

**IUCN  
Pakistan**

# **Review of IUCN Pakistan Constituency, Programme and Management**

**A Summary of the Report**

September 2001

**William Jackson, Khawar Mumtaz,  
Garry Comber and Stephen Martin**



---

# Contents

|   |           |
|---|-----------|
| Contents.....   | ii        |
| Abbreviations .....   | iv        |
| <b>1. Summary and Conclusions .....</b>   | <b>1</b>  |
| <b>2. Introduction.....</b>   | <b>1</b>  |
| 2.1 <i>Background to the Review.....</i>  | 1         |
| 2.2 <i>Objective and Key Tasks of the Review.....</i>   | 1         |
| 2.3 <i>Methodology and Process .....</i>  | 2         |
| 2.4 <i>Review Team and Steering Group .....</i>   | 2         |
| 2.5 <i>Timeframe.....</i>   | 2         |
| 2.6 <i>Limitations of the Study of IUCNP.....</i>   | 3         |
| 2.6 <i>History of Previous Reviews .....</i>  | 3         |
| <b>3. Constituency and Governance Issues Emerging from the Analysis.....</b>  | <b>3</b>  |
| 3.1 <i>Perceptions, Expectations and Interactions of the Constituency with the IUCNP Programme – the Members’ View.....</i> | 3         |
| 3.2 <i>Perceptions, Expectations and Interactions of the Constituency with the IUCNP Programme – the Donors’ View.....</i>  | 4         |
| 3.3 <i>Halting and Reversing the Decline in IUCN Membership in Pakistan.....</i>  | 5         |
| <b>4. Programme Issues Emerging from the Analysis.....</b>  | <b>6</b>  |
| 4.1 <i>Relevance of the Strategic Direction of the IUCNP Programme in Relation to Pakistan.....</i>                         | 6         |
| 4.2 <i>Relevance of the IUCNP Strategic Direction.....</i>  | 6         |
| 4.3 <i>Technical Capacity.....</i>  | 8         |
| 4.4 <i>Capturing Opportunities.....</i>   | 8         |
| 4.5 <i>IUCNP Projects.....</i>  | 8         |
| 4.6 <i>Financing the IUCNP Programme.....</i>   | 9         |
| <b>5. Management Issues Emerging from the Analysis.....</b>   | <b>9</b>  |
| 5.1 <i>Programme Structures and Systems .....</i>   | 9         |
| 5.2 <i>The Philosophy and Practice of Management in IUCNP.....</i>  | 10        |
| 5.3 <i>Management Principles.....</i>   | 10        |
| 5.4 <i>Matrix Management.....</i>   | 10        |
| 5.5 <i>Suggested Management Model and Approach.....</i>   | 11        |
| 5.7 <i>Internal Governance.....</i>   | 13        |
| <b>6. Human Resources Issues Emerging from the Analysis.....</b>  | <b>13</b> |
| 6.1 <i>Management of the Human Resource Function .....</i>  | 13        |
| 6.2 <i>Staff Perceptions.....</i>   | 14        |
| 6.3 <i>Brain Drain.....</i>   | 15        |
| 6.4 <i>Integration of IUCNP Human Resources policies and systems with IUCN Asia Region.....</i>                             | 15        |
| 6.5 <i>Financial and Administration Systems .....</i>   | 15        |
| <b>7. ‘Hosting’ of the Asia Regional Sub-office and the Two Regional Thematic Programmes</b>                                | <b>16</b> |
| <b>8. General Observations on IUCNP.....</b>  | <b>16</b> |
| 8.1 <i>Gender.....</i>  | 16        |
| 8.2 <i>Social Issues .....</i>  | 17        |
| <b>9. Conclusions and Recommendations .....</b>   | <b>17</b> |

---

# Abbreviations

|         |   |
|---------|---|
| CBD     | Convention on Biological Diversity  |
| CEC     | IUCN Commission on Education and Communication  |
| CEESP   | IUCN Commission on Environmental, Economic and Social Policy  |
| CEL     | IUCN Commission on Environmental Law  |
| CEM     | IUCN Commission on Ecosystem Management   |
| CIDA    | Canadian International Development Agency   |
| CITES   | Convention on International Trade in Endangered Species   |
| DG      | Director General  |
| ELP     | IUCN Environmental Law Programme<br>(includes the Environmental Law Centre & the Commission on Environmental Law) |
| IDRC    | International Development Research Centre   |
| IISD    | International Institute for Sustainable Development   |
| IUCN    | IUCN-The World Conservation Union   |
| KEGO    | Knowledge, Empowerment, Governance and Operations (the strategies followed in the IUCN Quadrennial Programme)     |
| KRA     | Key Result Area   |
| M&E     | Monitoring and Evaluation   |
| MoU     | Memorandum of Understanding   |
| PEP     | Pakistan Environment Project  |
| PNC     | Pakistan National Committee   |
| SSC     | Species Survival Commission   |
| SUSG    | Sustainable Use Specialist Group  |
| TRAFFIC | A joint conservation programme of WWF and IUCN that focuses on trade in wild plants and animals                   |
| UNDP    | United Nations Development Programme  |
| UNEP    | United Nations Environment Programme  |
| UNFCCC  | United Nations Framework Convention on Climate Change   |
| WCC     | World Conservation Congress   |
| WCMC    | World Conservation Monitoring Centre  |
| WCPA    | World Commission on Protected Areas   |
| WESCANA | The IUCN Programme in West and Central Asia and North Africa  |
| WRI     | World Resources Institute   |
| WWF     | World Wide Fund for Nature  |

---

# **Review of IUCN Pakistan Constituency, Programme and Management**

## **A Summary of the Report**

### **1. Summary and Conclusions**

The work of IUCN in Pakistan has been achieved in an atmosphere of political, economic and financial change and uncertainty and reflects the resilience and adaptability of IUCN in Pakistan (IUCNP). The current management systems have served the programme well, but it is now time to strengthen and adjust these systems to make the programme more relevant, effective and efficient to cope with the recent and rapid expansion of IUCNP.

