeted person ends up taking "created job", or
 - "Freezing the post"

CAUSAL FACTORS

- Indifference to collegial needs; abandonment of fact that "timing is key"
- Defective link between staffing needs and workplan
 - Intrusion of "other agendas"

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- Not applying language criteria

Note: Many causes above imply international situation, but at local level, some heads of offices do same/similar things.

- Legalistic/bureaucratic pattern
 - Country rep is expected to optimize, based on honest use of resources, is accountable for team effectiveness
 - Rep looks at team, HQ at post
 - Discussion partners can go "legalistic" route
 - "You say he/she is a known trouble-maker, but I don't see that anywhere here in the PER!"
 - Another honesty issue: What's written on the form versus the "truth telegraph," the off-the-record circuit

WHAT CAN BE DONE

- Pursue prudent but insistent campaign to rid UNICEF as much as possible of the much-discussed "deadwood."
- Take steps to simplify the convoluted recruiting process for internationals:
 - BPRC negotiation, request from country to DOP; advertising the post; screening of candidates; short-list; country preference; SAP, APC etc etc etc. Byzantine time-consumer.

Deserves a special study. Such study should explore a simplified approach such as this example:

1. Budget Plan Review Committee approves proposed country structure.
2. Posts are classified.
3. Post is advertised.
4. DOP, through a consultation process, screens list of candidates, all of whom are adequate for the post as evaluated by DOP
5. Country office, after internal consultation, recommends a candidate. Executive Director approves.

AN ASSORTMENT OF STEPS TO BE DONE ON COMBINED BASIS

- Communicate, defend and support a fortified policy of limiting or reducing the "sale" of jobs to donors.
- Reduce Executive Decisions to a minimum
- Enforce recruiting standards, e.g., language requirement
- Factor in TEAM-BUILDING as a criterion in the process
- Build Human Resources into overall "corporate" strategic planning process
 - Growth and contraction of workload and staff not tied at present to any forecast other than funds
 - Changes in office structure should be identified in strategic plan
- Rotate staff within units
- In country offices, establish consultative process for selection of international staff
 - Clarify Region role re: appointment of national officers
- Recognize effects on management succession of decline in numbers of generalists and rehabilitate "programme management" as a career path
 - Shrinking cadre of experienced programme managers for senior posts
 - Specialist skills not necessarily convertible into general management skills
 - Limited numbers of "entry level" professional posts, including for senior GS, and absence of management traineeship scheme restrict opportunities for grooming generalists.
- Reduce recruiting demand by outsourcing for technical staff (interagency, universities, etc)
- Create a control process for facile "phantom" hires
 - Create an index for benchmarking offices

- Insist that "temporary" help over one contract period is subject to competitive selection. (Escape 11-month "repeat" syndrome.)

V - "PROBLEM CASES"

By definition: (a) Enforced rotation

(b) People who can't be placed

ENFORCED ROTATION

Working party considered a number of cases of persons who are difficult to transfer. Example: working mother, husband is a mid-career professional. 2 children. "Can't rotate because husband can't change jobs. Also concerns about children's education." Alternative positions:

(1) UNICEF is a caring institution. Give the UNICEF staff member special consideration.

(2) UNICEF cares about fairness also to other employees. Those who accepted field posts will consider themselves "cheated" if UNICEF insists with some, excuses others.

Conclusion: The original letter of employment was specific and clear. Enforce the rotation out of consideration of all other staff members. Only acceptable condition for release: Genuine health issues or non-rotatable post.

PEOPLE WHO CAN'T BE PLACED: NO POSTS ACCEPTING THE INDIVIDUAL

Causes:

Poorly qualified
Too specialized
"Bad name"
Unknown factors

Recommended steps:

- (1) Do everything possible to place them.
- (2) Failing in that, provide "therapeutic counsel"
 - Remediating negative characteristics
 - Career re-launch
 - Repositioning, new interests
- (3) Failing that, counsel them out, including outplacement, incentives

VI - PROMOTIONS

WHEN THEY WORK WELL

- Best source of motivation for the individual
- Parallel motivation for peers, colleagues
- Progressive development of experience and responsibility in the workplace
- Tangible rewards for good performers

WHEN THEY DON'T WORK

- Wrong people advanced towards areas of own incompetence ("Peter Principle")
 - More important duties to wrong person
 - High cost of wrong people developing policy
- Advanced for wrong reasons
- Negative impact on group/team efficiency

KEY ISSUE

Unlike UNDP, in UNICEF these three elements of job satisfaction are intertwined and internally dependent:

- Merit recognition and pay rises
- Promotion
- Post availability

In short: you may be a brilliant performer, a person UNICEF would like to recognize and motivate. But you can't get a merit pay increase without a job/rank promotion. And you can't get a job/rank promotion unless you can enter a new higher-rank post. And you can't enter a new higher-rank post unless you are fortunate enough to find an available open post. And evidence predicts that there will be fewer and fewer available open posts during the years to come.

It would be hard to imagine a more diabolical arrangement to frustrate good staff members.

