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Full Item Register Number [auto]   **CF/RAI/NYHQ/DPP/RAM/2002-00691**

ExRef: Document Series/Year/Numb   **CF/EXD/IC/1990-018**

Record Item Title

Evaluation and Analysis of UNICEF's External Relations Policies and Functions, from Marco Vianello-Chiodo, 31 May 1990, (Essential Document), Part 3 of 3.

Date Created/ Date on Item	*Date Registered*	*Date Closed/Superceeded*
31-May-1990	30-Dec-2002	

Primary Contact	Marco Vianello-Chiodo (Special Adviser UN Reform a
Owner Location	Record & Archive Manage Related Functions=80669443
Home Location	Record & Archive Manage Related Functions=80669443
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Container Record	CF/RAF/USAA/DB01/2002-09007
Container Record (Title)	Essential Documents Binder (Volume 1)

N1: Numb of Pages	*N2: Doc Year*	*N3: Doc Number*
82	0	0

Full GCG Code Plan Number
Record GCG File Plan

Da1:Date Published	*Da2:Date Received*	*Date 3*	*Priority*

Record Type   A01 Item Corr - CF/RAI/NYHQ/DPP/RAM was ITD/RAM

Electronic Details   No Document   *DOS File Name*

Alt Bar code = RAMP-TRIM Record Number   **CF/RAI/NYHQ/DPP/RAM/2002-00691**

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UNICEF

EXTERNAL RELATIONS EVALUATION

Analysis of Field Office responses
to the questionnaire on UNICEF's
external relations

This empirical study investigates the
views and perceptions of field
offices about the effectiveness of 23
activities on strengthening programme
performance, advocacy and generating
additional resources for children

by Habib N. Hammam

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Executive Summary of Main Findings

1. The questionnaire sought the opinions of field
offices about 23 types of external relations
activities reflecting 5 functional areas of external
relations a) high visibility programme thrusts (b
mobilisation c) alliances d) information tools and
communication methods e) special and global events.

2. Without exception, the various functions and
related activities were considered to have been
highly effective as advocacy. About half of the
activities were considered to have been highly
effective in strengthening programme performance,
but very few activities were considered by the
respondents to be highly effective in generating
additional resources for children.

3. The following activities were considered to have
been the most effective in strengthening programme
performance:

    1)   The Child Survival and Development
        Revolution (as a high visibility programme
        thrust)
    2)   Universal Child Immunization by 1990
    3)   Mobilising local groups and organizations
    4)   Mobilising high level political leaders
    5)   The use of radio productions for
        information/communication
    6)   Collaboration with Non-Governmental
        Organizations

4. The following activities were considered to have been the most effective as advocacy:

    1) Mobilising high-level political leaders
    2) Child Survival and Development Revolution
    3) UCI 1990
    4) Radio productions
    5) Television/video productions
    6) Mobilising local groups and organizations
    7) Speeches, presentations, exhibits
    8) Media launches and media events
    9) Newspaper and magazine articles
    10) Collaborating with NGOs

5. The following activities were considered to have been the most effective in generating additional resources:

    1) UCI 1990
    2) CSDR
    3) Collaboration with NGOs
    4) Mobilising high level political leaders
    5) Mobilising local groups and organisations
    6) Sportaid.

6. Fifty-five percent of the respondents considered that UNICEF staff did not understand UNICEF's external relations policies and functions clearly or clearly enough.

7. Sixty-nine percent of the respondents considered that Government Officials did not understand UNICEF's external relations policies and functions clearly or clearly enough.

8. The personal visits of the Executive Director
were considered to be the most effective service
from Headquarters in support of field offices
external relations functions and activities. The
State of the World's Children Report and activities
related to it were considered to be the next most
important services, and information support services
particularly for publications, radio and video
productions as the third most effective service
rendered by Headquarters.

9. The personal visits of the Regional Director to
the countries in their region were singled out much
more than anything else as being the most effective
service rendered by regional offices in support of
field office external relations functions and
activities.

10. The most frequently mentioned recommendations
about external relations functions and activities in
the future dealt with making these functions and
activities more relevant and effective to countries
and communities by re-enforcing the country approach
and using the country programming process as the
framework/instrument of conducting external
relations. Setting a few clear goals for the future
and greater participation of field offices in
formulation of goals were mentioned, as well as
training in planning and implementing external
relations.