The Review Team has made recommendations on how IUCNP can improve its undertakings with Members and Donors, programme and projects, and management and administration. The Review Team took into consideration the many strengths and the substantial achievements of IUCNP and also the challenges that it faces.

### **2. Introduction**

#### **2.1 Background to the Review**

The IUCN Pakistan Programme and Management Review (PMR) was undertaken at the request of the IUCNP Country Representative (CR) and the Regional Director (RD) to externally assess the progress made, and to improve the organisation in the wake of certain recent changes, including the transition from the founder Country Representative to an internally-recruited Country Representative.

IUCNP has steadily increased its portfolio and network among members and partners over the past many years. Despite working in an atmosphere of political, economic and financial change, IUCNP has been able to show resilience and adaptability. However, its programme and management needs further strengthening to make them more effective, relevant and efficient.

The PMR was designed to accomplish two key missions: provide input and observations on ways that IUCNP can become more effective in its work in Pakistan, and ensure that it is developing in a way that is consistent with the global efforts of IUCN.

Thus, key components of the PMR were to evaluate: Constituency and Governance; Programme; and Management. Being focussed on systems for organisational and programme performance, the PMR did not do a detailed technical review or evaluate individual staff.

#### **2.2 Objective and Key Tasks of the Review**

The objective of the PMR was to provide guidance to IUCNP on acquiring the capacity to:

- Optimise the pursuit of IUCN's mission and work in Pakistan through more effective interactions amongst the Secretariat, Members, Commissions, other partners and the wider conservation constituency;

- 
- Adjust strategic directions, focus, approaches, and content of the programme to ensure its relevance, efficiency and sustainability;
  - Make appropriate organisational changes in management approaches, structures, systems and processes to support the IUCNP's evolving programme and its institutional development needs.

The Key Tasks set for the review within the Terms of Reference were:

- **Programme** – Review the strategic directions, focus, approach, and content of the programme and make recommendations for improvements to ensure its relevance, efficiency, effectiveness and sustainability.
- **Constituency and Governance** – Review the nature and extent of current interaction between Programme, membership and commission structure of IUCN in Pakistan, advise as to how this relationship can be further nurtured, and how the programme might best support and engage the constituency in pursuing the Union's Mission in Pakistan.
- **Management** – Assess the efficiency, effectiveness, and relevance of the organisational structures (e.g. sub-national programme offices), mechanisms (e.g. Programme Review Group) and systems (programmatic, administrative, financial and human resource management), to support programme delivery and institutional development, and to make recommendations for changes, if any, as might be necessary and useful.
- In addition, the review was asked to consider issues relating to the 'hosting' of Asia Regional Sub-office and two Regional Thematic Programmes.

## 2.3 Methodology and Process

The review methodology comprised of internal team preparations, data collection, meetings and debriefings with the RD, CR and senior management of IUCNP, circulation of a questionnaire to select staff, semi-structured interviews with members, partners and donors and focus group sessions with staff in various locations. Results of on-going internal reflections and discussions conducted by the Senior Management Group (SMG) were also shared with the review team. The draft report was shared with IUCNP for internal review and comments before its finalisation.

## 2.4 Review Team and Steering Group

The review team comprised William Jackson, Head of IUCN Forest Conservation Programme, Khawar Mumtaz, Consultant, Garry Comber, Consultant and Stephen Martin, Superintendent of Denali National Park, Alaska, USA. Dr. Jackson, and Mr. Martin focused on the Programme, Ms. Mumtaz analysed Constituency and Governance issues, and Mr. Comber considered Organisational and Management aspects. Dr. Jackson was the Team Leader.

The Senior Management Group of IUCNP acted as the steering group for this review. The Country Representative and Regional Director also provided guidance where necessary prior to and during the review.

## 2.5 Timeframe

The review was conducted over a four-week period, split roughly between analysis of background material/write-up and field-work. The country visit was undertaken between 1<sup>st</sup> and 15<sup>th</sup> April 2001.

---

## **2.6 Limitations of the Study of IUCNP**

Given its large size and the complexity of its programme, coupled with the limited time available to the review team, it was not possible to undertake a more detailed review. Therefore, the review focussed more on key aspects and issues confining its interaction to Pakistan based staff and constituency. Thus, global and regional staff could not be met. In addition, the team could meet very few IUCN commission members.

The TORs for the review were very broad compared to the time available. This did not allow the desired level of discussion within the team, reducing the potential effectiveness of the review. However, it is hoped that subsequent discussions between the team and IUCNP should address this concern.

## **2.6 History of Previous Reviews**

Previously two Management Reviews (1993 and 1995) and one “mini Management Review” (1997) were undertaken by IUCNP to develop its management capacity to adjust to the changing internal and external programme environment. IUCNP has taken these reviews seriously and used them to refocus and adapt their management approach. The present review, unlike the previous three that focussed on management, reviews both the Programme and the Management structures of IUCNP.

## **3. Constituency and Governance Issues Emerging from the Analysis**

### **3.1 Perceptions, Expectations and Interactions of the Constituency with the IUCNP Programme – the Members’ View**

This section describes the perceptions and expectations of members and does not represent a set of recommendations by the review team. Those interviewed included representatives of 11 members, one potential and one previous member organisation and a few Commission members. It should be noted that the members’ views of IUCNP are based on their own priorities and level of interaction with IUCNP. Apparently, while they all value IUCN and its work, most either do not know or (nor always seek to know) the diversity of its activities. This is more so in case of NGO members with whom IUCNP has a less institutionalised relationship compared to the governmental members. The review team found that IUCNP’s engagement with members is fairly broad based. While it is more institutionalised with government members with non-government members it has been defined by their requests for technical expertise, information and even financial support. A few members have also been involved in programme implementation, for example in the NACS, ERNP, PEP and the District Conservation Strategies in the NWFP.

