



United Nations
Educational, Scientific and
Cultural Organization

Executive Board

Hundred and ninetieth session

190 EX/22

PARIS, 13 August 2012
Original: English

Item 22 of the provisional agenda

REPORT OF THE JOINT INSPECTION UNIT ON THE MANAGEMENT AND ADMINISTRATION OF UNESCO

SUMMARY

In accordance with Article 11 of the Statute of the Joint Inspection Unit (JIU), and recalling 169 EX/Decision 7.2, the Director-General transmits the JIU's report, together with her own comments and observations, on the Review of Management and Administration in UNESCO to the Executive Board. The full text of the report is available on the IOS public website in English and French. The report is also available on the Joint Inspections Unit's public website at <http://www.unjiu.org>.

Decision proposed at the end of this document.

BACKGROUND

The Joint Inspection Unit (JIU) included as a part of its work plan for 2009 a review of the Management and Administration of UNESCO. The aim of this review was to follow up on the implementation of the recommendations contained in the earlier JIU report of 2000 and to identify further areas for improvement in the management and administrative practices in UNESCO within the framework of on-going reforms.

The JIU focused on, inter alia, UNESCO's governance, organisational structure, decentralisation, administration, results-based management, human resources management, use of information and communication technology, and oversight. The review began in late 2009, but was postponed in order to take into account the results of the Independent External Evaluation (IEE) and was delayed further due to changes in the Inspection team.

The final report was presented to UNESCO and published on the JIU website in February 2012. The report has eight recommendations, six of which are addressed to the Director-General, and two to the Executive Board and General Conference. The purpose of this paper is to present to the Executive Board a summary of the conclusions of the review, as well as the Director-General's response to the report's recommendations.

EXECUTIVE SUMMARY¹

Review of management and administration in the United Nations Educational, Scientific and Cultural Organization (UNESCO) JIU/REP/2011/8

Background

This "Review of management and administration in the United Nations Educational, Scientific and Cultural Organization (UNESCO)" is one of a series of reviews of participating organizations undertaken by the Joint Inspection Unit (JIU). It follows up on the first JIU report on the Organization issued in 2000, almost all of the recommendations from which have been implemented by UNESCO.

The objective of the review was to assess and identify areas for improvement in the management and administration of the Organization. This review was conducted in a fast-changing management environment further to the appointment in 2009 of a new Director-General, the 2010 Independent External Evaluation (IEE) and subsequent follow-up action taken during its General Conference in 2011.

This report was prepared by Inspector Roman Morey. However, subsequent to his resignation in October 2011 to take up his appointment as permanent representative of Peru to the United Nations, Inspector Zahran agreed to act as co-author of the report and present it to UNESCO.

In the last two years, many management initiatives aimed at reforming UNESCO and increasing its organizational effectiveness have been launched under the leadership of the present Director-General and her team. The Inspector welcomes the rationale for these and their strategic orientation. These efforts have been made in a difficult context and require long-term commitment for effective implementation. The present report analyses how UNESCO is performing on parameters commonly used in modeling change management such as vision, leadership, action plan and communication.

¹ The Executive Summary and Recommendations have been extracted verbatim from the report.

The report also provides an update on how reform is perceived as well as on results already achieved and intends to offer some food for thought for the future.

The Inspector made two recommendations to the UNESCO governing bodies and six to the Director-General as executive head of the Organization.

Main findings and conclusions

UNESCO has made strides forward in a number of areas: the early adoption of IPSAS, the development of a comprehensive oversight framework and attention to risk management. The development of results-based management (RBM) has also been high on the agenda for over a decade. The Inspector commends this strong commitment to results while, at the same time, encouraging the Secretariat to continue efforts such as the improvement of the information management system, the fine-tuning of results-oriented objectives and indicators, and dedicated training sessions.

More progress should be made in the area of human resources management. While the human resources policy framework has been reinforced, there is a need to ensure consistency in implementation. Issues such as career management, managerial accountability and the relationship with senior managers continue to require some attention. This situation should be addressed to avoid frustration that may impact on organizational effectiveness.

The Inspector agrees with the IEE, as well as many internal and external stakeholders, that the governance arrangements hinder the effective performance of the Institution and that they need further improvement. Building on the IEE recommendations, the Inspector encourages Member States and the UNESCO Secretariat to continue to review the governance framework, to streamline governance arrangements and to improve governance dynamics among UNESCO organs, as a matter of priority, as this is vital for the effective functioning of the Organization.

