An Organisational Assessment and Finance Function Review IUCN Sri Lanka

April 2001

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Executive Summary

Section A of the report provides an overall assessment of IUCN-SL, whilst Section B deals with issues pertaining to the 'Co-location' of Regional Programmes with the Country Office. Section C gives an in depth assessment of the Finance Function. Section D consists of a Summary of Recommendations and Follow-up Matrix.

13. While there has been an effort to restrict the review and reporting to issues strictly connected with

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Audiences/Clients: The report will be submitted to the commissioners of the review i.e. the RD and the CR. The management and staff of IUCN-SL, the Regional Biodiversity Programme and the Asia Regional Office, having contributed so much to the review process, are also key clients. Moreover, as the findings will directly impact on their work, they too will have to share in taking responsibility for internalising the recommendations and implementing them.

The findings of the report may be of interest to IUCN Members in Sri Lanka and of benefit to other Country and Regional Programmes within the Asia Region, as well as the collective Asia Regional Directorate. Other parts of the Union may also have an interest.

The process used is attached as Annex-2.

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insufficient for the purpose. The key weaknesses of 'insufficient coordination and integration', 'inadequate integration amongst the thematic groups', 'communication problems, vertical/horizontal' identified in the Programme Planning SWOT Analysis still need priority attention.

- **d)** Responsibilities have been delegated to the directors and to heads of various units, and by them in varying degrees to their staff. The delegation of concommitant authority, to enable staff to be fully accountable for delivering these responsibilities, has been slow.
- e) The admonitions of the 1997 Review regarding the OABC list have been taken on board. The list is now given due attention and utilised as an important tool. However, Finance's know how has not as yet been utilised fully for smart budgeting at the design phase of project proposal development. (Section C of the report will cover finance, including the generation of financial management information. Section A will reflect only perceptions from a programme perspective).

1.3 Conclusions

Taken all in all; one can conclude that the 1997 Review was a valuable and valued exercise with realistic, do-able recommendations. IUCN-SL has used them wisely as a road map rather than as a blueprint. The 'hard' structural aspects have been managed competently almost 'in toto' and the separation of administration from finance has moved beyond the recommendations. The softer aspects, always more difficult to deal with as they involve changes to mind sets and behaviour patterns of long standing, have understandably lagged behind. They remain as the primary challenges to IUCN Sri Lanka and its management if it is to build on its assets, grow, move forward and fulfill its great potential.

2. Present Assets and Challenges

2.1 Assets

IUCN-SL has much to celebrate as it moves forward into the 2001-2004 period. It has made considerable progress and has considerable assets to its credit. It has:-

- a) The most favourable agreement with the State of any IUCN Office in the Asia Region and a presence of fourteen years standing in Sri Lanka.
- **b)** IUCN-SL's expansion of work into new areas, with both old and new partners, may be taken to indicate, by and large, a growing credibility at the field level, amongst NGOs, with government departments and with donors.
- c) As the driving force a strong, energetic, technically qualified and competent CR with access to the highest reaches of government; an insistence on high quality performance and products; a desire to change the management culture of IUCN-SL thus open to evaluation and critique from peers.
- d) A small cadre of technically qualified staff, committed to IUCN's mission; fairly well balanced in gender and age, and keen to use their own and the organisation's capacities to optimum level.
- e) A generous corporate and service staff to programme/project staff ratio.
- f) A clear vision of its overall programme for the period 2001-2004.
- g) A portfolio of on-going projects with more in the pipeline.
- h) Balanced books.
- i) A good, fairly well equipped physical environment, spacious and pleasant.

2.2 Challenges

IUCN-SL has grown beyond the point where power can remain vested only in top management or can continue to rely on individuals to coordinate the necessary support and services for programme development and delivery.

- a) The major challenge now is to build a strong second tier of management and to delegate authority and power 'down the line' to match the levels of responsibility.
- **b)** A second challenge is to reconfigure/ develop mechanisms and fora for collaboration, cross-fertilisation of ideas and the pooling of intellectual capital to create synergy for programme development and evaluation.
- c) A third is to develop user-friendly, systems and procedures for finance and administration to support programme delivery whilst maintaining accountability.
- **d)** A fourth is to ensure that everyone receives user-friendly financial, programmatic and organisational information needed for decision making and seeing how they fit into the 'big picture'.

These changes in leadership style, integration, information sharing and support services would result in transparent, participative decision making, empower staff and make them more effective and productive. The consequent upsurge in energy and an environment conducive to synergy could drive the programme forward to new levels of performance.

A failure to make this transition at this juncture could lead to frustration, a feeling of being 'boxed in' and a consequent lack of motivation, flagging energy and disillusionment. The Programme Planning Workshop SWOT Analysis has already flagged that some of these are already a concern.

e) A further challenge is to strengthen and extend IUCN's present influence in Sri Lanka.

These challenges are underlying themes woven into the rest of the report.

3. People in their Positions

3.1 Country Representative (CR)

Within the CR's role as representative and overall manager of IUCN, the period 2001 has some on-going and particular challenges.

a) Monitoring and adjusting to the changing socio/ economic/ political environment to guide programme development strategically to ensure IUCN remains a major player particularly in impacting on policy.

Examples are:-

- giving the initial impetus to set consultative processes underway for the development of a constituency strategy
- decisions on the what and how of an environmental economics programme.
- b) Keeping an eye on the imaging of IUCN to develop, not only a higher profile, but the best-fit profile. (Concerns were expressed by some staff that both internally and externally, IUCN is increasingly seen as becoming a commercial organisation blurring its image so that it is hardly distinguishable from a consultancy company, consequently losing its edge on impacting on policy.)
- c) Leading on organisational design and restructuring to ensure that management structures and corporate functions rapidly adjust to meet the demands of programme change and growth.

Examples are:-

- overseeing the establishment of programme offices
- the separating out of HR related functions and the appointment of a Human Resources Officer

- guiding the development of processes for knowledge generation and its utilisation for impacting on policy.
- d) Involving senior managers in the design, budgeting and negotiation of a Framework Agreement to provide a source of more flexible programme funding whilst covering some of the core costs of IUCN-SL.
- e) Most importantly, nurturing a change in mindsets and behaviour patterns to enable a new style of management, continuously monitoring to identify, appreciate and acknowledge progress in herself and others.