Overall, the members actively participate in IUCNP activities and acknowledged IUCNP and its staff as being responsive to their needs. They considered the IUCNP programme to be effective and relevant to the local context. The members had a strong understanding of IUCN’s mission and showed commitment to conservation and sustainable development. Key strengths were defined as IUCN’s neutral stance, ability to convene diverse groups, sound technical advice, credibility and integrity of staff.

Some members thought that IUCNP did not collaborate enough with its members on key issues. Others thought that it did not work enough at the grassroots level. The desire to have enhanced involvement in IUCNP’s programme and projects was also observed. Experience of some of the NGO members involved in programme implementation with IUCNP was found to be not entirely satisfactory. In their view, synergies did not develop as expected and perspectives at times differed pointing to

---

the need of greater conceptual clarity and agreement before the start of the project/programme.

The NGO members thought that IUCNP leaned too much towards the government. Some government members felt that there was not enough emphasis on building capacity of IUCN members, while others felt there was not enough emphasis on building institutional capacity of professionals in the country. Most members highlighted weak links to IUCN Commissions.

Members had a mixed view of what IUCNP should focus on, reflecting more on their own areas of interest. Several areas of work were suggested for IUCNP, with a note that it may link up with relevant members and partners rather than acquiring all necessary capacities. Some of the key areas of improvement suggested included: enhanced involvement of other parts of the Union (Commissions, regional and global programmes); improvement in the corporate image and identity of IUCNP (clarify what it is and what it can deliver); highlighting problems with short-term 'quick-fix' solutions that will have long term environmental and socio-economic consequences; facilitating transfer of appropriate technology (especially from South and South East Asia); support to enhancing Pakistan's capacity to meet obligations under international conventions; and disseminating IUCN publications more widely to universities, libraries and other stakeholders in Pakistan.

Some thought IUCNP should focus more on policy work rather than implementation. Others wanted a more active membership unit. Most members felt that there was a natural affinity and relevance to work with South Asia because of historical, cultural, linguistic and bio-geographical ties. Some also felt that IUCNP could perform a bridge building function between the Members of the West Asia and South and South East Asian Regions.

Some of the suggestions for improving linkages included technology transfer and academic exchanges, and potential support to South Asian Association for Regional Cooperation (SAARC).

Members thought that it was not necessary for IUCN to develop staff skills in all areas, but rather they should use and promote the skills of members and other key partners. Overall there was a view that IUCNP could strengthen relationship with members, including such things as joint projects, improve two-way sharing of information, data and lessons learned and promotion of debates, workshops, seminars and symposiums at national and regional forums. Several respondents felt that it was important for IUCNP to retain and expand the membership base. Suggestions for achieving this included the development of a dedicated membership unit and the development, maintenance and distribution of a profile of members and their expertise.

### **3.2 Perceptions, Expectations and Interactions of the Constituency with the IUCNP Programme – the Donors' View**

The perceptions, expectations and interactions of the donors who support the IUCNP Programme were elicited through semi-structured interviews.

Most of the donors interviewed felt that IUCN was a good partner, had used its unique position with resources, technical skills and presence in the country and had performed well under difficult circumstances. The high quality for its staff, work and financial systems were acknowledged and the current programme was considered suitable.

Generally the relationship between donors and IUCNP was seen by donors as being open, honest and rewarding and donors expressed appreciation at the good level of interaction between staff and generally high quality and timely reporting.



---

Several donors noted that there had been good improvement in the financial systems of IUCN. It was noted that IUCNP operates well despite many competing pressures. The focus of the current programme focus was considered suitable and IUCNP was generally considered to have done well with project implementation.

There were varying views on IUCNP's weaknesses. Several donors felt that the linkages between the IUCNP programme and the projects operated by IUCNP was not very clear and they found it difficult to understand the roles and responsibilities of various branches of IUCNP. One donor felt that IUCNP management was overly sensitive to criticism from donors. A few thought it was a complex organisation while many had little information on IUCN members and Commissions. Donors were mixed on how IUCNP managed gender issues or its use of deputed government staff.

Core donors of IUCNP wanted the IUCN-donor meetings to provide opportunities for linking up donor support through a donor consortium. A key issue that donors felt IUCNP could work to improve was the area of networking between the various constituencies. There were mixed views on whether IUCNP should implement projects directly or facilitate implementation and human and institutional development. Generally, donors felt that IUCN could more strongly encourage the government to link environment and development, for example by using the current drought to emphasize the fragility of life. The need to move from activity-based to result-based reporting was also mentioned. Most agreed that a focus on South Asia was more relevant compared to West or East Asia.

### **3.3 Halting and Reversing the Decline in IUCN Membership in Pakistan**

IUCNP has seen a decline in membership, mostly in the government sector. However, most members emphasised the need to retain government members. The following recommendations represent the considered views of the review team to address this issue.

#### **Recommendation 1: Halt and reverse the decline in IUCN membership in Pakistan.**

To do this, IUCNP should work with government departments and provincial governments to lobby for funds for fees as part of their annual budgets; explore payment in kind options (office space etc); engage the IUCNP membership in finding a solution; seek to build funds for fees into joint projects; and facilitate organisations with the potential and desire to become members of IUCN.

IUCNP should continue, and expand its efforts to engage IUCN members in the development, implementation and review of its programme. In particular, there is a need for the Secretariat to help the Pakistan National Committee (PNC) of IUCN to develop and implement a membership recruitment and retention strategy. IUCN should improve information exchange with them, promote debate on emerging issues, and link members to donors. It could, in consultation with Pakistan National Committee of IUCN, organise joint programme meetings.