11. A table of highlights at a glance follows, as
part of this executive summary. It allows a quick
and superficial look at the figures but conclusions
should be based on the tables and text in the body
of the report.

Highlights* at a Glance of the Most Effective and Least Effective External Relations Activities as rated by 75 Field Offices

	Excellent and Very Good Effect on			No Significant Effect** on		
	Programmes	Advocacy	Resources	Programmes	Advocacy	Resources
CSDR	89%	86%	59%	0%	1%	1%
UCI 1990	81%	86%	70%	3%	0%	3%
AWHF	29%	64%	12%	26%	8%	60%
Bamako	25%	40%	16%	45%	32%	62%
Top political leaders	63%	87%	39%	8%	4%	26%
Private sector leaders	35%	47%	22%	41%	27%	49%
Local groups/ organisations	74%	80%	35%	3%	3%	32%
Regional summits & groupings	34%	68%	10%	36%	17%	52%
Parliamentarians/ lawmakers	33%	63%	15%	36%	17%	54%
Professional assoc/ labour unions	47%	64%	12%	17%	7%	59%
Artists & intellectuals	31%	57%	15%	24%	9%	53%
Religious institutions	46%	55%	·18%	14%	10%	45%
NGOs	60%	72%	54%	7%	3%	17%
Publications	54%	68%	12%	13%	6%	52%
Newspaper/magazine articles	43%	73%	17%	27%	7%	55%
Radio productions	63%	83%	12%	9%	1%	60%
Television/video	54%	80%	28%	6%	1%	46%
Speeches/ presentation/ exhibits	43%	77%	24%	12%	3%	48%
Celebrity goodwill ambassadors	28%	64%	21%	40%	12%	41%
Music/sports events	18%	50%	16%	42%	11%	40%
Media launches/ media events	44%	76%	18%	29%	2%	61%
Sportaid	28%	54%	35%	56%	24%	39%
First Earth Run	24%	50%	27%	54%	29%	60%

* Highlights only. For complete information see Tables and text.
** Ratings of negative effect, if any, are included.

UNICEF
External Relations Evaluation
Report on the Questionnaire to Representatives
and Assistant Representatives

Explanation and Introduction:

Seventy-five field offices out of 106 responded to the questionnaire, and this report reflects their views and perceptions. The following explanation may be helpful in understanding the results.

Most questions asked to rate the <u>actual effect</u> of certain external relations activities on a) strengthening programme performance, b) advocacy and c) generating additional resources. These were defined as follows:

a) <u>Strengthening Programme Performance:</u> Bringing more and better services for children in the programmes with which UNICEF is cooperating.

b) <u>Advocacy:</u> Better understanding of child issues and increasing the priority of action for children.

c) <u>Generating Additional Resources:</u> Adding new or more financial, material or technical resources that impact children whether through UNICEF or not.

The ratings of actual effectiveness were on a range of five options: <u>Excellent, Very good, Good, No significant difference, Negative.</u>

The activities rated were mostly grouped into clusters corresponding to functional areas as follows:

- High visibility programme thrusts
- Mobilization of leaders and groups
- Alliances
- Information/communication methods and tools
- Special and global events

Using simple statistical averages, the initial analysis showed that responses to most questions tended to hump around the middle of the range of possible ratings. While choosing the middle or neutral ground is a normal and frequent phenomenon in questionnaires of this kind, sensitivity is dulled and the issues get obscured and become less evident.

In this analysis a very conservative approach has been adopted by considering the rating of "good" whenever it was chosen, to be a neutral rating. In this sense, "good" was considered a normal expectation. This made it possible to see more clearly activities which were very good or excellent and activities which did not make a significant difference or had a negative effect. Although the rating of "good" was neutralized in the analysis, it was nevertheless retained in the tables in case readers wished to pursue a less conservative approach.

This report is mostly a presentation of factual evidence based on what the statistical figures indicate, letting the figures speak very eloquently for themselves. There is very little interpretation of the facts, or subjective conjecture about causes, and what may lie behind the facts. But the data obtained from the questionnaire is very rich and continues to yield more information as it is subjected to different analytical approaches and statistical techniques of investigation. For the overall purpose of the evaluation of UNICEF's external relations the results and findings from this research do not stand alone, but in combination with findings from the other research methods used, particularly the in-depth interviews with assisted and donor governments, field offices, National Committees, NGOs, and Headquarters, may contribute to understanding the overall picture. In the same way findings from the other researches undertaken will be very helpful in interpreting the factual evidence resulting from this study.