The review confirmed that UNESCO is facing many challenges and that serious efforts are being made to address these: the streamlining of governance arrangements; the urgent need to develop a more strategic positioning and related prioritization of programmes and activities; a change in organizational culture; the restructuring of the field network and the replacement and adaptation of the workforce due to retirement forecasts. Many of these are interrelated. The Inspector draws attention to the fact that the sequence of change and the buy-in and full commitment from all stakeholders are key ingredients for success. The ongoing debate on the focus of UNESCO (and related prioritization of its programme activities) is pivotal as it has an impact on many other aspects. This should therefore be tackled as a matter of priority.

Concrete implementation of reforms will require continuous commitment, not only from executive management but from all parts of the Organization. UNESCO should increase its efforts to involve all parts of the Institution in order to secure the success of the reform process. The Inspector recommends enlarging the committee steering the change management process and placing the process under a full-time senior change manager to ensure full coordination and progress of change management in line with the Senior Management Team's mandate and responsibilities. Communication on reform also appears as a key area to be further developed, reaching out to all staff members at all levels and in all locations.

This is the time to invest more rather than less in reform efforts. While there is little immediate prospect of increasing the Organization's budget, given the current global financial situation and the recent decision of a Member State to withhold funding and overall trends, the Inspector recommends that UNESCO establish a dedicated reform trust fund based on a strategic reform initiative with clear benchmarks and results.

Table of Recommendations and the Director-General's responses

Recommendation 1:

The Director-General should create a dedicated and broadened change management group to be responsible for the change management process. It should be led by a full-time senior change management focal point who would drive the process within a two-year time frame.

DG's response:

The Director-General has considered this option, among others, from the outset of these change initiatives. After weighing the various approaches, the Director-General has chosen to lead and to manage the change process through bodies already established, primarily the Senior Management Team (SMT) with particular initiatives under the purview of the Corporate Services Committee (CSC) and the Programme Management Committee (PMC). The operationalization of change management efforts through the two arms of the SMT will ensure a coherent and integrated approach to the change process within the Secretariat.

Consistent with the recommendations of the Ad-Hoc Working Group of Member States, the Director-General has entrusted the Deputy Director-General with the day-to-day management and coordination of the change management process, including through the Programme Management and the Corporate Services Committees, dedicated working teams and other appropriate means.

Recommendation 2:

The Director-General should issue a DG/Note clarifying further the mandates and responsibilities of the existing management structures and their interaction with the senior management committees as part of the delegation of authority.

DG's response:

As the three management committees (SMT, PMC and CSC) have now been operational for a year and a half, the existing terms of reference could be reviewed and be revisited if necessary, taking our experience into account.

Recommendation 3:

The General Conference and the Executive Board should ensure that decisions regarding the field architecture and field deployment are fully in line with the conclusions of the debate on strategic focus and future priorities of the Organization.

DG's response:

The ongoing field reform and the related deployment of staff to the field is elaborated and is being implemented in full alignment with the overall programme objectives of the Organization. The Executive Board is following the process closely and an evaluation will be initiated after the first phase for Africa has been completed by the end of 2013.

Recommendation 4:

The Director-General should present to the Executive Board and the General Conference (at the 37th session) a comprehensive report on all network components and take appropriate measures for their evaluation at least every four years.

DG's response:

A comprehensive review of UNESCO's partnership strategy, including the networks, was requested by the Executive Board, and will be presented at the 190th session. Many components of UNESCO's network have already been reviewed, for example, National Commissions, Category I and II Institutes and Chairs. Networks will continue to be reviewed and, in line with the recommendations, will be included in regular reporting to the Governing Bodies.

Recommendation 5:

The Director-General should ensure full compliance with human resources rules and procedures and consistency in their enforcement across the Organization.

DG's response:

The Director-General agrees with this recommendation and insists on full adherence to all rules and regulations. The analysis that leads to this recommendation is, *inter alia*, largely based on a survey which includes staff perceptions as evidenced in a survey conducted during a sensitive reform period. UNESCO maintains a high level of compliance with staff regulations and rules. The specific challenges indicated by the survey are more in respect of transparency and communications with regard to staffing issues, which remain an item of priority. Work will focus, in particular, on identifying ways for improving the communication and sharing of human resources policies and procedures with staff.

Recommendation 6

With due regard to financial implications and operational requirements, the Director-General should set up a Mobility Review Committee to accelerate the implementation of the mobility policy of International Professionals and explore modalities for the functional mobility of other categories of staff.

DG's response:

An updated Mobility Policy is being proposed which will include the establishment of a Mobility Review Committee to review reassignments of international professional staff taking into consideration the required competencies, job and staff profiles, the talent management and succession planning, as well as the career development and the personal/family situation of staff and the staff member's personal preferences. Pending the institutionalization of the Mobility Policy and its committee, the current mobility decisions have been made on a case-by-case basis, as required, by matching functions with the competencies of staff.

Recommendation 7:

The Director-General should implement a new system of managing individual performance, including for senior officials, by, *inter alia*, including a 360-degree feedback mechanism as an annual exercise, no later than 2013.