Improving links with IUCN members would be enhanced if IUCNP established a dedicated Membership Unit within the Country Office and provided provincial offices with delegated responsibility for linking the IUCN programme with provincially based members.

#### **Recommendation 2: Establish a dedicated Membership Unit within the Country Office and provide the provincial offices with delegated responsibility for linking the IUCN programme with provincially based members.**

#### **Recommendation 3: Senior managers from the out-posted IUCN offices in Pakistan should be invited as observers to PNC meetings.**

---

The recently initiated links with IUCN Commissions needs further attention. There is a need for IUCNP to develop a strategy to include two components – the linking of activities in Pakistan to the IUCN international commission membership and the recruiting of commission members in Pakistan.

**Recommendation 4: Expand the involvement of Commission members in the IUCNP programme.**

**Recommendation 5: Approach commissions to establish clear links with IUCNP in order to actively engage the Members in Pakistan and to expand membership.**

**Recommendation 6: Explore ways to facilitate links between Pakistan-based members and the broader membership in South and South East Asia especially in the areas of knowledge and expertise relevant to Pakistan.**

**Recommendation 7: Develop and implement a strategy for strategic engagement with West Asia members, particularly Iranian members and members who have interests in common issues (water, coastal zone management, arid and semi-arid lands).**

## **4. Programme Issues Emerging from the Analysis**

### **4.1 Relevance of the Strategic Direction of the IUCNP Programme in Relation to Pakistan**

Responses show that the IUCNP programme and projects are considered relevant to the major concerns of the Pakistan conservation community. The IUCNP Strategic Framework and Quadrennial Plan, recent progress reports and the presentations by senior staff all indicate that the IUCNP programme is linked effectively to the overall IUCN Programme.

Many respondents noted that the operating environment presented considerable challenge to IUCNP in maintaining a relevant conservation programme. Some factors affecting the IUCNP Programme being: the political and economic "fallout" from nuclear testing; Pakistan's large national debt; the external political environment and border conflicts; governance problems; corruption and inefficiencies; poverty, and drought and water shortages.

While these issues present a considerable challenge, there are also a number of positive external factors that present opportunities. They include the present government's reform agenda (devolution, poverty alleviation, revival of the economy, etc.). The conditions under which IUCNP operates need to be constantly monitored and the relevance of the Programme needs to be evaluated periodically in relation to the changes in the situation. This is needed to: more effectively consider the relevance of the programme and project portfolio in relation to the importance of particular environment and sustainable development issues; maximising comparative advantage by remaining focussed on issues that it currently has, or can develop, the capacity to deal effectively; choose partners which bring most "added value"; and monitor signs indicating the need for organisational change.

### **4.2 Relevance of the IUCNP Strategic Direction**

IUCN has an excellent reputation in Pakistan, built over 15 years, and its Programme has been credited with having a substantial positive impact on the environment agenda in Pakistan.

---

The current Strategic Framework (2000 to 2005) identifies four 'key' strategic objectives:

1. To integrate environment and development
2. To support institutional and human resource development for the environment
3. To facilitate the creation of a supportive policy and legal framework
4. To increase popular support for the environment.

It was unclear to the Review Team whether the IUCN strategic and future looking programme is addressing the four strategic objectives effectively and was indeed focussing on the environment-development nexus. Many of the staff and donors who were interviewed found the IUCNP Strategic Framework document lacking in clarity, not delivering a clear focus and measurable call to action.

The Strategic Framework is not well understood by members, although they noted that there was consultation on its development. One of the key purposes for a strategic document is to communicate, inspire and focus the partnership efforts of an organisation. The current document falls short of doing this. A clear strategic document could be used to provide unambiguous direction on programme relevance to members and efforts to build the donor base and expand Commission networks. The Review Team wishes to emphasise that the main concerns with the strategic direction of IUCNP appeared to relate to the document, not to the implementation of the strategy.

The priorities of the IUCN programme were considered by most staff and members to be appropriate for 2001. However, there is considerable scope to adjust the programme to work with in 2002 and beyond to work with the Pakistan Government and members on issues such as climate change, water and environment, poverty and wealth, and environmental security. Many of these issues are being explored by IUCNP and the Review team encourages this. The IUCNP programme would benefit from expanding its strength in some priority areas including biodiversity and in some aspects of social sciences. The current emphasis on second and third phases of existing projects needs to be balanced with exploring new opportunities.

#### **4.2.1 Improving the Strategic Framework**

The review team recommends that the Strategic Framework document be revised to reflect various uses to which it can be effectively put and to enhance its communication value.

**Recommendation 8: The Strategic Framework can readily be improved by some clarification and repackaging into: an IUCNP Overview for public consumption; a Strategic Plan for IUCNP staff and partners; a Business Plan; and, Annual Performance Plans.**

The characteristics of each document are outlined in the main report. The preparation of these documents weave several important strands, such as: the global, regional and country programme; donors, members and commissions; staff; and public involvement.

**Recommendation 9: A more balanced IUCNP Programme be developed over the next 5 years to include a stronger focus on: the underlying causes of environmental degradation in Pakistan; the links between policy and practice; and, the relationships between and within the enabling environment, institutional and organisational arrangements and local natural resource use and management.**

---

#### 4.2.2 An Assessment of the Compatibility and Coherence of the Pakistan Programme with the Regional and Global Programmes

This aspect of the review could not be completed as the review team did not have sufficient time to interview regional and global staff of IUCN.