Special thanks are due to Mrs. Anita van der Kloet who made the layout of the questionnaire so attractive that it no doubt contributed to the big number of responses and to Ms. Suzuka Sugawara and Mrs. Daniela Caspar-Zacek for producing the initial statistics, and to Ms. Adriana Vink for her expertise in putting the field offices responses on the computerized data base and producing the vast array of tables. Last but not least thanks are due to Dr. Carl Taylor, and other members of the evaluation team for their comments and helpful advice.

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Habib N. Hammam
10 October 1989
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1.   The Effect of High Visibility Programme Thrust

Table 1.1
The effect of high visibility programme thrusts
on strengthening programme performance

	Very good or Excellent	Good	No significant difference	Negative	No. of respondents
CSDR	88.9%	11.1%	0.0%	0.0%	72
UCI 1990	81.4%	16%	2.7%	0.0%	75
AWHF	29.4%	41.2%	26.5%	2.9%	68
Bamako	25.0%	29.2%	37.5%	8.3%	48

1.1   The vast majority of respondents found that high visibility
programme thrusts such as CSDR and UCI had excellent or very good
effects on strengthening programme performance (see table 1.1)
88.9% said that CSDR had an excellent or very good effect and 81.4%
said that UCI 1990 had an excellent or very good effect on
programmes.

Adjustment with a Human Face and the Bamako Initiative had more
mixed reactions than CSDR and UCI. 29.4% rated AWHF as having an
excellent or very good effect on programmes, while 26.5% said that
it did not have a significant effect on their programmes. So also
for the Bamako Initiative 25.0% saw it as having an excellent or
very good effect, but 37.5% also did not see that the Bamako
Initiative as having had a significant effect on programmes. It
should be noted that although the Bamako Initiative is chiefly
focused on countries in Africa, 21 of the 48 respondents to this
question were from the UNICEF regions other than Africa. Taking
into consideration only the 27 African field offices that responded
to this question, 12 respondents or 44% of the African respondents
considered that it had a very good or excellent effect on
programmes, while 5 countries or 18% considered that the Bamako
Initiative had not made a significant difference.

Table 1.2
The effect of high visibility programme thrusts on advocacy

	Very good or Excellent	Good	No significant difference	Negative	No. of respondents
CSDR	86.5%	10.8%	1.4%	1.4%	74
UCI 1990	86.5%	12.2%	1.4%	0.0%	74
AWHF	64.3%	26.8%	8.5%	0.0%	71
Bamako	40.0%	28.0%	28.0%	4.0%	50

1.2. As for the effect of high visibility programme thrusts on <u>advocacy</u>
(see Table 1.2) 86.5% of field offices considered both CSDR and UCI
1990 to be very good or excellent. Adjustment with a Human Face
came in second with 64.3% considering it very good or excellent.
40.0% of all respondents saw the Bamako Initiative as being a very
good or excellent effect on advocacy and 28.0% did not consider
that the B.I. had had a significant effect on advocacy. However,
taking into consideration only the respondents from Africa, 60.7%
considered B.I. to be very good or excellent advocacy and 10.7%
considered that it did not make a significant difference on
advocacy.

Table 1.3
**The effect of high visibility programme thrusts on
generating additional resources**

	Very good or Excellent	Good	No significant difference	Negative	No. of respondents
CSDR	59.4%	29.0%	10.1%	1.4%	69
UCI 1990	70.4%	23.9%	2.8%	2.8%	71
AWHF	12.5%	28.1%	54.7%	4.7%	64
Bamako	15.9%	22.7%	54.5%	6.8%	44

1.3 In terms of their effect on generating additional resources (see
table 1.3), UCI has had the greatest effect (70.4% very good or
excellent), followed closely by CSDR (59.4% rating it as very good
or excellent). Both AWHF and BI were seen as less successful in
this respect. 54.7% did not see that AWHF made a significant
difference for them. For the Bamako Initiative, 54.5% did not
consider that it had made a significant difference on generating
additional resources. Taking into consideration the responses from
Africa, 28% considered BI to be excellent or very good while 40%
saw that it made no significant difference in generating additonal
resources.