- Especially now as opportunities are about to start to diminish.
- One team member summed it up: "We are not a meritocracy."
- Workshop participants took position it is not just desirable, it is imperative that the merit recognition process be de-coupled from the post advancement process.
 - Will have immediate impact on staff motivation
 - But one proviso: Will not function in cultural environment of distrust, cynicism and "corruption".
 - Thus should be programmed for 1996 at earliest, after headway is made on UNICEF politics, style, mentality

Resistance will come from two groups:

- Any who have a stake in keeping the career path within UNICEF complex and politicized
- Those who react fast to anything that could be interpreted as new spending.
 - "The lid is off" pay rises!
 - The other side of that coin is
 - Motivation and productivity of individuals; fewer "phantom hires"
 - Reduced complexity
 - Simultaneous cost and productivity improvements throughout the organization
 - Availability of routine management and budget controls.

VII - SENIOR STAFF REVIEW

As an extension of the PROMOTION issue, the HR workshop team discussed the SSR issue - Senior Staff Review.

WHEN IT WORKS WELL

- Highly qualified new leader is advanced, bringing high-performance capability to the programs and the people who bring about UNICEF's ongoing success.
- Motivation and inspiration are brought to UNICEF staff, because talent and skill are added to UNICEF resources.
- Equitably-run process assures UNICEF staff: It's a correct and legitimate process: "I too might have a reasonable chance some day"
- Mature people are advanced - individuals who create positive, motivating working environments - ones who do not thrive on tension but rather create confidence and good will.

WHEN IT'S NOT WORKING WELL

- Staff asks why limited sample is considered for advancement
 - Staff reminds themselves that this is a "closed sample". Staff may not apply, unlike UNDP.
 - There is disappointment when the choice is announced: "Strange choice. What's behind that?"
 - Criteria often suspect. "The Goals penetrate every aspect of life. "He/she may be impossible to get along with. but that's the one who will push through the Goals. This criterion pre-empts all others.
 - Many staff members are saying that makes the price for employment with UNICEF too high.
 - Life is too short. Good people reportedly leaving.
 - "Determination is one thing; brutality is another"
 - "The reps get away with all sorts of stunts, dismissed as irrelevant, as long as they achieve the goals.
 - Whether the office is run well or not
 - They get "carte blanche"
 - Staff jokes about the "anointed" and the "appointed."
- Yet these people manage 70%-80% of UNICEF personnel.

- Final issue: Concern on the part of the working party as to the sustainability of Goal achievements that have been used as "trading chips" to win election in the ingrown SSR process
 - Narrow base
 - "Closed society"
 - Hardly transparent

NO SUGGESTION HERE that advancement to key posts be terminated or interrupted, nor do we challenge the prerogatives of the Executive Director! This team simply proposes that appointments be made among a wider selection of broad-based candidates: focused, dedicated, achievers. But also balanced, mature, team leaders who are humanitarians, not tyrants, leaders with scope, people who know what team building is all about. A mechanism is needed to identify a wider selection of these persons. The best candidates don't always "lobby".

VII - DISCUSSION OF CAREER DEVELOPMENT, TRAINING, GS

Many highly qualified people have thought about opportunities for career development within UNICEF and never came up with a promising solution or definition of career development.

"It's hard to plan the future of thousands of staff members when the future is so obscure."

- Special rotation program for high flyers?
 - We're not sure who they are.
- Special training for fast track people?
 - How do we identify them?
 - PER process has been compromised, is no help.
- Too many variables, too many unknowns
 - We've never figured out how to do it.
- But a few GS people have managed to get advanced to Professional status. How do they do it?
 - Luck is a factor. Opportunities for advancement from GS level to "P" are microscopic.

TRAINING

- Does training help people get ahead?
 - Not really, even though a lot has been spent for training at region and country levels. Frankly, results have been poor. One reason is that it isn't managed or followed up effectively.
 - The training program activities are extremely decentralized, don't adhere to any central objective or theme.
 - Some of them are more social events than work sessions
- How much is being spent, in total, on training?
 - No one really knows.
- What's the content of much of the training?
 - Global Goals are at the top of every list of anything.
 - Then there are programs on writing, language, presentations, computer skills, etc. It's clear that no one is really in charge.
- Are there training courses on "How to advance from a G-5 to a NO-A"?
 - Not that I ever heard of.
- Have people actually made the career jump, say, from G7 to NO-A?
 - It's not unusual. There's a lot of that going on.
- Wouldn't it be a good thing to carry that message to the GS people?
For example:

- | | | |
|-----------|---|---|
| Chapter I | - | What it means to be a National Officer |
| II | - | The substance of the job and the benefits |
| III | - | What it takes to move ahead |
| IV | - | Career planning suggestions |

Yes, it might be responsive to all the complaining about lack of job mobility. It could be done in a realistic and credible way.

- Finally, isn't it fair to presume that training will have to be reassessed as an opportunity for managing the change process when the management study goes into implementation phase?
- It's a way to change behavior. Yes.