#### 4.3 Technical Capacity

Generally, there was a perception that over the years the capacity of technical program staff has eroded, but was now improving. This is substantiated by the understaffing in some technical units although efforts are underway to address this issue. Further, the current arrangements for provision of technical services by the units to various projects need a review allowing the technical staff to focus more on strategic and cutting-edge work and dispelling the feeling by project staff that thematic units were too expensive and sometimes were unable to provide good advice on time. The review notes that this issue is not confined to IUCNP, but is a common concern within many large conservation and development agencies. There is also a need for the IUCN Global Thematic Programmes and Commissions to work better with IUCNP.

The “harmonisation” process initiated globally to integrate country, regional and global thematic programmes into the IUCN intercessional plan now needs to continue to ensure that gaps are filled, overlaps are reduced and synergies are realised. IUCNP should work with the Asia Regional Programme and the Global Programme and Policy Team to explore means to better integrate IUCNP with the broader Union.

The current management system includes some very innovative and well developed institutional arrangements but the programme now needs to analyse where it is and where wishes to go. This information should then be used to build improved management systems that are more robust, yet flexible enough to cope with the demands of an organisation as large and complex as IUCNP.

#### 4.4 Capturing Opportunities

IUCNP should continue to evaluate and capture opportunities to develop new niches to further its mission and maintain its leadership role. The key factors include: the current skill mix in IUCNP needs examination; IUCNP management needs to create space for creative thinking and reflection; and a greater willingness to use outside expertise.

Opportunities exist to expand the programme and its funding base by “re-packaging” some of the existing work so that it becomes clearer to partners that IUCNP has the interest and expertise to deal with cross-cutting issues such as collaborative management and linking of poverty reduction and conservation.

**Recommendation 10: IUCNP should explore and build on opportunities to engage in activities that link conservation and sustainable development through both programmatic and project activities.**

#### 4.5 IUCNP Projects

In order to better manage its rapidly-growing project portfolio, IUCNP needs to put in place more adaptive systems, ensure enhanced participation of members and partners in its activities, better channels of communication to and from projects and delegation of appropriate authority to the field level.

The review team visited four projects (MACP, ERNP, mangroves and NACS) and considers them to be consistent with IUCN's global and regional programmes and KRAs/KEGO. The projects appeared to be relevant to the beneficiaries and partners.

---

However, the issue for IUCNP is not so much the design of the current projects but the continued effectiveness of project administration, project evaluation, capacity building and delivery of lessons learned. In addition, the projects need to be made part of the larger information flow system within IUCNP and the management structure more responsive to the special needs of project management.

**Recommendation 11: IUCNP should set up a management communications system to enhance communications between and amongst with the Country Office, the Provincial Offices, the field areas**

**Recommendation 12: An effective feedback system is essential to monitoring the full delegation of authority and ensuring manager accountability and should be agreed upon and made part of the annual performance appraisal of managers.**

**Project staff felt that there was not a clear transition process to hand over the long-term projects when donor funding ends. A good example of this is the mangrove project. IUCN should determine the future of the coastal programme and mangrove project. If this project is to continue, IUCNP needs to develop a new (second phase) project design and a funding strategy.**

## **4.6 Financing the IUCNP Programme**

IUCNP has a very strong project portfolio and it has been able to maintain this portfolio in spite of current difficulties with bilaterally funded projects in Pakistan. However, there are a few concerns, such as on the value of IUCNP's involvement in ERNP, funded by EU, which is a demanding donor expecting IUCN to comply with strict requirements without much room for flexibility. The project portfolio appears to be based primarily on the same model and approach of previous projects. There seems to be scope for IUCNP to explore new areas and issues for projects. The current portfolio is more of the previous work, leaving room for innovation based on learning from the past. It needs to think as to what would be an appropriate mix of field projects and other work (strategies, awareness raising, etc.) IUCNP also needs to work with donors to further build a consortium for conservation and sustainable development whilst locking donors into mid-term financing of IUCNP and supporting IUCN into remaining relevant and focussing on critical issues.

**Recommendation 13: The IUCNP fundraising strategy should be further developed to include a clear set of principles and guidance on the direction and size of fundraising efforts.**

The fundraising strategy needs to be further developed in the context of the strategic direction of the project portfolio, the expanding framework agreements, exploring opportunities for fundraising from the private sector and improving the sale of technical services.

## **5. Management Issues Emerging from the Analysis**

### **5.1 Programme Structures and Systems**

To cope with an expanded organisation, a diverse portfolio and the need to acquire a new strategic focus, changes in the management structure are warranted. The review found that some confusion exists over the philosophy and practice of management in IUCNP because of lack of clear role and function statements for various levels of management, and the mixing of participatory decision-making and matrix management. It was also found that there is a lack of clarity about the functional relationships between the Country Office, Units, Provincial Offices and Projects.

---

## 5.2 The Philosophy and Practice of Management in IUCNP

There seemed to be some confusion among staff on the authority to take management decisions. The review team noted that according to IUCN standard practise, the responsibility and authority to manage IUCNP rests with the CR who has been delegated this authority from the RD on behalf of the DG. Accordingly, at the country level, decisions made by the SMG, or any other staff, are made under the delegated authority of the CR.

## 5.3 Management Principles

The review team proposes that IUCNP articulates a set of management principles, based on: transparency and integrity; accountability and responsibility based on clear delegation of authority from the Country Representative; efficient and effective management systems; clear and regular communications between all levels (top to bottom, bottom to top and horizontally); a rewarding, nurturing, ethical work environment.

**Recommendation 14: IUCNP should promulgate a unified management philosophy and set of management principles within IUCNP.**

**Recommendation 15: IUCNP should revise all documents that define or refer to the roles of the Country Representative, other managers and IUCNP committees so that they are consistent with the management principles and provide a clear description of the applicable accountability and responsibility of all parties.**

## 5.4 Matrix Management

Matrix management has been a core management principle for IUCNP. Properly applied, matrix management can ensure optimum use is made of the knowledge, abilities and skills within an organisation. The principles of matrix management (building integrated work teams and assigning resources to fit changing strategies) should be employed by any organisation aiming to be effective and efficient.