Findings

The challenges of maintaining a strategic focus on a programme and constituency, steadily expanding in size and complexity plus the concommitant organizational changes, will make increasingly heavy demands on the CR. She will therefore need to use her time ever more judiciously.

Recommendations

- 1. Whilst retaining an overview and a monitoring and accountability role, the CR must devolve herself from day-to-day management, decision-making and correspondence. In future her technical know-how should be used only to give direction and guidance at the 'brainstorming' stage of programme/project design and at the final stage of sign-off of proposals for quality checking before they are sent to APDG. In between, the CR's role should be to monitor progress and provide course correction if needed.
- 2. A process should be set in motion to delegate greater authority to senior managers commensurate with their responsibilities and likewise to further delegate authority dbs/(rhai)agerberstetted size sciences and likewise to further delegate authority dbs/(rhai)agerberstetted size sciences and likewise to further delegate authority dbs/(rhai)agerberstetted size sciences and likewise to further delegate authority for the set of the set o

- development of M&E systems which promote action learning approaches to feed into on-going and future initiatives and to impact on policies interface between programme and service functions.
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- 10. The Programme Directorate should develop a road map and planning calendar so that Unit Heads are supported in developing strategic plans for their programme area.
- 11. PD should then focus on working with the units on conceptualising, designing and marketing one or two medium to large size project proposals.
- 12. The PD should take the lead role in increasing staff member's understanding of the purpose of the 'harmonisation process', its implications and applications. This will enable staff to see IUCN-SL's work in the context of a national programme, feeding into an integrated regional and global programme.

After an initial workshop, the understandings gained could be re-iterated as each new project concept is examined to see which KRAs and KEGOs it feeds into.

- 13. To enable the units to work more effectively, the Programme Director should work with the Director Finance, Head of Administration and the Unit Heads to:-
 - clarify the questions surrounding cross-charges and develop definite guidelines to be reviewed periodically
 - ensure that unit heads have timely, appropriate and understandable information for decision making and to support their understanding of underlying issues; and
 - that services and support are delivered smoothly and effectively in a timely manner.

3.3 Thematic Units

Five Thematic Programme Units have been established as sub-cost centres. Of these, three are managed by unit heads, and two by senior/programme officers in charge.

Currently the Thematic Unit Heads' responsibilities include:

- the management of the unit as a sub-cost centre
- the development and implementation of a strategic plan for the programme
- the development of

- The recommendations/suggestions for the Programme Directorate and elsewhere in the report, if followed, will go a long way to enable and empower unit staff.
- In turn unit staff should:-
 - become pro-active solution seekers; identify their specific needs, state them clearly and objectively, suggest solutions
 - not be hesitant in asking for non-confidential information
 - contribute to the development of procedures and systems; adhere to them; note difficulties and glitches; suggest amendments
 - plan ahead so that administration have prior information on transport, supplies, etc.
 - prioritise, plan; carving out dedicated time for drafting/finalising Strategic Programme Plans and project proposals for 2001-2004.

Findings

The thematic programme units need to be further empowered and given more effective support in order to better fulfill their role and responsibility in programme development, delivery and the 'capturing of learning'. (see 5.2 & 7.2 also)

Recommendations

- 14. The generic roles and functions of a thematic unit need to be clearly spelt out.
- 15. The responsibility of unit heads for managing field projects should be phased out.
- 16. With the guidance of PD, the units should jointly develop a generic outline for a strategic plan for thematic programmes. Based on this, one unit should develop its plan, offer for group critique and re-design it as a model for others to follow.
- 17. The units should work with PD to conceptualise and design medium to large sized project proposals drawn down from their strategic plans.
- 18. Dedicated project management, as well as anticipated inputs from programme staff should be budgeted into the design of new project proposals.
- 19. Depending on work demands and resource availability, additional unit staff should be recruited
- 20. TORs should be redesigned:-
 - unit heads TORs to reveal the full range of roles and responsibilities
 - project officers TORs should also reflect those responsibilities which go beyond purely project work
 - secretaries' TORs (including those of the receptionist) should be redesigned on the basis of responsibilities; the overarching one being 'facilitation of the maximum operating efficiency of the unit(s) being serviced'.
- 21. a) New responsibilities and expectations should be clearly defined and explained to the present secretaries so that they can build their capacities with the help of their managers. Those unable to grow into their new responsibilities should be supported in finding work elsewhere.
 - b) As soon as resources permit, there should be one secretary to every two units as well as one executive secretary dedicated to the Programme Directorate.
- 22. The Finance Unit should provide, not only regular, user-friendly information, but also help to build the capacity of Unit Heads to interpret financial information. Finance staff should be given the opportunity of visiting project areas and meeting with project staff to deepen their understanding of the programme.
- 23. The basic formula of staff rates for cross charging should be shared with Unit Heads.

- 24. a) The concerns re per diems should be explored and, if valid, dealt with appropriately. Any misconceptions should be dispelled through informed discussion.
 - b) Finance and HR IUCN-SL should work with the Director HR, ARO to develop a clearly laid out per diem policy for IUCN-SL.
 (This could then be used as a base for a Regional policy to be customised to fit the realities of each Country Office.)

4. Corporate Services

Compared with other offices in the Asia Region, IUCN-SL has a very favourable ratio of corporate staff to programme staff, indeed one could say a disproportionate number of corporate staff for the present small cohort of programme staff. One would therefore be justified in expecting extremely efficient services.

Corporate and Programme Staff						
		CO	RP	Sub-total	Total	
1.	CR & RPH	1	2			
2.	PD	2		5	5	

- Simple, user-friendly systems have yet to be developed; the new purchasing procedure is a first step in the right direction.
- Within the unit, responsibilities are not clearly defined or delegated.
- Capacities of staff, including office assistants, are under utilised.
- The need for support to IT and the demands for other services is seen as major dilemna.

b) Vehicles

- The present vehicle fleet is not always suitable for field work when sturdier vehicles are needed, they have to be hired.
- Vehicle maintenance was a concern; there was a perception that budgeting has fallen short of the amount needed.
- The administrative unit will have a key role to play in the physical setting up of programme offices as well as administrative systems to effectively service their specific needs whilst smoothly interfacing with the Colombo Office.

4.3 HR Function

The Financial and Administration section of the 1997 Review recommended that 'As the organisation grows, a need will arise for a full fledged Human Resource Development and Management Unit. However in the interim, the Director Operations should be responsible for this function'. Presently, the responsibilities for HR are unfocussed and scattered amongst the CR, Finance and Administration.