Two concluding training issues:

- (1) We should correct the existing imbalance which favors program training at the expense of operations training.
- (2) Once we are at the senior management level, there is little or no update training, even though new challenges at that level are formidable.

VIII - HR ASPECTS OF EMERGENCIES

The working party engaged in a useful discussion of the management of Human Resources in the context of Emergencies. Key issues raised:

To run an emergency you need to know the rules and not always obey them. You need flexibility, reporting to people who can be counted on to give fast responses. For all practical purposes, you're at war.

Recruiting emergency personnel is quite an art. You need to call on people's commitment, humanitarianism, and a long list of other modes of persuasion.

The biggest frustration can be when you have signed up an acceptable list of emergency personnel. We have some good, experienced people. Typically they have already confirmed their availability. Then we call them up, and the country rep will not release them.

- Why not?

An example: This rep said that he was finishing up his preparation of his goals progress review, and he couldn't spare the person. That was in June and the review was in November.

- But how can a rep overrule UNICEF's commitment on a serious emergency operation, especially after the staff member has agreed?

That's how we do things. We're not clear on our own priorities.

- But haven't your top people been asked to intervene?

I don't think we know whom to ask to intervene. The gravity of this situation is not clearly understood through the organization.

- Is anything else unclear about your roles in emergency situations?

Yes. We talk a lot about risk, but we have never articulated exactly what level of risk UNICEF is prepared to tolerate in its emergency work. And we don't know what is the role of the UNICEF Region in an emergency - what support they can be expected to provide. And, importantly, we don't know how to recognize and reward people who have done emergency duty.

- So when we heard a statement recently that UNICEF usually handles emergencies well, but that each new emergency is like you'd never done one before, it was close to the truth. They say you go back to Square One as if you'd never learned anything, and you start all over again.

None of us are happy with that. But I have to say it's essentially true.

CF/SP/M / 1994-001/A02-B

HARMONIZATION BETWEEN GLOBAL GOALS AND THE COUNTRY PROGRAMMING PROCESS

Management Study Workshop

Conducted in connection with the UNICEF Management Study

UNICEF
New York, NY

NOVEMBER 7-11, 1994

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13/12/20

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TOPICS THAT WERE COVERED BY THE WORKSHOP

- Guiding Principles
- UNICEF Identity
- Proposed Revisions to the Process:
 - Planning – HQ and Field Collaboration
 - Field Implementation
 - Monitoring and Reporting
 - HQ Management
- Support Needed:
 - Structures
 - Skills
 - Reporting Relationships
 - Transition Management

I - Principles

The working party agreed upon a number of principles that global goals should be based upon:

- Global goals are valuable as standards. In addition to their value in communicating to those outside the organization, they help to focus activities at the field level and provide “stretch” element for performance.
- UNICEF’s traditional strength has been decentralization and the country planning process has been demonstrated to work well. Current management of the goals in a central way has undermined the traditional strengths – decentralization needs to be revitalized and preserved.
- Global goals need to be adapted to country and local situations – the goals are global standards from which local targets must be developed.
- We must remember that UNICEF is not a sole actor in any country situation – the countries themselves, and partners, both public and private, are important players, and UNICEF’s role is necessarily that of a catalyst for change.
- The organization must therefore be dynamic, open and flexible – sensitive to changes in different aspects of the country situation.
- The Convention on the Rights of the Child provides a broad framework for goals into the future – beyond the 27 goals which are today’s agenda.
- (In the context of the Convention) UNICEF can and should promote global standards for children – not just for developing countries.

Based upon these principles, the identity and mission of UNICEF were felt to be important points for the workshop to clarify:

- UNICEF is not just the goals.
- The organization needs a clear articulation of a mission statement.
- The mission is not limited to the Convention – for example, UNICEF does address issues of women yet these are not mentioned in the Convention.
- The mission should reflect:
 - A clear mandate to set standards for the world's children.
 - A holistic view of the child – development is about people, not sectors.
 - UNICEF as a knowledge center on child-related issues.
 - The gradual shift underway in UNICEF's role – while maintaining operational presence, increasingly becoming advocates for social and economic policy for children. This requires that UNICEF act as an honest interface between civil society and government.

II. Headquarters and Field Collaboration

Selection of Goals

The working group discussed the problem of topics that are very important in certain areas of the world, and yet are not “global goals.” Several difficulties were identified because of this:

- Headquarters management stress focus on “the goals,” so regionally relevant issues are not getting the priority they deserve (e.g. AIDS and malaria in Africa, protection rights in Latin America)
- Governments and civil society question UNICEF’s sense of priorities in the country

Proposed Revisions suggested:

- Introduce a collaborative process for goals selection:
 - Programme Division/HQ management develop proposed goals
 - These are starting point for discussion by countries in regional and subregional networks. These groupings include representation from governments and UNICEF country offices in geographic proximity with similar needs and issues, coordinated by the regional office. The work groups maintain ongoing conversation with civil society and governments.
 - Regional and subregional group suggestions on goals are “filtered up”...
 - Regional office and HQ look for continuity in suggestions to select global goals. They select goals which are important in terms of impact, not just achievability. In addition, they institute a process for ongoing review based on changing technology and experience.
 - Regions and HQ also allow each subregional group to identify a limited number of additional goals which are imperative based on their local situations. Calling these objectives “goals” will increase their priority and facilitate work with governments.