Matrix management requires managers to be accountable to a single line manager for all aspects of management, including achievement of results. Appropriate expertise for a given initiative is accessed through a matrix system and tasks are done through teamwork. In IUCNP, the matrix system has been confused by unclear roles and functions, creation of multiple reporting lines and unclear delegation.

Functional reporting to various parts of the organisation (finance, administration, HR or a policy group) should be a standard practise based on policies and procedures approved by the CR. The project manager should be responsible to only one line manager who derives his/her authority from the CR. Individuals from other parts of IUCNP can be tasked to work on a project or activity based on mutual consent and agreement. This is how thematic staff become involved in project implementation.

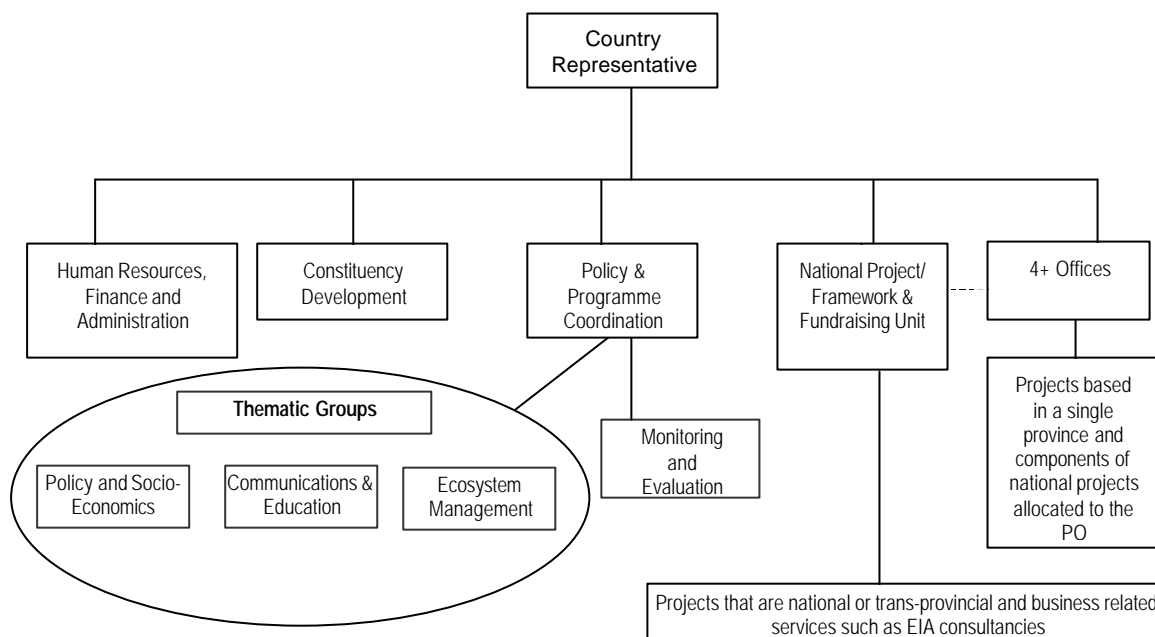
**Recommendation 16: With the help of external assistance, IUCNP should redefine its approach to matrix management, promulgate a definitive document on its use within IUCNP, and hold training/orientation sessions about the proper implementation of matrix management for both managers and staff.**

**Recommendation 17: In keeping with the above, IUCNP should immediately desist from the use of the concept and term, 'Additional Reporting Lines'.**

## 5.5 Suggested Management Model and Approach

The Review Team proposes the following model and approach which provides the basic elements of an adaptive programme management structure. The model proposed is not a blueprint, but it provides a conceptual model on which IUCNP can develop the programme.

**Recommendation 18: IUCNP should adopt a new Organisational Model taking into account the basic elements of the adaptive programme management structure described below.**



**Note: the units listed above will NOT necessarily be staffed with full time staff**

The above chart shows line management function- it DOES NOT show the need for regular and clear communication between units which is essential for effective management

**Recommendation 19: IUCNP should define new roles and responsibilities for all units of its new Organisational Model taking into account the comments and suggestions below.**

### 5.5.1 The Role of the Country Representative

Constituency relationships are an important part of the role of the Country Representative. One of the key functions of the position of Country Representative is to ensure that the relations with government, members, partners and donors are good. For IUCN to be an effective membership organisation the link between the Country Representative and the National Committee is vital. The CR is responsible and accountable for the delivery of the Programme and all decisions within IUCNP under authority delegated by the RD on behalf of the DG. The CR must also delegate appropriate authority to various management levels.

---

### **5.5.2 Policy, Programme and Evaluation Co-ordination**

This function is based in the Country Office and manages the thematic units. On behalf of the Country Representative, it prepares the annual Country Programme reports; compiles the Country Programme Workplan; undertakes programme and project planning work, as required; advises on the quality of IUCNP reports; commissions technical reviews of reports or issues, as requested; sets programme and Monitoring and Evaluation standards with the Programme Coordinating Committee; and ensures that lessons learned are captured through appropriate analysis and disseminated throughout IUCNP and other fora, as appropriate. This latter point is important as it is recognised that provincial and project-based groups are unlikely to ensure that key lessons are learned, internalised and communicated within IUCNP as a whole.

The Policy and Programme Coordination Division maintains links with the Asia Regional Programme Development Group.

### **5.5.3 The Thematic Group**

It is a part of the Policy and Programme Coordination and comprises three or more thematic units focussed on priority technical and cross cutting areas. They provide specialized technical support and contribute to making IUCNP a “learning” organisation.