One is reluctant to add to the core costs of IUCN-SL by adding to an already generous number of corporate staff. However, the hidden costs of continuing to neglect the HR function are heavy and outweigh this concern. The lesson learnt from Pakistan and other offices, that HR systems need to be up and running effectively before, not set up, during expansion, must not be lost.

Findings

The corporate services need reorganization and re-orientation in order to provide more effective and timely support to all parts of IUCN-SL and the co-located Regional Programmes. (See 5.2 also)

Recommendations

- 25. Work-study of the administration unit to be carried out.
- 26. Responsibilities of the unit staff to be allocated according to the findings. TORs to be redesigned with emphasis on responsibilities not merely discrete tasks.
- 27. Simple user-friendly systems and procedures to be developed to facilitate delivery and accountability.
- 28. The Head of Administration should visit the project areas, survey available accommodation and negotiate special IUCN rates where possible.
- 29. Resources for the purchase of field vehicles should be budgeted in future project proposals.
- 30. The Finance and Administration units should clarify any questions related to vehicle maintenance budgets.
- 31. As demands increase, the vehicle and driver presently dedicated for the use of CR, in keeping with vehicle policy 'Personal Use of Office Facilities Policy' will at some point in the future have to be put in pool.

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5.1 New Programmes

a) A Constituency Programme and Unit

IUCN-SL needs to re-examine its interactions with the conservation constituency in Sri Lanka and explore ways of creating greater synergies and impact.

Strategic directions are provided in documentation already available. The 'IUCN External Review: June 1999' laid great emphasis on the need to work more closely, not only with Members, but also with Commissions and Commission members. 'Strengthening of the IUCN Conservation Constituency in Asia: Members and Commissions', the CDC Programme IUCN Asia lays out some of the potentials, opportunities and envisaged results stemming from KRA 7 and Asia Programme Goal 3. The 1997 Organisational Assessment and the IUCN-SL Programme Workshop Report: July 2000, give rationale for developing a NGO strategy and a NGO/ Membership Unit.

Findings

Having gained a good deal of experience through regular interaction with its membership, working with NGOs and a number of key government departments and agencies and other institutions, there is a fund of information, knowledge and ideas among programme and project staff which could be tapped into. Moreover the successful implementation of the Local Environmental Fund gives some leverage.

Given all of the above, IUCN-SL has a sound base from which to begin a reexamination of its interactions with its constituency.

Recommendations

- 42. The present scenario needs to be mapped out and a gap analysis made; based on the findings, a consultative process should be set in motion to develop a constituency strategy which mirrors that of the region, but is based on the opportunities and needs specific to Sri Lanka.
- 43. High priority should be given to the development and marketing of a quality funding proposal for Constituency Programme and the establishment of a Constituency Unit.
- 44. In the meantime:-
 - key players in the field of environment should be identified and encouraged to apply for IUCN membership
 - collaboration with members should become an element in programme planning
 - programme staff attendance at meetings would encourage closer interaction with members
 - the potential of working with Commissions and Commission members in Sri Lanka should be explored
 - Commission members should be invited to attend Members Meetings after due consultation with membership.
- b) Environmental Economics

Findings

IUCN-SL shares in the growing realisation, globally and within the region that, to deal with the economics of biodiversity and natural resources use is an essential component of sustainable management.

Recommendations

45. IUCN-SL should utilise the services of the newly established Regional Environmental Economics Programme to explore approaches to Environmental Economics. Consultants could be used to initiate any priority work identified. 46. Over time IUCN-SL would need to build its own capacity and perhaps establish an Environmental Economics Programme Unit.

5.2 Establishment of Programme Offices

Findings

IUCN-SL has a number of discrete projects, many clustered in specific geographical areas. The opportunity of cross-fertilisation, synergy and further programme development would be enhanced if programme offices were established to manage the field projects and develop area specific components of the IUCN-SL Programme.

The establishment of Programme Offices would reinforce the message that IUCN is not a remote urban organisation; is in touch with ground realities and does give due weight to the local communities it works with.

Key factors, taken into consideration in deciding where to open these offices, would be the geographical location of IUCN field projects and strategic areas of focus in accordance with both IUCN-SL and Government of Sri Lanka priorities.

The opening of Programme Offices would have a profound effect on all parts of IUCN-SL.

- Programme and Corporate functions would have to extend their systems to encompass the needs of the programme/field offices and ensure accountability:-
 - programme planning, coordination would need to be more complex to embrace not only the thematic units but also the programme/field offices and the projects so that they support and feed into each other in a truly integrated programme
 - monitoring and evaluation would also need to be geared to support the changes HR systems, services and support would need to extend and change to cater to the specific needs of the programme office. A particular emphasis would be on active support to line managers in the orientation of staff, continuous monitoring to ensure that programme office and project staff give their first and foremost loyalty to IUCN-SL as an organisation, rather than to their specific component part
 - the Administration Unit would have a big role to play in the physical setting up of the programme offices; the provision of services, systems, support and monitoring for compliance.
- As field projects would be managed by these Programme Offices, the roles of the thematic units would shift :-
 - technical input and support to the projects in their thematic area would continue
 - a major focus would be to work with the projects to capture, collate, analyse and utilise learning from the projects in order to feed this into their own programme for use in policy work, capacity building; pass on from one on-going project to another and feed into future project design
 - the units would continue to have their own projects but these would focus on policy

Recommendations

- 47. The role of Programme Offices, their structural, systems, staffing and budgetary requirements would need to be thought through and clearly articulated. (Consultation with IUCNP and IUCNN could be useful).
- 48. An action plan for the establishment of two Programme Offices should be completed during the first quarter of 2002.
- 49. It is essential that all systems and procedures are developed, tested and revised very soon so that they have the strength and resilience needed for expansion and adaptation to the programme needs.
- 50. All future project proposals will need to be designed and budgeted to resource the necessary organisational adjustments.