1.4 __General Conclusion__ about high visibility programme trusts.

High visibility programme initiatives generally have positive effects on programme performance, advocacy and generating additional resources. The Child Survival and Development Revolution and UCI 1990 are seen as particularly successful all around. In trying to find out why AWHF and B.I. did not have more impact on programmes and on generating additional resources no particular pattern could be found on the basis of the GNP per capita or the Under Five Mortality Rate. One possible explanation is that these programme thrusts are relatively recent and need more time to mature and show results in a proportionally high number of countries.

2. What is the actual effect of mobilization activities on strengthening programme performance, advocacy and generating additional resources

- mobilizing highest level political leaders
- mobilizing leaders in the private sector
- mobilizing local groups and organizations

Table 2.1
The effect of mobilisation activities on strengthening programme performance

	__Very good or Excellent__	__Good__	__No significant difference__	__Negative__	__No. of respondents__
Mobilising top leaders	63.4%	28.4%	8.2%	0.0%	74
Leaders in private sector	34.8%	24.2%	37.9%	3.0%	66
Local groups/ organisations	74.3%	23.0%	2.7%	0.0%	74

2.1 It is clear (see table 2.1) that field offices consider mobilizing local groups and organizations as being most supportive of __programme performance__ (74.3% gave a rating of very good or excellent). Mobilizing the highest level political leadership is also effective in strengthening programme performance, with 63.4% considering this aspect as being excellent or very good. Mobilizing the private sector is also supportive of programme performance, but to a considerably lesser extent, with 34.8 of respondents giving this a rating of very good and excellent, while 37.9% thought that it had not made a significant difference.

Table 2.2
The effect of mobilisation activities on advocacy

	Very good or Excellent	Good	No significant difference	Negative	No. of respondents
Mobilising top leaders	87.1%	9.6%	4.1%	0.0%	73
Leaders in private sector	46.9%	26.6%	25.0%	1.6%	64
Local groups/ organisations	79.7%	17.6%	2.7%	0.0%	74

2.2 Mobilizing highest level political leaders and local groups and organizations is also very effective advocacy. (see table 2.2) 87.1% of respondents considered high level mobilization to be very good or excellent for advocacy and 79.7% considered mobilizing local groups and organizations to have this effect. Again the private sector also has a positive effect 46.9% considering it very good or excellent although 25.0% did not think the private sector had made a significant difference in advocacy.

Table 2.3
The effect of mobilisation activities on generating additional resources

	Very good or Excellent	Good	No significant difference	Negative	No. of respondents
Mobilising top leaders	38.6%	35.7%	25.7%	0.0%	70
Leaders in private sector	22.2%	28.6%	44.4%	4.8%	63
Local groups/ organisations	34.8%	31.9%	31.9%	1.4%	69

2.3 In terms of generating additional resources however, (see table 2.3) the effect of this kind of mobilization is seen to be good, though less effective than for programme or advocacy. 38.6% considered mobilizing top leaders to have a very good or excellent effect on generating additional resources while 25.7% thought that this did not make a significant difference. 34.8% considered mobilizing local groups and organizations to be very good or excellent for generating additional resources while 31.9% thought that this did not make a significant difference. Efforts for the private sector still seem to be less effective with 44.4% considering that efforts in this area have not made a significant difference.

2.4 <u>General Conclusion</u> about mobilizing top leaders, local groups and the private sector

Mobilizing political leaders and local groups and organizations are seen as very supportive of programme performance and advocacy. While mobilizing local groups and organizations have the greater positive effect on programme performance, mobilizing top leaders is seen as most effective for advocacy. Both these aspects of mobilization have a positive but lesser effect on generating additional resources.

Mobilizing leaders in the private sector is also generally positive although the actual effect on programme performance, advocacy and generating additional resources is less than mobilizing high level leaders or local groups and organizations.