Setting of Targets

The current process of setting targets globally felt to be inappropriate because of countries starting points relative to the global targets are so very different:

- Unrealistically high targets for some countries demoralize staff and local counterparts.
- Such inappropriate targets undermine UNICEF's credibility in the country.
- Further, when combined with extreme pressure to achieve the goals, there are incentives for misrepresentation.
- In some other cases, global targets do not provide sufficient challenge.

Proposed Revisions suggested:

- HQ uses technical analysis of current situations and potential rates of improvement to set global standards.
- In addition, HQ maintains ongoing dialogue with groups during the target setting process
- The Regional office coordinates regional and subregional analytically-based working sessions addressing targets:

use as inputs as available:

- analysis of improvement trends both in the region and around the world
- technical analysis of what is possible
- case examples of best practices
- inspiring outside facilitators - examples of successful results
- develop target range by subregion, reflecting stretch element
- develop actual targets by country, based on the improved, 2nd generation NPA process – this is both to recognize the individual integrity of the country and also to reflect that even similar countries may have different potential to achieve targets
 - as an example, government stability plays an important role

III. Field Implementation

Working With Partners

UNICEF is not making the most of working with partners, for a number of reasons:

- Currently, UNICEF has a tendency to act in isolation, despite the professed importance of mobilizing others
- The UN resident coordinator system as it is operating today demonstrates a strong bias toward UNDP priorities and work styles
- Achievement of goals would clearly be easier if other agencies, NGOs, etc. were focusing in a complementary direction

Proposed Revisions suggested:

- Position the goals into more general themes which partners can support based on their missions
- Each rep to prepare an advocacy plan within the country, reflecting:
 - Government's interest in coordinating all aid organizations
 - UN resident coordinator position
 - Interest level of other organizations in coordinating with UNICEF
- UNICEF as an organization and all reps to work proactively toward an objective, analytic country strategy note with a focus on social development
- Regional Office and/or HQ to:
 - monitor to ensure compliance in each country
 - provide support (i.e. at central level vs. other agencies)
 - track and share successes across countries

Programming Process

Increasingly, government decision making and budget allocation is occurring at sub-national rather than national levels

- To the extent that UNICEF focuses only at the national level, ability to achieve goals (as well as other programme objectives) is limited
- Many country programmes have decentralized the NPA process in keeping with government decentralization – with very positive results

As a result, process revisions were proposed:

- Country reps to adopt decentralized approaches to NPA worldwide, where relevant government decision making and budgeting occurs at state or district levels
- Work to develop government's capacity for social analysis and resource management at sub-national levels

Flexible programming was an issue:

- Historically, the goals process has been disruptive to the country programming process as new goals are defined or priorities shift in the middle of a country's 5 year programme cycle
- Frequent "midstream" changes in rules and indicators have also been disruptive.

Proposed Revisions:

- Limit (seemingly) continuous change in corporate priorities
- Build more flexibility in country programming to refine local strategies as needed to improve field response
 - Make midterm and annual review meetings dynamic – consider progress, changes in external factors (including goals expectations), then revise objectives and workplans as needed
 - More flexible systems would facilitate this objective
- Ensure that if authorization is required, for example if budget needs change, the decision maker is informed enough about the country situation to make a proper decision - regional counsel to HQ?

Implementation

Support for programme planning:

- Currently, HQ and Regional support/presence during the programme planning process is limited:
 - Some countries get little support at all
 - In others, the priority is toward the end of the process, around the CPR
- Opportunity to influence government and build support for the goals is not being fully realized

Proposed Revisions:

- Increase HQ and Regional support early in the strategy formulation process
 - This is where the integration of UNICEF and government priorities takes place
 - Strong support with technical expertise could help shape national priorities and strategies

Difficulties in coordinating programme activities:

- Particularly in larger offices, there may be programme officers with narrow areas of focus; for example, individual officers addressing different specific goals
- Relations with government ministries become strained if multiple UNICEF staff as well as staff from other UN agencies approach them seeking similar data

Proposed Revisions:

- Country reps to reduce fragmentation; manage on an integrated, interdisciplinary basis; require coordination among different programme officers
- In addition, coordinate with other agencies as possible

Also, the workshop felt that current management focuses on immediate situation and results:

- Does not address longer term sustainability
- Sets up dis-incentives to sustainability due to intense pressure for success now

Proposed Revisions:

- Introduce sustainability as a priority throughout the management process:
 - Strategy development
 - Planning
 - Monitoring
- Seek all three levels of resolution for concerns driving the goals, not just immediate results:
 - Immediate
 - Underlying
 - Long-term

Resource availability also a problem:

- Traditional sources of funding are slowing for UNICEF – less money available, other needs, such as Eastern Europe, claiming more
- Regional banks and multilateral funding organizations are becoming more important
- Countries want/need all the resources they can get to support progress toward the goals – and are limited by the narrow perspective and policies from HQ

Proposed Revisions:

- Develop strategy, policies, and procedures to allow access to funding sources currently unavailable or limited:
 - Regional banks
 - European Union
 - World Bank
 - private sector (in better off developing countries)
 - government social funds/special accounts
- Regional offices to work with regional bodies for fundraising and advocacy

IV. Monitoring and Reporting

Monitoring

- There is confusion about monitoring UNICEF inputs versus ultimate social outputs – clearly there are many other influences on outcomes...
- UNICEF has not yet agreed on the appropriate indicators for social development efforts

A number of revisions are proposed:

- Recognize different elements of monitoring:
 - projects and UNICEF inputs (internal UNICEF monitoring systems)
 - achievement of goals (goals monitoring reports)
 - situation of children and women (situation analyses)
- UNICEF can control and should monitor itself on the first of these three levels
- The other 2 levels are influenced by many factors and best monitored by government
 - UNICEF should build capacities of governments; look to universities, NGOs, others as needed
 - Work with Ministries to gather data – try to consolidate requests with other agencies to minimize burden
 - Where Ministries lack data, advocate for monitoring at the sub-national level
- Work to build internal consensus on how to help governments monitor progress toward social development goals
 - Look externally for examples and share best practices
 - Coordinate with other agencies

The evaluation process is of concern:

- Currently process whereby country representatives conduct evaluations of their own offices, or hire the evaluators, lacks objectivity; quality of evaluation suffers

To remedy this, it was proposed that the regional office coordinate evaluations of all offices in the region

Reporting

The reporting process was seen as complex and inefficient:

- Currently too many different reports are required throughout the year, interrupting the programme activities which lead to stronger results:
 - Annual Report process for core programme activity
 - Separate, trimesterly reports on global goals process
 - Uncoordinated requests for data from different individuals within HQ (example of 4 requests in the space of a month)

Improvement suggestions included:

- Build all reporting into the Annual Report:
 - Situations in the countries do not change so quickly that there is value in more frequent reporting
 - The working group cannot envision or appreciate the use the organization might make of more frequent reports (particularly given the perception that reports done today are not even read)
- Integrated reporting process would include:
 - (Nov/Dec) review of overall progress against workplan with government to prepare annual report
 - annex: statistics regarding year end progress to goals, with text interpretation in context of overall country situation
 - any other reporting should be added here
- Regional office to review all reports and provide constructive feedback
- Ad-hoc requests for monitoring data should not be necessary

V. Headquarters Management

Policy and Operational Guidance

Headquarters does not always help the field do its job:

- Uncoordinated, sometimes contradictory messages come from different individuals and units at HQ to field offices
- Often these messages demonstrate a lack of appreciation for field realities – some at HQ were never in the field, some others have lost their perspective (applies to management of goals and of programmes more generally)

Proposed Revisions:

- HQ should focus on policy development and reporting; leave operational issues to field organization
- Include Regional Directors in the HQ leadership team to bring the voice of the field to HQ at a high enough level to have some influence
- Institute an explicit Strategic Planning function, to ensure coordination of agendas across functional divisions, across Programme sectors – include input from field as well as from external advisors
- Recognize two distinct streams of activity in Programme Division – separate the unit:
 - Operational support for field: supply, emergency, monitoring coordination, field support, programme budgeting
 - Policy and research led by technical clusters, which focus on advisory activities – manage networks of high level technical advisers, including partners, World Bank, others – build knowledge centers (Regional offices to coordinate technical networks at regional level)
- Define clear responsibilities for all - then hold them accountable

Global Funds

The current global funding process is perceived as closed and secretive – suspicions of bias and even unfairness:

- Consistent increase in the level of global funding is considered inappropriate
- Funding posts at headquarters is considered an inappropriate use of global funds – this is done, then not transparent in the reporting.
- There are several good and appropriate uses of global funds:
 - To take advantage of newly emerging opportunities which could not have been foreseen during planning process
 - To allow piloting of a new programme idea – seed money
 - To fund advocacy activity in an area the government may oppose and refuse to allow in the country budget
 - To reduce disparities in the budgeting process (revising the actual formula used would be such a political minefield, better to just adjust with global funds as needed)

Proposed revisions:

- Do not fund HQ posts from global funds*
 - Technical advisers should be included in HQ budget
 - Hire short-term consultants to accommodate shifts in policy emphasis - not F/T staff
 - A limited number of specialists per year to conduct research and analysis
- Limit the amount of global funds to be used for “good” purposes defined at left – and do not allow to creep up over time – perhaps 5% of GR each year, subject to income target achievement

* May require change in Board approval procedures

Global Funds - Proposed Revisions (Continued)

- Today's allocation process could work for "good" purposes) with the following revisions:
 - articulate clear principles, allocation criteria, rules of the process
 - implement in a transparent way - circulate minutes of the allocation committee meetings
 - include strong field representation at allocation meetings - geographic desks on ongoing basis, individual country reps on rotating basis (one or two per meeting)
 - require explicit reporting on use of the global funds toward goals objectives as part of the annual report

VI. Structures

Programme Policy and Operations are properly the core of the UNICEF structure - other activities exist to support it:

- Human Resources development and management
- Policy-focused external relations – including government fundraising
- Image-focused external relations – including private sector fundraising
- Administrative Support – including IRM, DFM, Audit...