6. Structural Changes

The following is based on the premise that the IUCN-SL Office is an administrative construct intended to give identity to and provide management structures and services to drive and support people in the effective:-

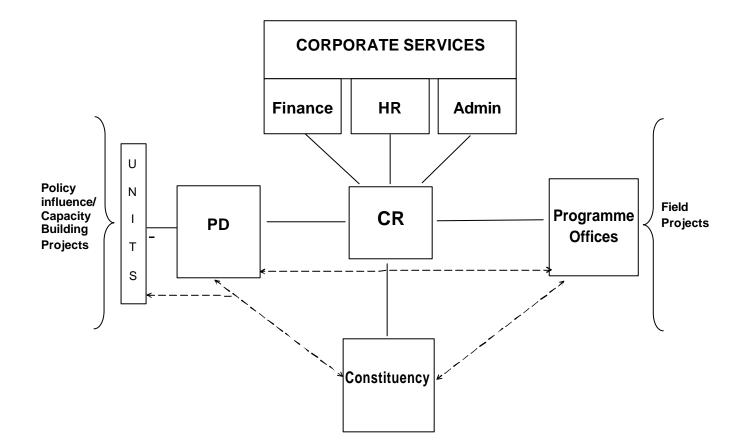
- carrying out of mandatory functions
- implementation of an integrated IUCN programme in Sri Lanka
- collective nurturing IUCN-SL's development as a vibrant organisation constantly adjusting to changes in its external environment.

Each management unit, at its own level, should provide oversight and direction in its own sphere. These units would be enabling structures for:-

- a sharper focus on the achievement of programme results
- greater efficiency/effectiveness of support and control functions
- appropriate delegation of responsibility and authority
- the productivity, appraisal, guidance and growth of its staff.

The present management structure is both too fragile and too rigid. It leaves the CR dependent on just two senior managers, one heading the Programme Unit and one heading Finance. A cadre of second tier managers is needed, each responsible for their own sphere but interacting constantly to ensure that the envisaged results of an integrated programme are delivered effectively. They should also be monitoring the internal and external environment, looking at the 'big dentatio ('2)nvisag3Frdgerges ve nurturnsuinir misadvt thvicesand condependeiistr

Figure-1



7. Changes in Corporate Culture

The most profound changes in corporate culture will be made through bringing about those shifts in mind sets, behaviour patterns, management approaches and systems development, which are woven throughout the report. Some additional aspects are covered below. (see **Section C** 3 also)

7.1 Sharing of Information and Ideas

In the Programme Development Workshop, 'communication problems - vertical/ horizontal/ external' were seen as the highest priority weakness to be addressed.

Already certain measures have been taken. Regular staff meetings and programme meetings are held. A LAN system has been established to facilitate information sharing.

a) Issues

• The 'big picture' seems to be confined to the upper reaches of management. The harmonisation exercise was confined to the CR, Director Finance and Director Programme though the unit heads were involved in thematic inputs. The move towards designing and negotiation of a Framework Agreement is vaguely known, but its potential and implications are not understood and the unit heads have not been involved in the thinking. The plans for opening programme offices in other stations, the reasons and implications have not been revealed or debated.

expectations and little of interest comes their way, secretaries become de-motivated, inefficient and lethargic.

• Petty cost cutting measures are not worthwhile. The cost, in terms of staff morale, definitely outweigh the amount of money saved, if any, if the time spent on administering them is taken into account.

There are better ways of using the Administration Unit's time, e.g. the setting up of systems for monitoring the use of supplies, utilities, travel and accommodation costs, etc. so that there is no wastage.

- Computers are expensive, but shared use is costly in terms of efficiency and productivity.
- The efficiency and resale value of vehicles decrease if maintenance work is delayed.

8. Conclusions

IUCN-SL has most of the ingredients it needs to move into a new stage of development and growth not only in size but in impact. If it can set in motion, fresh management approaches and other changes which support the evolution of a more open and vibrant organisational culture, it with the case of the constant of the

2.4 Programme

The responsibilities of the RPH includes technical oversight for quality control of his/her thematic component in Country Programmes and other Regional Programmes as well as technical support for programme development and technical inputs into implementation if needed. The co-located Country Programme should make optimal use of this and the co-located programme give some special attention to the programme in his/her backyard. In addition, the Regional Programme can benefit from intellectual stimulation from the Country as much as the other way round.

2.5 Roles and Relationships

The roles of a Regional Programme Head and a Country Representative are different but their level of authority for their respective programmes and its resources is the same.

It is people who make services and systems work effectively or fail. A spirit of cooperation, and joint problem solving is essential if co-located programmes are to reap optimum mutual benefits and strengthen Asia Region's cohesiveness.

Figure-2

CO-LOCATED PROGRAMMES FUNCTIONAL LINKS

Provision			

Consultative development

Monitor compliance

The Representative in country

Support to Regionals

Optimal advantage

Intellectual stimulus/tech support

Use of

Payment

Input in design

Compliance

Never independent of CR

Support to CR

Norm + value added

intellectual stimulus/technical

- IUCN-SL is keeping records of time spent on servicing RPs which will be used to assess the validity of the overhead charge out rate.
- Each cost-centre in IUCN-SL is charged overheads, but also pays for the specific services provided, e.g. telephone calls, use of vehicles. This principle is equally applicable to RPs.

b) Admin

Issues/perceptions

- Perceptions that the RPs do not get the same quality of administrative services as the Country Office and are 'last on the list'.
- Mixed perceptions about whether the two RPs get equal services or whether the most assertive gets better services or vice versa.
- Difficulties in keeping records of RPHs leave.

Joint decisions

- Quality of services is not dependent on the level of overheads paid. The Country Programme should not give lower quality of service because the RP is not paying the full amount likewise a RP if paying full rates, cannot demand a higher quality than the Country Office receives, though improvement can be sought for all in a cooperative manner.
- The problems listed by the RPs were those echoed by IUCN-SL so there is no question of discrimination. A general improvement of services is to be aimed for.
- As the RPs are usually small in staff and are often out of station, they should be given prompt service with vigorous follow up by admin in their absence.
- To enable this, RPs (as everyone else) should give all necessary information and be clear and specific about their requirements, e.g. quality criteria for purchasing and printing and give requests for repairs, etc., in writing.
- Realistic time periods for the requested service should be indicated. If for any reason Admin cannot fulfill the request on time, they must inform the RP immediately.
- RPHs should submit a copy of their leave plans signed by the Regional Director and any other documents pertaining to leave to the Administration Unit, who will flag the RPH and the Director F/HR Asia Region when any leave entitlement has been fully utilised.
- It was suggested that the CR and RPHs should meet regularly, initially once every two weeks, to follow up on the substantive issues raised.
- In order to protect the time and energy of the CR and RPHs, a mechanism to pre-empt problems, or failing that, to iron them out as soon they ar(rfailing I706 -an.8 thio) Tj 0 -11.25 TD 0.096

c) HR

Issues/perceptions

- No issues were identified at this time.
- With a strengthened, dedicated HR function, IUCN-SL will be able to give additional support to the Regional Programmes.