As a Footnote, it is perhaps worth noting that field offices consider that mobilization of high level leaders is achieved with moderate costs to the field office in terms of time and money. (see paragraph 8)

3. **What is the actual effect of Global and Regional Alliances for children on programme performance, advocacy and generating additional resources (at country level)**

   - Regional summits and political groupings
   - Parliamentarians and lawmakers
   - Professional associations and labour unions
   - Artists and intellectuals
   - Religious institutions
   - NGOs

Table 3.1
The effect of alliances on programme performance

	Very good or Excellent	Good	No significant difference	Negative	No. of respondents
Regional summits & political groupings	34.0%	30.0%	32.1%	3.6%	56
Parliamentarians & lawmakers	32.7%	31.0%	34.5%	1.7%	58
Professional associations & labour unions	47.5%	35.6%	16.9%	0.0%	59
Artists & intellectuals	30.9%	43.9%	23.6%	1.8%	55
Religious institutions	46.5%	39.7%	13.8%	0.0%	58
NGOs	59.7%	32.8%	7.5%	0.0%	67

3.1 The alliances which are perceived to be most effective in strengthening programme performance (see table 3.1) are first and foremost alliances with NGOs (59.7% very good and excellent) followed by professional associations and labour unions (47.5% very good or excellent) and religious institutions (46.5% very good or excellent).

As for regional summits and political groupings the responses were mixed with 34.0%, finding them to have a very good or excellent effect on programme performance while 32.1% considered that these did not make a significant difference. 32.7% found alliances with parliamentarians and law makers to have an excellent or very good effect on programme performance while 34.5% did not see a significant difference. As far the meetings of Artists and Intellectuals 30.9% rated them excellent or very good while 23.6% did not feel that they made a significant difference in programme performance.

Table 3.2
The effect of alliances on advocacy

	Very good or Excellent	Good	No significant difference	Negative	No. of respondents
Regional summits & political groupings	68.4%	14.0%	17.5%	0.0%	57
Parliamentarians & lawmakers	63.4%	20.0%	16.7%	0.0%	60
Professional associations & labour unions	63.9%	29.5%	6.6%	0.0%	61
Artists & intellectuals	57.1%	33.9%	8.9%	0.0%	56
Religious institutions	55.2%	34.5%	10.3%	0.0%	58
NGOs	72.1%	25.0%	2.9%	0.0%	68

3.2 In terms of the effect of these alliances on Advocacy (see table 3.2), NGOs also lead the way with 72.1% of field offices considering this to be very good or excellent.

Mobilizing regional summits and regional political groupings were on the one hand found very effective with 68.4% of field offices finding these activities to have a very good or excellent effect on advocacy and on the other hand 17.5% did not consider these to make a significant difference. Alliances with parliamentarians and lawmakers showed mixed results, 63.4% excellent or very good and 16.7% no significant difference. Alliances with Professional Associations and Labour Unions were a bit more positive with 63.9% in very good and excellent and 6.6% expressing no significant difference.

More than half (57.1%) found meetings of <u>Artists and Intellectuals</u> to be very good or excellent for advocacy and 55.2% put collaboration with religious institutions as being very good or excellent for advocacy.

Table 3.3
The effect of alliances on generating additional resources

	<u>Very good</u> or Excellent	<u>Good</u>	<u>No significant</u> difference	<u>Negative</u>	<u>No. of</u> respondents
Regional summits & political groupings	9.6%	38.5%	46.2%	5.8%	52
Parliamentarians & lawmakers	15.3%	32.8%	48.1%	5.8%	52
Professional associations & labour unions	12.5%	28.6%	53.6%	5.4%	56
Artists & intellectuals	15.1%	32.1%	43.4%	9.4%	53
Religious institutions	17.9%	37.5%	41.1%	3.6%	56
NGOs	53.9%	27.7%	16.9%	1.5%	65

3.3   Except for alliances with NGOs which continue to prove to be quite positive, the effectiveness of various alliances on generating additional resources (see table 3.3) seems to be much more limited than their effect on programmes and advocacy.

More than 50% of respondents considered alliances with NGOs to have a very good or excellent effect on generating additional resources. In contrast, <u>for all other categories of alliances</u> 40 to 50% of respondents thought that these alliances did not make a significant difference for generating additional resources.

3.4   <u>General Conclusions</u> about the effect of alliances with various groups

-    Alliances with NGOs are the most effective in the areas of strengthening programme performance, advocacy and generating additional resources.

- Except for NGOs, the limited effect of the different types of
  alliances on generating additional resources is in sharp contrast
  with their positive effect on programmes and advocacy. NGOs
  continue to stand out as being more successful in this field.