Regional Offices provide the key link between the field offices and the HQ Programme function. In the proposals of the workshop, they are now being asked to take on some responsibilities from HQ, and take a more active role in some areas where they are theoretically responsible today:

- Current (primarily) headquarters roles:
 - Sponsor subregional groupings to facilitate harmonization of goals with local situations - select goals, set targets (currently 13th floor)
 - Review country monitoring reports, prepare regional trend analysis (currently some HQ activity - but should not be)
 - Manage regional network of technical expertise; spread best practice learnings across region (primarily technical advisers from HQ, some advisers from Region)
 - Monitor and support country planning process (currently shared in an ill-defined way between Programme Division/geographic desks and Regional Office)

New Roles for the Regional Offices (continued)

- Current region roles:
 - Support country representative, provide continuity in country offices as staff rotate
 - Work with regional bodies for fundraising and advocacy – banks, UN organizations, private sector, etc. (currently weak Regional role, limits set by PFO and GCO policies)
 - Ensure political representation at regional and subregional level
 - Provide regional human resources management support
 - Write regionally-relevant policy papers
 - Provide emergency support to countries as needed and feasible
- Current country roles:
 - Manage evaluation process for countries in region
- Not currently provided:
 - Provide voice of field to HQ leadership, contribute to strategic planning process

VII. Skill Requirements

The new approach to global goals will place new demands on offices and as such, may require them to work in different ways:

- Need planning of offices as teams – with appropriate, complementary skills (rather than individual placement decisions)
- Some skill sets needed in this new model are not widespread in the organization today:
 - policy and economic analysis
 - advocacy
 - legal/rights
 - government capacity building
 - evaluation/analysis
 - human resource development and management
 - technology skills - computers, e-mail, etc.
- Management culture: need strong, skilled managers throughout the organization
 - democratic/ team style
 - management plans assessing goals, skill needs, timing, etc. (lighter, more frequent CPMP)
- Need supportive human resources function:
 - recruiting
 - performance evaluation
 - career management

VIII. Reporting Relationships

Regional Directors need authority to be able to carry out tasks designated, but empowerment of the country representatives must be maintained

- HOW DO WE PROPOSE TO DO THIS?
- Lack of representative accountability is the cause of a multitude of problems
 - Good reps are both looking for an assessment process to learn to be better managers and also disgusted with the system and violations it permits – they would welcome such a change
 - Poor reps or those with something to hide might be resistant
- Stronger rep training would be valuable:
 - more/better training, with a focus on management skills
 - apprenticeships in other offices - 2 before taking post, 1 6 months after
- Include representative review as part of the evaluation process

In the context of the newly-defined evaluation process, Programme Audit would no longer be necessary (although financial audit, the group's true strength, would remain)

IX. Communication Processes (Macro)

To make the process work, stronger communication processes are needed. Potential improvements include:

- Regional Director as part of Executive Director's "cabinet"
 - Involved in policy decisions
 - Continuing to conduct reps meetings in the Region
- Technology support (need strong underlying work processes) – e-mail, Internet, etc.
- Technology used to facilitate development and use of technical knowledge centers (developed by technical clusters)
 - Package information in user-friendly manner
 - Disseminate widely through the organization and externally

X. TRANSITION MANAGEMENT

The foregoing pages describe a operating process substantially different from today's UNICEF, one which requires new skills and capabilities:

- Shifting focus and freeing resources for new activities may be possible by reallocating internally:
 - eliminate duplicative functions, such as centralized and local supply
 - provide stronger systems support - electronic communications etc.
 - simplify operating procedures
 - decentralize functions – budget control, OAM, etc.
- As well, a bold “housecleaning” (civil service reform) may be necessary
 - CANNOT repeat UNICEF history and have the process seen as driven by vindictiveness - must be skills-based
 - CANNOT set voluntary incentives such that good people leave and poor stay
 - might be best if externally managed, to eliminate personal elements
 - need explicit criteria, review panels, link to assessment process to demonstrate objectivity of decisions
 - need input from relevant levels of the org, where staff are known
 - need Board approval for Indemnity Fund
 - if training unit were “re-vitalized” early on, they might play a role here

Bz and K

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A RENEWED NGO/UNICEF PARTNERSHIP

Management Study Workshop

Conducted in connection with the UNICEF Management Study

UNICEF
Geneva

OCTOBER 31 – NOVEMBER 4, 1994

This report is confidential and intended solely for the use and
information of the client to whom it is addressed.