3.2 Systems/procedures

Issues/perceptions

- A new purchase procedure was developed initially without the involvement of the RPHs.
- RP staff have not been given the opportunity to comment on HR policies/procedures at draft stage.

Joint decisions

- RP staff to be consulted about and give input to the development and revision of IUCN-SL systems and procedures.
- RP staff to be included in commenting on HR policies/procedures from the Region.

3.3 Representation

Issues/perceptions

- Not enough care has been given by the RPHs to notifying the CR well in advance of meetings with other institutions.
- Nor is it automatic for the CR to include the RPHs in IUCN-SL events which would enable the RPs to show support for the Country Programme and use legitimate opportunities to showcase the Regional Programmes which could bring added 'kudos' to IUCN-SL.
- There is not enough exchange of information, let alone to joint consulting and strategising, between the Country Programme and the RPs. It can be awkward if either appears ignorant of the others work in either formal or informal settings. This does nothing for the image of IUCN in Sri Lanka.

Joint decisions

- A pro-active concerted effort needs to be made equally on the part of the RPHs and the CR to literally 'get their act together' so that 'together united we stand' is the message given to the external world. Any element of competition needs to be eliminated through discussion and strategising.
- Uninterrupted, short meetings twice a month to share developments and upcoming intentions and events and strategise accordingly would be of immense value.

3.4 Programme

Issues/perceptions

• There is a danger that the RPHs are losing touch with the programme of the very office in which they are located. At the moment all contact on programme is informal.

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SECTION C - THE FINANCE FUNCTION

1. INTRODUCTION

In the terms of reference, the objective of the review to be carried out by Stella Jafri, Imtiaz Alvi and myself was seen as "supporting IUCN Sri Lanka to develop its organisational efficiency enabling it to achieve its mission, goals and objectives as envisaged under the draft program plan for 2001-2005, by recommending appropriate institutional changes through reviewing the existing structure and its management systems, resources base and staff capacities."

It is unfortunate that this important step of the programme implementation process has been delayed by over a year due to unavoidable circumstances.

However the persistence of the Country Representative has paid off and at least two of the three specific objectives of the review were undertaken by Stella and myself.

Though the specific objective relating to my review concerns finance, in the analysis of the findings, there is bound to be overlapping issues that are common to the overall review undertaken by Stella. This will be true also for Imtiaz whenever he carries out the specific objective for Monitoring and Evaluation (M&E) as set out in the ToR.

It is expected that SJ's report would expand on the common issues in more detail and to some extent attempt to tie things together from an overall perspective.

The review was conducted mainly with the specific objective as set out in the ToR (refer Appendix-2) in mind. The approach adopted by me was one of problem identification through a process of self-assessment by the key players. The interviews and meetings with relevant staff members and the brain storming session I had with the finance staff were conducted essentially to elicit the issues involved, and to obtain suggestions for improvement.

Even though I was scheduled to spend a week on the review, other work I had involving Regional Biodiversity Programme (RBP) and Regional Marine Programme (RMP) and the need to attend to urgent regional work assigned by the Regional Director reduced the time I could spent on the review. This limited its scope and depth in terms of detailed analyses of accounting processes especially in relation to project accounting and project financial administration.

Finally, I would like to thank Shiranee Yasaratne, Chanaka de Silva, Asanka Abayakon and the IUCN staff for the support given to me during the week I spent in the Sri Lanka Office which enabled me carry out my work unhindered, I also wish to thank THE TWO Regional Programme Heads, P. Balakrishna and Torben Berner and all staff who gave me detailed accounts of the issues they saw as important in the context of my review and their suggestions for improvements which I will be articulating in the report.

2. FINDINGS OF THE REVIEW

The findings of the review are presented under broad headings viz:

- 2.1 Organisation of the Financial Function
 - 2.1.1 Roles and Responsibilities of the Finance Function
 - 2.1.2 Roles and Responsibilities of the Finance Staff
- 2.2 RBP) and R3.9827 Tw() Tj -RTj 0 -11 me dui 14.25 0 s impor.det3707 T9b6412 Tc 0.2975 Tw (The find

3. General Reflections

3.1 Organisational and Cultural Issues3.2 Managerial and Leadership Issues

2.1 ORGANISATION OF THE FINANCIAL FUNCTION

2.1.1 Roles and Responsibilities of the Finance Function

A brainstorming session was held with the finance staff to discuss the roles and responsibilities of the finance function. It was observed that staff were seeing the roles and responsibilities of the finance function more in terms of tasks and low level processes e.g. to deliver timely and accurate reports. They were aware of the broader mission of IUCN-SL but this was not sufficiently internalised to see the organic link of the finance function to the overall mission of IUCN-

acknowledged that there were certain inherent deficiencies in the finance function too that resulted in the poor image of the finance function. These were identified as:

Recommendations

69. Director Finance to hold further group sessions with finance staff to identify and assign roles and responsibilities of staff as a basis for developing clearly defined ToRs for the respective finance staff.

2.2 FINANCE FUNCTIONS INTERFACE WITH OTHER UNITS

2.2.1 Finance Functions Interface with Administration

The administration function is another example of a function seeking an identity. Originally being under the Programme Directorate, with the advent of the new Director Finance and Administration, it was brought under his purview. Recently, the responsibility for Administration was moved from the Director Finance and placed under an Administrative Officer with limited managerial experience.

While the Organisational Development (OD) ramifications would be covered in more detail. Elsewhere, the comments here would focus on the disconnect that arises between finance and administration. Part of the problem stems from the interpersonal dynamics given the history referred to above. From a systems perspective much of the problem has to do with the need for clearly laid down procedures. It is important also that administration, given its logistical role, is seen as a bridge between the operational units and finance, and not as an isolated and compartmentalised unit on its own. The overriding motto of administration should be facilitation and its is important that finance is responsive to this need. ths0.231

functions. More importantly it is necessary to integrate the two functions at the higher level of programme goals and objectives. It is necessary for programme and finance together with M&E and the CR Office to see the

Cultural Issues

Each organisation has a unique working amosphere or climate that is derived from a combination of purpose, history and sense of mission. The cultural construct is conveyed in the physical layout, staff interactions with one another and outsiders, the language, the rituals, the way staff are treated and their deference and demeanour.