4. **What is the actual effect of some information and communication methods
   and tools?**

   - Publications (books etc.)
   - Newspaper and magazine articles
   - Radio productions
   - Television/video
   - Speeches/Exhibits/Presentations

Table 4.1
The effect of information and communication methods on advocacy

	Very good or Excellent	Good	No significant difference	Negative	No. of respondents
Publications	68.1%	26.4%	5.6%	0.0%	72
Newspaper and magazine articles	73.2%	19.7%	7.0%	0.0%	71
Radio product ions	82.9%	15.7%	1.4%	0.0%	70
Television/ video	80.3%	18.2%	1.5%	0.0%	66
Speeches/ exhibits/ presentations	77.1%	20.0%	2.9%	0.0%	70

4.1 All these methods were considered to be highly effective tools of
    advocacy (see table 4.1). Ratings of very good to excellent ranged
    from 68.1% in the case of publications to 82.9% for
    television/video, with television/radio and newspaper articles and
    exhibits/speeches rating high also, as having a very good or
    excellent effect on advocacy.

Table 4.2
The effect of information and communication methods
and tools on programme performance

	Very good or Excellent	Good	No significant difference	Negative	No. of respondents
Publications	54.3%	32.9%	12.9%	0.0%	70
Newspaper and magazine articles	43.5%	29.0%	27.5%	0.0%	69
Radio productions	62.9%	28.6%	8.6%	0.0%	70
Television/ video	53.8%	40.0%	6.2%	0.0%	65
Speeches/ exhibits/ presentations	42.6%	45.6%	11.8%	0.0%	68

4.2   These same information and communication methods also received
quite high ratings in terms of their effect on strengthening
programme performance (see table 4.2), with radio productions
receiving the highest rating (62.9% very good and excellent effect)
and all other categories above 42% as having a very good and
excellent effect on programme performance. 27.5% of respondents,
however, felt that newspaper articles did not have a significant
effect on programme performance.

Table 4.3
The effect of information and communication methods
and tools on generating additional resources

	Very good or Excellent	Good	No significant difference	Negative	No. of respondents
Publications	12.5%	35.9%	46.9%	4.7%	64
Newspaper and magazine articles	17.2%	28.1%	50.0%	4.7%	64
Radio productions	12.4%	27.4%	56.5%	3.2%	62
Television/ video	27.8%	26.2%	45.9%	0.0%	61
Speeches/ exhibits/ presentations	23.8%	28.6%	44.4%	3.2%	63

4.3   While these methods and communication tools were perceived as
having such very good and excellent effect on advocacy and
programme performance, they were perceived to make little
difference in terms of generating additional resources. The
ratings of no significant difference in terms of generating
additional resources are in table 4.3

The above results notwithstanding, 27.8% of respondents considered television/video to have a very good or excellent effect on generating additional resources and 23.8% considered speeches/exhibits/presentations as having an excellent or very good effect. Generally however, these tools were not considered to be effective in generating additional resources by 44-56% of the respondents.

5. Asked to rank the publications (local or H/Q produced) that have been the most effective in providing overall support for programmes, advocacy and mobilising additional resources, the State of the World's Children Report was ranked number one and number two considerably more than any other publication. Table 5 below lists the publications frequently mentioned and the order of priority.

Table 5

	Ranked 1	Ranked 2	Ranked 3	Ranked 4	Total
SOWCR	44	19	4	3	70
Country Situation Analysis	11	5	5	1	22
Adjustment with Human Face	4	12	7	11	34
Facts for Life	3	4	5	4	16
Children on Front Line	1	3	1	3	8
Country Annual Report	0	2	6	4	12
Carnet d'Enfance	0	3	3	2	8

6. What is the actual effect of global or special events (in which you have participated) on programme performance, advocacy and generating additional resources.

   - celebrity supporters/goodwill ambassadors
   - music events/sports events
   - media launches and media events
   - sportaid
   - first earth run
   - other

   (It should first be noted that there was a smaller number of respondents to this question based on field offices actual participation or not in the various types of special and global events).