DG's response:

UNESCO launched a new online performance appraisal system for senior managers (COMPACT/SMT) in 2011 together with a revised online appraisal system for the Directors and Heads of Field Office. This is being followed by an online competency assessment tool, which includes 360-degree (among other) feedback mechanisms. The competency assessment tool should be operational in 2014; this will also allow for 90/180/360° feedback exercises.

Recommendation 8:

The General Conference, at its 37th session, should adopt a new Medium-Term Strategy which clearly defines the Organization's focus, its priorities and expected results.

DG's response:

Preparations for the new medium-term strategy are under way. The Director-General will present preliminary proposals to the 190th session of the Executive Board in October 2012, and a full version of the draft strategy will be presented to the 191st session in spring 2013. The General Conference will then decide on the strategy at its 37th session in consideration of the recommendations by the Executive Board. Each phase of these consultations will progressively address strategic focus, priorities and expected results to be reflected in the final strategy document.

Proposed draft decision

The Executive Board may wish to consider a decision along the following lines:

The Executive Board,

1. Having examined document 190 EX/22, containing the comments by the Director-General on the recommendations contained in the report of the Joint Inspection Unit (JIU) on review of management and administration in UNESCO;
2. Thanks the Joint Inspection Unit for its report contained in document JIU/REP/2011/8;
3. Requests the Director-General to ensure follow-up to the implementation of the recommendations contained in the JIU report in the manner indicated in the Director-General's responses presented in document 190 EX/22, and to report to it at its 191st session on the status of implementation of those recommendations.



United Nations
Educational, Scientific and
Cultural Organization

Executive Board

Hundred and ninetieth session

190 EX/22 Add.

PARIS, 5 October 2012
Original: French

Item 22 of the provisional agenda

REPORT OF THE JOINT INSPECTION UNIT ON THE MANAGEMENT AND ADMINISTRATION OF UNESCO

ADDENDUM

SUMMARY

Pursuant to Item 2805.7 of the UNESCO Administrative Manual, the UNESCO Staff Union (STU) submits its comments on this report by the Director-General.

1. The UNESCO Staff Union (STU) welcomes document 190 EX/22 which sets out the Joint Inspection Unit's (JIU) main findings and conclusions on the management and administration of UNESCO. In regard to human resources management, STU notes, however, that although it is stated in document 190 EX/22 that the JIU reported that "more progress should be made in the area of human resources management", that wording and the Director-General's replies to Recommendations 5 to 7 are given in a manner likely to minimize the importance ascribed to them by the JIU. STU received the JIU, had a long discussion with its representatives when they visited UNESCO and has received from the JIU a detailed report on its conclusions on UNESCO's human resources management which are much more critical than those set out in document 190 EX/22.
2. As noted in the main findings and conclusions, "issues such as career management, managerial accountability and the relationship with senior managers continue to require some attention. This situation should be addressed to avoid frustration that may impact on organizational effectiveness". STU agrees with this JIU finding and deplores this situation.
3. STU is gratified that the Director-General agrees with Recommendation 5 and that she insists on full adherence to all rules and regulations. STU nonetheless does not share the Director-General's analysis for, despite her intentions, shortcomings are to be found in all sectors and services. Firstly, the staff's negative perception is not due to the conduct of the survey mentioned by the Director-General during a sensitive reform period but rather to a substantial deterioration of relations between staff and management which existed well before the crisis period, as the crisis has merely made the deterioration more acute. That very survey therefore revealed a great lack of trust on the part of the staff in the management and, no doubt, vice-versa. The Director-General's statement that the specific challenges were more in respect of transparency and communications

with regard to staffing issues is not correct. The true problem is the exceedingly frequent infringement and abuse of the Staff Regulations and Staff Rules by too many managers. This has been well understood, as shown in the JIU report.

4. As to Recommendations 3 and 6 relating to field deployment and staff mobility, STU welcomes the introduction of a new mobility policy based, as STU has always requested, on the establishment of a Mobility Review Committee. STU hopes that the Committee will be operational shortly, that it will act transparently and that job and staff competencies and profiles, talent management, succession planning, career development and staff members' personal and family situation will be taken into account in all of its decisions. That said, STU regrets that mobility decisions continue to date to be taken case by case without being consistent with an overall strategy (for example transfer of staff, including senior staff, to offices scheduled to be closed presently, attempted field postings without due notice or explanations or consistency with programme requirements, etc.).

5. In regard to Recommendation 7 on performance appraisal for senior staff, STU reiterates its support for that initiative. As to the appraisal of competencies, its implementation as from 2014 only is liable to affect any redeployment exercise. STU therefore requests the introduction of a manual competency appraisal system if the online tool cannot be introduced before 2014.