Organisations are said to have strong or weak cultures and besides the leadership factor it is the degree of sharedness or connectedness of staff and the intensity of their commitment to core values that determine the strength of an organisational culture which in turn generates the kind of ambience that is motivating.

In most organisations, cultures begin with a founder who together with others who share the same strong values, create the organisation. With time others join the organisation and a common history and culture begins to take shape.

SECTION D - Summary of Recommendations and Follow-up Matrix

Findings	Review Recommendation	Views of IUCN-SL	Actions Proposed	Timeframe
Country Representative (CR)	1	I	I	1 I
The challenges of maintaining a strategic focus on a programme and constituency, steadily				

Findings	Review Recommendation	Views of IUCN-SL	Actions Proposed	Timeframe
	 development and delivery. (Later these would need adjustment and extension to cater to the programme offices when and as they are established.) the CR receives sound, timely and accessible management information and advice on which to base higher level strategic decision making and futuring well designed, smartly budgeted and packaged project proposals for resource mobilisation. To support this shift in management cul ture, it is important that the CR is given the opportunity of participation in a leadership/ management course, to be formally shared with colleagues on completion. 			
Programme Directorate The structures and processes of programme development, planning, co-ordination and M&E functions need to be further strengthened. (see 5.2 & 7.2 also)	 In consultation with the CR, appropriate unit heads and project staff, the Programme Director should divest himself from all direct responsibility for the MPP. A shift in management style, to set in a process of giving greater authority to the Unit Heads for managing their programmes/ projects would enable the Programme Director's supervisory role to focus more on support to programme and project development; guidance, mentoring, capacity building; monitoring for course correction. (This would 			

Findings

Review Recommendation Views of IUCN

Findings	Review Recommendation	Views of IUCN-SL	Actions Proposed	Timeframe
	16. With the guidance of PD, the units should jointly develop a generic outline for a strategic plan for thematic programmes. Based on this, one unit should develop its plan, offer for group critique and re-design it as a model for others to follow.			
	17. The units should work with PD to conceptualise and design medium to large sized project proposals drawn down from their strategic plans.			
	18. Dedicated project management, as well as anticipated inputs from programme staff should be budgeted into the design of new project proposals.			
	19. Depending on work demands and resour ce availability, additional unit staff should be recruited			
	 20. TORs should be redesigned:- unit heads TORs to reveal the full range of roles and responsibilities project officers TORs should also reflect those responsibilities which go beyond purely project work secretaries' TORs (including those of the receptionist) should be redesigned on the basis of responsibilities; the overarching one being 			
	'facilitation of the maximum operating efficiency of the unit(s) being serviced'.			

21. a) New responsibilities and	I	I	I
expectations should be			
finding work elsewhere.			
r regramme En octorator			
22. The Finance Unit should			
provide, not only regular,			
user-friendly information, but			
	 clearly defined and explained to the present secretaries so that they can build their capacities with the help of their managers. Those unable to grow into their new responsibilities should be supported in finding work elsewhere. b) As soon as resources permit, there should be one secretary to every two units as well as one executive secretary dedicated to the Programme Directorate. 22. The Finance Unit should provide, not only regular, 	clearly defined and explained to the present secretaries so that they can build their capacities with the help of their managers. Those unable to grow into their new responsibilities should be supported in finding work elsewhere. b) As soon as resources permit, there should be one secretary to every two units as well as one executive secretary dedicated to the Programme Directorate. 22. The Finance Unit should	 clearly defined and explained to the present secretaries so that they can build their capacities with the help of their managers. Those unable to grow into their new responsibilities should be supported in finding work elsewhere. b) As soon as resources permit, there should be one secretary to every two units as well as one executive secretary dedicated to the Programme Directorate. 22. The Finance Unit should provide, not only regular,

Findings	Review Recommendation	Views of IUCN-SL	Actions Proposed	Timeframe

Findings	Review Recommendation	Views of IUCN-SL	Actions Proposed	Timeframe
	Facilities Policy' will at some point in the future have to be put in pool.			ľ

32.

Findings	Review Recommendation	Views of IUCN-SL	Actions Proposed	Timeframe
	objectives (including any contribution they are expected to make to Regional Programmes) so that they form a sound base for appraisal.			
	37. A system should be put in place to circulate TORs so that each member of staff is aware of others responsibilities.			
	38. During the 2001-2004 period, serious attention should be given to the design of a staff development and training plan based on identifying and collating professional development needs and how best to meet them; prioritising from an organisational perspective so that scarce resources are utilised most effectively; generating/ setting aside dedicated resources.			
	a) In the meantime, experiental on-the-job learning should be optimised. The pro-active use of day-to-day activities, interactions and knowledge sources, accompanied by rigorous self-analysis, provides rich learning opportunities. Management support can be given through mentoring, guidance, using			
	inter ventions for course correction positively to deepen understandings and build capacity through supportive participatory critique. Peer support in analysing successes, failures can also be of value.			

Findings	Review Recommendation	Views of IUCN-SL	Actions Proposed	Timeframe
	b) A system whereby the CR invites staff to accompany her to strategic meetings with government, donors and other partners would develop 'political' management skills. A briefing, debriefing by the CR and a record of observations by the staff member would increase the value.			
	39. Visits to/from counterparts in other offices need preparation and well determined objectives/ outputs as well as analytical reporting to gain full value.			
	40. Appraisal provides the opportunity for: a clear shared assessment of achievement levels, strengths, weaknesses, areas for improvement and careful consideration of how these can be managed for on-going monitoring of progress throughout the year.			
	41. Collation of training needs stated in the appraisal forms could feed into the training plan.			
A Constituency Programme and Unit				
Having gained a good deal of experience through regular interaction with its membership, working with NGOs and a number of key government departments and agencies and other institutions, there is a fund of information, knowledge and ideas among programme and project	42. The present scenario needs to be mapped out and a gap analysis made; based on the findings, a consultative process should be set in motion to develop a constituency strategy which mirrors that of the region, but			