Table 6.1

The effect of global and special events on advocacy

	Very good or Excellent	Good	No significant difference	Negative	No. of respondents
Celebrity supporters & goodwill ambassadors	63.6%	24.2%	12.1%	0.0%	33
Music/sports events	50.0%	38.9%	11.1%	0.0%	36
Media launches & events	75.6%	20.4%	2.0%	2.0%	49
Sportaid	54.5%	21.2%	18.2%	6.1%	33
First Earth Run	50.0%	20.6%	23.5%	5.9%	34

6.1   The various types of global and special events were found by field offices to have a very good or excellent effect on Advocacy, with fairly high ratings, while some also found that these activities make no significant difference. (See table 6.1) It can be clearly seen from the above figures that media launches and media events were found to be most effective for advocacy 75.6% very good and excellent, followed by visits of celebrity supporters and goodwill ambassadors. (63.6% very good and excellent). Sportaid, music and sports events and first earth run were also seen by 50% or more of the respondents to have a very good or excellent effect on advocacy, while 23.5% said FER did not make a significant difference and 18.2% said Sportaid did not make a significant difference. Sportaid and FER also received some negative ratings.

6.2   As for the effect of these types of special events activities on strengthening programme performance, the results were as follows (table 6.2)

Table 6.2

The effect of global and special events on strengthening programme performance

	Very good or Excellent	Good	No significant difference	Negative	No. of respondents
Celebrity supporters & goodwill ambassadors	28.2%	31.3%	37.5%	3.1%	32
Music/sports events	18.2%	39.4%	39.4%	3.0%	33
Media launches & events	43.8%	27.1%	29.2%	0.0%	48
Sportaid	28.1%	15.6%	46.9%	9.4%	32
First Earth Run	24.2%	21.2%	42.4%	12.1%	33

Except for media launches and media events which 43.8% found to have very good and excellent effect on programme performance, less than one third of the respondents found any of the other global and special events to have a very good or excellent effect on programme performance, while between 30 and 40 percent found these events not to make any significant difference on programme performance. A negative effect was perceived by 12.1% of the respondents in the case of First Earth Run and by 9.4% of the respondents in the case of Sportaid.

6.3   The effect of global and special events on generating additional resources

Table 6.3
The effect of global and special events
on generating additional resources

	Very good or Excellent	Good	No significant difference	Negative	No. of respondents
Celebrity supporters & goodwill ambassadors	20.6%	37.9%	37.9%	3.4%	29
Music/sports events	15.7%	43.8%	31.3%	9.4%	32
Media launches & events	18.2%	20.5%	59.1%	2.3%	44
Sportaid	35.5%	25.6%	25.8%	12.9%	31
First Earth Run	26.6%	13.3%	40.0%	20.0%	30

Less than one third of field offices found any of the special events to have a very good or excellent effect on generating additional resources while a relatively larger proportion believed that these events did not make any difference. Media launches and media events were singled out by 59.1% as making no significant difference. For First Earth Run 26.6% of offices considered it to have a very good or excellent effect on generating additional resources, and 40.0% saw it as making no significant difference and 20.0% considered that it had a negative effect in this field. For Sportaid, 35.5% considered it very good or excellent in terms of generating additional resources, 25.8% said it made no significant difference and 12.9% said that it had a negative effect.

6.4   General Conclusion about special and global events.

Special and global events are considered to have a very good and excellent effect on advocacy, but are very largely seen as making no significant difference in strengthening programme performance or generating additional resources. In this connection, it is perhaps important to bear in mind that more than half of the respondents considered special and global events to have significant or major costs to them in terms of money and staff time. (See paragraph 8)

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7. **The effect of the Greeting Card Operation on advocacy and fundraising**

Table 7
The effect of Greeting Card Operation on
Advocacy and Fundraising

	Very good or Excellent	Good	No significant difference	Negative	No. of respondents
Advocacy	50.0%	36.1%	12.5%	1.4%	72
Fundraising	22.8%	40.0%	34.3%	2.9%	70

Half of the respondents considered the greeting cards to have an
excellent or very good effect on advocacy. As for fundraising, 22.8%
found the greeting cards to be very good or excellent while 34.3%
considered that they did not make a significant difference. It is
important to keep in mind that 66.2% of field offices considered that
they only incur moderate or minor costs in money and time to conduct the
greeting card operation. (see paragraph 8)

8. **The relative costs to field offices in terms of money and staff time for
supporting the following types of external relations activities;**

	Major Cost	Significant	Moderate	Minor	No. of respondents
Mobilising high level political leaders	10.4%	31.3%	32.8%	25.4%	67
Alliances, artists & intellectuals, parliamentarians, NGOs, etc.	7.9%	44.6%	38.1%	9.5%	63
Special events, goodwill ambassadors, music events	32.6%	14.0%	16.3%	37.2%	43
Global events, Sportaid, First Earth Run	36.2%	27.7%	14.9%	19.1%	47
Information/ Communication activities, publications, visual productions, media events	23.5%	51.5%	22.1%	2.9%	68
Greeting Cards	6.2%	27.7%	43.1%	23.1%	65

The above table shows that major costs mostly related to global events (36.2%) and to special events (32.6%). Information and communication activities ranked highest among significant costs (51.5%) with alliances (at 44.6%) ranking second, but that otherwise, most external relations activities are considered to have moderate or minor costs in terms of field offices money and staff time.