The Review proposes three technical units: Ecosystem Management Unit; Policy and Socio-economic Unit and Communications and Education Unit.

### **5.5.4 Provincial Offices**

Provincial Offices were established as proposed by the second PMR (1996) as a decentralised consolidation model. This approach has not been fully implemented. Given the size and complexity of the Programme it is essential to build relevant capacities in Provincial Offices to continue with the decentralisation process.

**Recommendation 20: IUCNP should review the intent and status of Provincial Offices and consider decentralisation of certain administrative, financial and recruitment authorities and responsibilities with commensurate staffing.**

### **5.5.5 National Project/Framework and Fundraising Unit**

This Unit would be responsible for projects which are either “national” or cover more than one province. In case a provincial office does not exist, this Unit would also manage projects in that particular province. Services which are made available nationally (e.g. EIAs) would also be managed here.

This Unit would also collect, synthesise and provide useful information on funding opportunities made available by various donors, foundations and the private sector.

### **5.6.6 Constituency Development**

This Unit would assist the CR in supporting existing members and recruiting new ones. It would disseminate information to members and work closely with the PNC, relevant regional and global staff and maintain the IUCNP membership database.

### **5.6.7 Human Resources, Finance and Administration**

The review team does not suggest any changes to either Finance or Administration as organisational entities, but does suggest more delegation of authority of these



---

functions to the Provincial Offices. Recommendations related to the HR function are made later in the report.

## 5.7 Internal Governance

### 5.7.1 The Senior Management Group (SMG)

The SMG comprises of the CR, Policy and Programme Coordination, Managers of Provincial Office, National Project/Framework Unit Manager and Heads of HR and Finance. It advises the CR on matters such as: policies and strategies; fundraising; and budgets. SMG ensures regular communication between senior staff within a decentralised network. The CR would have the final decision, but would normally be guided by the advice of the SMG.

### 5.7.2 Programme Coordinating Committee (PCC)

The current PCC is very important but needs to be downsized to make it more effective. Managed by the Policy and Programme Coordination Division, it should comprise of Manager, Policy and Programme Coordination, Managers of provincial Offices, National Project/Framework Manager, heads of Thematic units and Managers of large projects with the CR as an ex-officio member. The PCC guides the IUCNP Programme by setting standards for the proper planning, implementation, monitoring and quality control of the programmatic and policy work.

## 6. Human Resources Issues Emerging from the Analysis

### 6.1 Management of the Human Resource Function

At the time of the review Human Resources function within IUCNP were in a state of transition. A new Human Resources Director had been appointed from within IUCNP and was due to assume her duties shortly.

**Recommendation 21: The position of Director of Human Resources should be a full time position with no other responsibilities that could cause a conflict of interest. The Director of Human Resources should be a member of SMG.**

The Review Team noted that IUCNP had encouraged staff to meet prior to the review in groups by level and to prepare comments for discussion with the Review Team. Therefore, the staff were well prepared for the review. This greatly facilitated the work of the Review Team. IUCNP indicated that they intended to continue to encourage such meetings in future.

**Recommendation 22: IUCNP should continue to facilitate and support staff meetings within various staff levels and within various offices and promote an open dialogue with staff on Human Resources issues.**

**Recommendation 23: IUCNP should consider establishing mechanisms, such as staff committees, that enable discussion on staff-related issues (views/concerns/grievances) between staff and management on an ongoing basis. Such staff liaison mechanisms need to have clear terms of reference and ensure an open and respectful dialogue.**

The Review Team would like to emphasise that IUCNP should seek to improve the balance between the need for a centralised Human Resources function (prudence and probity) versus the need for a decentralised Human Resources function (operational and project needs for efficiency).

---

**Recommendation 24: IUCNP should develop and promulgate an updated, formal conflict resolution policy (an appeal/grievance process) which should clarify the role of Human Resources staff, the appeals process (including documentation required), the role of the Regional Office in dispute resolution, and the role of the IUCN Ombudsman.**

Concerns were raised by staff on perceived anomalies related to salary levels and equity within and between levels. The PMR recognises the need to keep individual salary information confidential and the fact that permanent and temporary staff cannot be offered the same salaries with the latter receiving, at times, a “premium” due to lesser job security. The review recommends periodic updation of the salary scales.

**Recommendation 25: IUCNP should reassess its approach to the updating of its pay scales document, describe the approach in its Human Resources Manual, and make the pay scales document for permanent staff available upon request.**

## **6.2 Staff Perceptions**

Given the absence of a strong and supportive HR function in IUCNP, staff had developed various concerns. As is often the case, some of the staff concerns are probably valid and merit attention and action by IUCNP; some concerns may be dealt with through discussions and explanation; other concerns are probably beyond the capability of IUCNP to address, even if management agreed with the concern. These perceptions are summarised below.

### **6.2.1 Staff Roles in the Organisation**

Some project staff felt that there was too much centralisation and that their contribution was undervalued compared to management or thematic staff. Secretarial staff thought that despite being considered professional staff they are not treated as such.

**Recommendation 26: IUCNP should ensure that all new staff (including project staff) participate in a proper IUCNP orientation programme and that management and communications systems are conducive to the full integration of project staff into discussions on IUCNP policy and programming.**

### **6.2.2 Work Pressures and Expectations**

Staff have to put in long working hours which has an adverse impact on their productivity and family lives. While this may be seen as a necessity to meet project demands, IUCNP must find a better balance between work demands and the personal lives of staff in order to be seen as a good and caring employer.

### **6.2.3 Learning and Training Opportunities; Personal and Professional Growth; and Career Opportunities**

Many staff had comments about training and career development. Some professional staff mentioned the lack of a staff development vision at IUCNP that should include horizontal, as well as vertical, staff movements for career development purposes.