Findings	Review Recommendation	Views of IUCN-SL	Actions Proposed	Timeframe	
staff which could be tapped into. Moreover the successful implementation of the Local Environmental Fund gives some leverage.	is based on the opportunities and needs specific to Sri Lanka. 43. High priority should be given				
Given all of the above, IUCN-SL has a sound base from which to begin a reexamination of its interactions with its constituency.	to the development and marketing of a quality funding proposal for Constituency Programme and the establishment of a Constituency Unit.				
	 44. In the meantime:- key players in the field of environment should be identified and encouraged to apply for IUCN membership collaboration with members should become an element in programme planning programme staff attendance at meetings 				
	 would encourage closer interaction with members the potential of working with Commissions and Commission members in Sri Lanka should be explored Commission members Commission members 				
Environmental Economics	should be invited to attend Merners Letings aft due onsultion with mernersh		Seever an substance		

Findings	Review Recommendation	Views of IUCN-SL	Actions Proposed	Timeframe
	46. Over time IUCN-SL would need to build its own capacity and perhaps establish an Environmental Economics Programme Unit.			
Establishment of Programme Offices	I	I	I	I
IUCN-SL has a number of discrete projects, many clustered in specific geographical areas. The opportunity of cross-fertilisation, synergy and further programme development would be enhanced if programme offices were established to manage the field projects and develop area specific components of the IUCN-SL Programme.				
The establishment of Programme Offices would reinforce the message that IUCN is not a remote urban organisation; is in touch				

Findings	Review Recommendation	Views of IUCN-SL	Actions Proposed	Timeframe	
I	demands on organisational functions. The suggested restructuring is shown as 09emands Shashown Ti nform	dZestructutn Ti66 52T 5	' 5D 0 0 1066 w (dSL) Ti T	c558IIICN Srevervonent	o movento an enrichT* -0.09

Findings	Review Recommendation	Views of IUCN-SL	Actions Proposed	Timeframe
	 seeking explanations of its significance. 56. The primary receiver or generator of information at whatever level should cultivate a habit of considering who would benefit from receiving it and then pass it on. 57. The plans for providing each unit with Internet connection to be implemented as soon as possible. 58. The CR will need the support of the RD and the Director F/HR Asia Region in building staff understanding of how Regional and Country finances mesh together for mutual benefit. The RD's visit to IUCN-SL for the Donor Meeting might provide a good opportunity 			
Learning At present learning from the field largely remains with the projects and is in danger of being lost when the projects come to an end.	 59. The PD, working through the thematic programmes, should be the node that draws all learning together, institutionalises it and ensures its full utilisation within the wider IUCN and to impact on both internal and external policy. 60. IUCN-SL needs to explore and work out ways of creating learning loops as part of the M&E processes. 61. The organisational vision of the programme units needs to expand to encompass the idea of the programmes 			

Findings	Review Recommendation	Views of IUCN-SL	Actions Proposed	Timeframe
	being the repository of learning. 62. Future projects should be			
	designed to focus on learning, its capture and utilisation.			
	63. Project reports should also be designed to give emphasis to the recording and analysis of learning.			
	64. In the meantime, as in the IUCN Lao PDR, NTFP project, consultants could b hired to extract what has been learnt from a select number of the present generation of projects as they draw to an end.	e		
	65. IUCN-SL is not the only programme to face this need to strengthen itself as a learning institution. It might be useful to include 'IUCN, a Learning Institution' on the agenda of an ARD meeting, to encourage exchange of experiences, successes, constraints and ideas on how to overcome them.	o		

Roles and Responsibilitie of the Finance Function

66. It is necessary that a

Findings	Review Recommendation	Views of IUCN-SL	Actions Proposed	Timeframe
	67. Director Finance to develop a ToR for the finance function in the light of the brainstorming session and the matrix developed as part of Financial Management Reengineering (FMR) exercise in HQ. (Refer Appendix-4)			
	68. Director Finance to submit a report on how he proposes to streamline finance operations and the resources he would require.			
Organisation of the Financial Function	69. Director Finance to hold further group sessions with finance staff to identify and assign roles and responsibilities of staff as a basis for developing clearly defined ToRs for the respective finance staff.			
Finance Functions Interface with other Units	70. For example, payment commitments made to suppliers by the administration unit should be honoured, as this has a bearing on the future quality of service of the supplier concerned, which in turn will impact on operations.			
	71. On the part of administration, it needs to liaise with its client units and obtain the necessary documentation and accounting analyses, which would allow for the smooth processing of payments by finance. The establishment of procedures in this area is essential. (It is pertinent to mention here that payments to suppliers should not be held up due to delays arising			

Findings

Findings	Review Recommendation	Views of IUCN-SL	Actions Proposed	Timeframe	
	days a resolution could not be reached on any matters, it would be referred to Director, Finance and Human				
	Resources, Asia Region for his advice.				
Financial Administration Matters			spec Tc TD -0.lre 2843 ј- 30.75 -9 37,355 је 7,355 је 1921 јя 5а ја 020 94. је f 60 3522		

Findings	Review Recommendation	Views of IUCN-SL	Actions Proposed	Timeframe
	83. As part of this exercise, agreement will be reached with the CR and related Unit Heads on reporting requirements and time tables. The Director Finance and Human Resources, Asia Region will assist in the formulation of this ToR.			
	84. The CR for her part will repose full confi dence in the Director Finance and only deal with him on all matters concerning finance. Flexibility demands that the CR has access to other members but this will be agreed in respect to circumstances and purpose. No countermanding instructions to be given except through the Director Finance.			
Cultural Issues	85. It is important that the Senior Management in IUCN-SL are sent on advanced courses in management that would help acquaint them with modern managerial concepts, ideas and techniques.			

Annex-1

Terms of Reference

Preamble

The IUCN-Sri Lanka Programme 2001-2005 focuses on the vision and mission statements, goals, objectives and outputs and gives direction to the work it proposes to carry out during the next 5 years. The content of the program has expanded considerably and will address new and emerging environmental issues as well. It also highlights the need to establish an appropriate organisational structure to carry the programme forward. In addition, the need for strengthening monitoring and evaluation procedures and ways and means of improving the quality of the programme have been discussed in detail and suggestions documented at the Programme Planning meeting which was successfully concluded in April 2000.

In the light of the above, it has now become necessary to review the current institutional structure, including staff and resources and appropriate recommendations made with a view to effecting changes that will improve the institutional efficiency of the organisation.