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TOPICS THAT WERE COVERED BY THE WORKSHOP

- UNICEF/NGO relationships - overall context
- Why reevaluate UNICEF/NGO relationships
- Vision of Partnership
 - Partnership Requirements
 - Translating the vision into reality
- Relationships at the Country level.
 - Introduction
 - Objectives
 - Strategy
 - Recommendations
- Relationships at the Regional/International level
 - Strategy
 - Regional recommendations
 - International recommendations
- Next Steps

I - UNICEF/NGO Relationships - Overall Context

- UNICEF/NGO partnerships can be very effective:
 - Long and often successful relationship with many NGOs:
 - Many issues in common, driven by concrete issues and problems at the country level
 - At the country level, aim to influence and establish public policy
 - At the regional/international level, aim to influence and establish public agendas
- In a changing world, UNICEF and NGOs have many similar goals
 - Advocacy, operational, and policy NGOs
 - Some overlap, some specific goals
 - Working with UNICEF on field issues
 - Emergencies
 - Rehabilitation
 - Development
- Successful partnerships can lead to:
 - Increased impact of advocacy on behalf of women and children
 - Stronger global knowledge base on women's and children's issues
 - More effective direct assistance to women and children
- NGOs are organized in several ways
 - International, regional, national organizations
 - Community based organizations (CBO)
 - Often linked to issue-based networks and "associations"
- These differences means that NGOs relate to UNICEF through different channels
 - Executive Board
 - Senior Management
 - NGO liaison offices
 - Regional offices
 - Country offices

- Problems have occurred though, due to:
 - Personality problems
 - Lack of clarity of roles in pursuit of goals
 - Absence of a common approach towards goals
 - Lack of understanding of evolving NGOs
 - Reluctance of some governments to work with independent NGOs (and reluctance to have UNICEF work with them)
 - Perception that UNICEF and NGOs competing for funding
- If these problems not addressed, potential to lose advantages caused by partnerships

II. Why Reevaluate UNICEF/NGO Partnerships

The relationship between UNICEF and its potential NGO partners is changing for a number of reasons

- Realities of the post cold war world
 - New commitments for aid agencies
 - New approaches to promoting and protecting the well being of women and children
- Greater equality in collaborative relationships
 - Increased maturity, organizational strength, and independence in NGO community
 - NGOs have come of age; there is an equality that did not exist 10 - 15 years ago
 - NGOs receive 8x the funding of UNICEF (for children)
 - Greater need for sensitivity from UNICEF staff to these changes
- Changing arena of public policy
 - Traditionally understood as synonymous with government policy
 - Increasingly being recognized as an articulation of governmental and non-governmental efforts
- The result of these changes is that NGOs are becoming more effective and powerful contributors to the development of public policy
- The creation of a new vision for UNICEF/NGO partnership allows the gains from this evolution to be captured
 - UNICEF's mission is to advocate and act on behalf of children
 - This mission can only be achieved with the involvement of all sectors of civil society
 - NGOs are active at all levels and functions
 - Community, country, regional and international levels
 - Focus on service delivery, advocacy and/or rights issues
 - May operate independently or as part of larger networks
 - NGOs represent a strong, influential voice, able to define policy and agendas, and change the lives of women and children

III. Vision of Partnership

Partnership Requirements

Partnership should be driven by mutual interest in substantive issues related to protection of child rights

- It should advocate policy change in favor of child rights and the protection of the child; give priority to these issues on public agendas
- Requires identification, by UNICEF and the NGO community, of “real NGOs,” not coopted by external forces
- Allows for different types of partnerships with different types of NGOs, dependent upon situations and concerns at country, region, and international levels

Translating the Vision into Reality

- Build on the unique characteristics/capabilities of UNICEF
 - Focus on the whole child, and all children
 - Focus on women and the family
 - Knowledge and experience in advocacy, mobilization, development, research, evaluation, policy...
- Engage NGOs on this broad agenda by bringing them into policy discussions with UNICEF at all levels
- Forge partnerships to improve operational interactions
- Encourage development of enabling environments to support NGOs
- Develop capacity building approaches
- Develop capacities within UNICEF to monitor external environment (including NGOs): respond effectively and constructively to change
- Use funding for joint programmes which embody mutual interest, rather than for core activities (which tend to encourage dependency)
- Try to introduce stability into NGO funding

IV. Relationships at the Country Level

Introduction

- Country situations vary; no single set of rules applies but guidelines can be developed:
 - To govern UNICEF's side of the relationship
 - To assist country reps and teams in identifying and selecting appropriate NGOs for specific issues

Objectives

- UNICEF can achieve more by "getting things to happen" than by "doing things itself." Programme aims therefore are
 - building and empowerment of government institutions
 - building and empowerment of NGO institutions

Strategy at the Country Level

- At the country level, strategies to foster a new NGO/UNICEF partnership UNICEF must:
 - Structure its work to enable more effective working within complexity and diversity of the NGO world
 - Articulate "corporate principles on NGO cooperation, to improve quantity and quality of dialogue
 - Work with governments to establish an enabling environment for NGOs
 - Provide advice and information on legal frameworks, coordinating structures etc.
 - Identify opportunities for specific NGO with comparative advantage in certain areas
 - Help governments and NGOs define complementary roles
 - Involve NGOs in the process of preparation of the country programme
 - Work with NGOs to build common knowledge base
 - Involve NGOs in implementation and monitoring