**Recommendation 27: IUCNP should enhance field and project staff participation in professional development/training, professional conferences and other opportunities for staff development.**

---

#### **6.2.4 Staff Appraisal and Incentive Systems**

Review of existing salary scales was proposed by most staff, more so by the support staff. Concern was also raised about the unevenness in the way managers undertook staff appraisal process.

**Recommendation 28: IUCNP should ensure proper supervisory training which would include sessions on the completion of staff appraisals and effective staff communications.**

#### **6.2.5 Work Environment**

Despite the above concerns, most staff generally enjoyed working for IUCNP and were committed to its cause. They valued the professional nature of senior staff; the fact that they were treated with respect; and that staff were committed to the IUCNP/project cause.

### **6.3 Brain Drain**

The question of 'brain drain' is complex and of serious concern to Pakistan which has experienced a large outflow of graduates from the country. In relation to IUCN and 'brain drain' there were mixed views. Some felt that IUCNP drains the government system of staff and that these staff do not always return to the government system. There has been considerable brain drain from IUCNP during 1999 and 2000, though it also includes staff who were either project staff whose contracts had expired or those who were terminated by IUCNP itself. The issue of some staff going to the Asia Region was also raised though it has also built capacities within IUCNP.

### **6.4 Integration of IUCNP Human Resources policies and systems with IUCN Asia Region**

In theory, country level Human Resources policies are supposed to be prepared within delegated authorities from the Region to the Country. For instance, the Region will have oversight responsibilities to ensure that Country Offices respect IUCN staffing policies and procedures that will shortly be contained in a Global Procedures Manual.

As time did not allow a full discussion of the integration of IUCNP Human Resources policies and systems with the Asia Regional Office, the Review does not provide any conclusions or recommendations on this subject.

### **6.5 Financial and Administration Systems**

#### **6.5.1 Financial Systems**

Concerns were raised with the Review Team about the centralised nature of financial systems and the frequency, accuracy and usefulness of financial reporting within IUCNP. Recognising the recent problems with the financial system due to the upgrade in software and the changes to the Chart of Accounts in IUCN as a whole, rather than making a specific recommendation on the adequacy of internal financial reporting, the review suggests that SMG review this on a periodic basis to ensure that internal financial management requirements of IUCNP are being met.

The Review Team believes that IUCNP should look for opportunities to put more responsibility and accountability for financial matters in the Provincial Offices while respecting the comptroller ship function of the Director of Finance. The current delegation to IUCNP appears to be reasonable under the new system of delegation of authority from the Region.

---

The team was not made aware of any problems with financial reports to donors, the Asia Regional Office, or IUCN HQ.

### **6.5.2 Administrative Services**

The limits of delegated purchasing power were questioned.

**Recommendation 29: IUCNP should reassess and update its delegated purchasing authority for Provincial Managers in the interests of operational efficiency.**

In general, all aspects of delegated authority should be reviewed in light of the new structure and responsibilities proposed in Sections 5.5 and 5.6 above.

Staff felt that administrative services were under-resourced in Karachi and in several provincial or project offices. This can be addressed by either building administrative positions into projects or assuring that the overhead rate which IUCN charges cover such administrative services.

## **7. 'Hosting' of the Asia Regional Sub-Office and the Two Regional Thematic Programmes**

IUCNP currently hosts the Asia Regional Sub-Office, the Regional Environmental Law Programme and the Regional Environmental Economics Programme in the Country Office. The PMR could not fully assess their impact and proposes a regional review for the purpose. The benefits to IUCNP of the financial and human resources devoted by it to the Asia Region need to be ascertained though apparently there is potential medium to long term benefit to IUCNP.

## **8. General Observations on IUCNP**

### **8.1 Gender**

Although the review was not specifically mandated to address the issue of gender, it was an issue that was raised by many of the people interviewed. Accordingly, the following notes provide a limited analysis of gender issues in IUCNP and some suggestions for improvement.

The review notes a number of commendable aspects such as: a process to integrate gender into projects via a gender action plan and indicators; gender sensitivity training for various levels of staff; placement of gender focal persons; adoption of the IUCN Gender policy and a part time gender focal point for IUCNP and the Region.

The Review Team was also advised that there are gender issues concerning the participation of women in project management/technical staff and that it was not easy for women, especially married women, to be employed in the field.

**Recommendation 30: The Review Team has the following recommendations on gender:**

- **The gender indicator process that has been put in place for projects, or a similar one, should be adapted and applied at the programme level.**
- **The current part-time gender focal position is not adequate for ensuring integration of gender issues throughout the programme. The policy and goals for gender need to be reconsidered by IUCNP management and steps taken to ensure their implementation.**

- 
- **IUCNP would greatly benefit from linking to members and partners in Pakistan and the broader region who have a good track record on gender issues.**
  - **Recruitment procedures need to follow more transparent and rigorous procedures to ensure equal employment opportunities.**
  - **IUCNP management needs to improve the staff gender balance at all levels.**
  - **There is a need to improve working conditions and security for women working in remoter areas and to cater to special needs for the professional development of women within IUCNP.**

## **8.2 Social Issues**

Despite being key to the implementation of the IUCNP Programme, social science capacity was found to be low particularly on sociology and anthropology. This capacity needs to be enhanced by recruitment, linkages with relevant Members and Commission members and having contractual components in projects.

- **Recruitment procedures need to follow more transparent and rigorous procedures to ensure equal employment opportunities.**
- **IUCNP management needs to improve the staff gender balance all levels.**
- **There is a need to improve working conditions and security for women working in remoter areas and to cater to special needs for the professional development of women within IUCNP.**

## **9. Conclusions and Recommendations**

All recommendations have been provided in the text of this summary. Instead of repeating them here, a matrix has been provided that summarises the recommendations and provides a basic framework for developing an action plan to respond to the review.