Objective of the review:

To support IUCN-SL to develop its organisational efficiency enabling it to achieve its mission, goals and objectives as envisaged under the draft program plan for 2001-2005, by recommending appropriate institutional changes through reviewing the existing structure and its management systems, resources base and staff capacities.

Specific Objectives- (Stella Jafri)

To undertake an overall review of the existing organisational structure and staff capacities as against IUCN SL's programme goals, objectives and outputs and to recommend a suitable organisational structure, staff deployment plan and a plan for human resources development.

Specific Objectives for Imtiaz Alvi (Monitoring and Evaluation)

To review the efficiency of the existing structure/s in regard to programme development, project design, monitoring and evaluation and the interface between programme and finance in the light of the responsibilities arising from the Programme Plan 2001-2005.

Recommend suitable changes leading to re-structuring the Programme Directorate, appropriate inter and intra coordination mechanism that will enhance efficient project development, project monitoring and evaluation and improved communication with finance, staff responsibilities and specific staff development plan.

Specific Objectives for Peter Rezel (Finance)

Review the operations in the Finance Unit in relation to IUCN SL, RBP and RMP requirements, and IUCN procedures.

- Review assignments of staff functions and duties
- Review the timeliness of information and reports, and financial data.
- Review structure, authority, and responsibility of the Finance Unit.

Process

1. Preparation

- a) Discussion with RD and CR to identify major issues
- b) Discussion with Assessment Team members
- c) Joint preparation of TOR CR, Team members
- d) Background reading
 - Organisational Assessment & Development The Way Ahead March 2000 Universalia Report
 - Draft IUCN Evaluation Policy: For review by Senior Management and the IUCN Council -January 2001
 - Delegation of Authority
 - Regional Results Harmonisation Process IUCN-SL 'Harmonisation' KRA's & KEGO's

2. Documents used for information collection and verification

- a) IUCN Sri Lanka Re-Organisation Mission: Programme, Finance and Administration Review -May 1997
- b) Programme Planning Process IUCN Sri Lanka (including SWOT analysis) July 2000
- c) Progress Reports of IUCN-SL, RBP and RMP to ARD
 - Bangkok, 13-16 December 1999
 - Karachi, 7-9 November 2000
 - Karachi, 21-23 February 2001
- d) Correspondence, self notes, discussions with Scott Perkin (formerly Head, RBP) on 'colocation'
- e) CVs, TORs, and a random selection of contracts of IUCN-SL staff

3. On-task in IUCN-SL (see attachment)

- a) Introductory staff meeting
- b) Semi-structured interviews of all staff (support staff in groups) *
- c) Group meeting
- d) 2 meetings with key IUCN-SL staff Regional Programme staff
- e) Team members cross-check on daily basis
- f) Frequent meetings with CR and several with Head PD to fill information gaps, pursue issues
- g) Initial analysis of issues/findings
- h) Debriefing to full staff meeting + joint development of Priority Tasks 2001-2004 and Ongoing Priority Foci 2001-2004.

4. Post-visit

- a) Detailed analysis of information/issues shaping of recommendations report drafted
- b) Draft reports exchanged between Team members to identify and deal with inconsistencies, if any
- c) Draft report sent to RD, CR, Head RM&EP for comment
- d) Comments assessed; accepted, negotiated, rejected
- e) Report finalised
- Note: For the basis of staff interviews, please see Annex-2 (b) 4 b)

- b) CVs and TORs of each staff member should be available to me on arrival (numbered according to S.No. on the matrix.)
- c) MOUs/Project documents should also be available if ne

Priority Tasks for IUCN-SL 2001 2004

No	Tasks	Responsibility		Time
		Primary	Other	Line
1	Free up more time of Prog. Dir. to concentrate on major role & core functions	CR	RM	Mid May 2001
2	 Conceptualize, articulate 3-yr Unit programme/Strategic Plans Review, Finalize, circulate 	1. UH 2. PDU	UH/CR/Prog. staff	Sept 2001y

Ongoing Priority Foci 2001 2004

No	Tasks	Resp	onsibility	Time
		Primary	Other	Line
1.	Pro-actively generate an upward spiral of empowerment			
2.	Build Management capacity of Unit Heads through positive critique, coaching, mentoring			
3.	Identify and operationalize ways to develop finance staff's understanding of Prog./Proj. imperatives			
4.	Identify and operationalize ways to develop programmes staff's understanding of financial imperatives and how to interpret and utilize financial information			
5.	Capacity building for programme development on M&E			
6.	Establish Semi-Formal Systems for on going periodic appraisal for monitoring, mentoring and input into summative Annual Performance Appraisal			
7.	Utilization of temporary task forces for specific products and specific solution finding			
8.	Take stock of priority tasks and priority focus at regular intervals			

Finance Functions Country Offices

FMR Project - Task 2: Organisation ROLES & RESPONSIBILITIES at Country Office Level

Finance Functions Country Offices



DIRECTION &	DONORS &	STRATEGIC &
CONTROL	PROJECT	FINANCIAL
	CONTRACTS	

DIRECTION & CONTROL	DONORS & PROJECT CONTRACTS	STRATEGIC & FINANCIAL PLANNING	FINANCIAL SERVICES	ASSET MANAGEMENT	IT FINANCIAL SYSTEMS
	<u>Control</u>	Financial Analysis	Disbursement Functions & others		Systems Development
	 Control over Project Budgets to ensure that both Direct and Indirect Support Costs are duly recovered (Staff Time and Overheads) Control over projects in deficit, informing RO and HQ of action taken or to be taken Control over slow moving projects., informing RO and HQ of action taken or to be taken 	 Variance analysis Preparation of management reports and diagrams for internal and external use Financial Performance Measurement per COs 	 Control over and processing of payment requests Disbursement Officer functions at meetings Handling of Petty Cash Payroll Functions Processing of salary payrolls Liaise with HRD (HQ) for staff related taxes and insurance Liaison with HQ on salaries payable by HQ to country staff Compliance with tax legislation in the country 		 Participate in the selection/development of software required for an effective income forecasting and financial planning system with linkages to Sun Accounts/Sun Business Participate in the development of systems fore the integration of Programme and Finance information including linking project management information with accounting information Apply methods for delivering synthesised information to RO over the internet

NOTE FOR TRANSLATOR - ACRONYMS

CO= Country Office; HQ= Headquarters; CFO= Chief Financial Office; RO= Regional Office; OH= Overheads; HRD= Human Resources Division

Annex-