Country Recommendations

Country Office Action

- Systemize identification of NGO expertise and ongoing work
- Involve NGOs in the gathering of knowledge and data on the situation of women and children
- Institute formal and informal links to involve NGOs in the design, implementation and monitoring of country programme
- Facilitate the articulation of NGO/government/UNICEF knowledge and data base
- Open dialogue to include other partners (UN, bilateral agencies etc.)
- Jointly identify country priorities
- Support the institutionalization of community participation through NGO/government dialogue and linkages
- `Support creation of instruments defining needs, rights, and requirements and monitor responses
- Invite NGOs to seminars/workshops etc., focusing on problem of programme issues; require concrete outcome
- Institute ongoing formal and informal consultative processes, on substantive bases, with NGOs and issue based networks
- Together, and independently, work towards concrete objectives resulting from this process
- Provide direct assistance to networking and strengthening of NGO movements
- Open UNICEF training opportunities to NGOs
- Jointly develop positions to define and contribute to regional and global public agendas
- Include reports on NGO participation in Annual Reports

IV. Relationships at the Regional/International Level

Regional/International Strategy

- New strategies based on:
 - Dialogue and collaboration with NGOs to establish and influence agendas
 - Agreement of common approaches, adopted as platforms for regional/international conferences
 - Common knowledge bases of global importance
 - Existing knowledge bases linked on CRC issues
 - Creation of openings for NGOs to open dialogue with UNICEF
 - Empowerment and capacity building of local NGOs

Regional Recommendations

Region Office Action.

- Reinforce role of Regional Directors and advisors to work with key NGOs on substantive children's issues
 - (With DOP - job descriptions)
- Reinforce the role of Regional External Relations Officers in identifying key NGOs
 - (With DOP - job descriptions)
- Include NGO reps in Regional Programme Team Meetings
- Expansion of RPTMs to include strategy sessions on ways of establishing public policy
 - Invite NGO partners to enhance intellectual capital
 - Present findings for discussion at regional meetings
- Facilitate NGO access to regional financial and political institutions

DOP Action

- Reinforce role of Regional Directors and advisors to work with key NGOs on substantive children's issues
 - (With regional offices - job descriptions)
- Reinforce the role of Regional External Relations Officers in identifying key NGOs
 - (With regional offices - job descriptions)

International Recommendations

All Groups Action

- Include selected NGOs in UNICEF training sessions
 - Build expertise
 - Develop strategies
 - Share capacity building opportunities
- Explore secondment opportunities to NGOs

NGO Liaison Officers Action

- Prepare presentations and training modules to introduce new concepts to Regional Directors, country reps, and National Committees
- Prepare guidelines for partnership (based on spirit of mutual respect reflected in NGO collaboration chapter in Emergency handbook)
- Include concept of government/NGO joint efforts (public policy) as the foundation for UNICEF/NGO relationships in all briefing materials
- Review training materials to ensure inclusion of components on NGO partnership

DOP Action

- Include concept of government/NGO joint efforts (public policy) as the foundation for UNICEF/NGO relationships in all briefing materials
- Include concept as a topic in all management training courses, to support NGO friendly environment within UNICEF
- Define recruitment policies and evaluation mechanisms to reflect:
 - UNICEF's need for staff with knowledge of participatory processes
 - Understanding of the concept of empowerment
 - ability to "let others take action."
- Include selected NGOs in UNICEF training sessions
 - Build expertise
 - Develop strategies
 - Share capacity building opportunities
- Explore secondment opportunities to NGOs

- Review training materials to ensure inclusion of components on NGO partnership
- Executive Board policy paper preparation systemised to provide for NGO inputs

Executive Board Action

- Executive Board to periodically review NGO participation in context of evolving NGO environment
- Executive Board policy paper preparation systemised to provide for NGO inputs

Programme Division Action

- Review recommendations of Innocenti Consultation on Popular Participation for possible implementation
- Executive Board policy paper preparation systemised to provide for NGO inputs

Management Review Team Action

- Sensitize UNICEF senior management to the strategic need to strengthen UNICEF staff capacity to work with NGOs

V. Next Steps

- Proposed changes are intended to enable UNICEF to recognize the fundamental importance of the NGO community to achieving change
 - Emphasis on process and an understanding of the NGO community and its role in policy formulation
 - Process reliant upon senior management committing to this new direction
 - Initiated by UNICEF NGO liaison officers, creating knowledge, through information and training throughout the organization
- To take the matter further, senior management should take the following actions
 - Endorse public policy/public agenda approach as the basis for a new partnership
 - Authorize NGO liaison officers to prepare guidelines, and briefing and training modules
 - Authorize DOP to explore implications for recruitment and current job descriptions
 - Put in place mechanisms to examine other recommendations from the workshop