9. A look at cost effectiveness

In looking at costs to field offices as well as effectiveness as perceived by field offices the following observations would emerge

9.1 Mobilizing top leaders: 87.1% of respondents found this function to be very good or excellent for advocacy (see table 2.2), and 63.4% found it to be very good or excellent in strengthening programme performance (see table 2.1). The costs of achieving this were considered to be moderate or minor by 58.2% of respondents.

9.2 Alliances such as with parliamentarians, NGOs etc.

More than one third of the respondents found these alliances to be very good and excellent in strengthening programme performance (table 3.1) and more than two third found them very good and excellent for advocacy.(table 3.2) 53.9% saw them as very good and excellent in mobilizing additional resources specifically from NGOs. The costs of doing this were perceived as significant or major by 52.5% of the respondents and moderate or minor by 47.6%.

9.3 Special Events, Goodwill ambassadors, music events

These were considered very good and excellent for advocacy by about two thirds of the respondents (table 6.1), although they were considerably less successful in their effect on programme performance or generating additional resources.(tables 6.2 and 6.3) 46.6% considered these activities to involve major or significant costs though 53.5% said that the costs were moderate or minor.

9.4 Global events such as Sportaid and First Earth Run

Although nearly half of the respondents saw a very good and excellent effect on advocacy, a bit more than half felt that these did not make a difference or had a somewhat negative effect (particularly in the case of First Earth Run) on strengthening programme performance and generating additional resources.(Tables 6.1, 6.2 and 6.3) The costs to field offices in money and staff time were seen as major or significant by 63.9% of respondents and moderate or minor by 34%.

9.5 **Information/Communication activities, publication, audio visual productions, media events**

Considerably more than two thirds of the respondents found these activities to be very good and excellent for advocacy, and more than half found them excellent and very good in strengthening programme performance. However these were mostly found to make no significant difference in generating additional resources (tables 4.1, 4.2 and 4.3). Costs to field offices in time and money were found to be major and significant by 75% of the responding offices. Another 25% found the cost of supporting these activities to be moderate or minor.

9.6 **Greeting Card Operations**

Half of the respondents found the effect of greeting cards on advocacy to be very good or excellent. 22.8% also found them very good or excellent for fundraising but one third also did not consider them as making a difference financially. In terms of costs, 66.2% did not consider conducting the greeting card operation to involve more than moderate or minor costs.

10. **How clearly do government officials and UNICEF staff understand UNICEF's External Relations policies and functions?**

Table 8

	Very clearly	Clearly	Not Clearly Enough	Not Clearly	No. of respondents
Government Officials	2.8%	28.2%	43.7%	25.4%	71
UNICEF staff	18.3%	25.4%	38.0%	18.3%	71

The results indicated that 31% of government officials and 43.7% of UNICEF staff were considered to understand external relations policies and functions clearly or very clearly. 69.1% of government officials and 56.3% of UNICEF staff did not understand external relations policies and functions clearly or not clearly enough.

11. **Which activities and services from the Regional Office have been most effective in supporting your external relations functions and activities.**

This was an open ended question in the questionnaire and there was a wide range of different responses. Nevertheless certain commonalities/patterns were evident which were quite similar in substance although the nuances and context varied. The open ended questions of the questionnaire, of which this is one, are especially valuable in that the field offices choose the issues which they wished to speak out on (presumably the issues which they felt to be most important) rather than simply assess issues which were predetermined by the questionnaire.

All around, the personal visits of the Regional Directors to the countries in the Region and what these visits stimulated were considered, much more than any other to be the most effective service rendered by the Regional Office. Other important services were regional information support materials such as videos, publications, photos and translations and meetings/conferences held with regional groupings (such as Asean in Asia) or with a regional thrust (such as with church organizations in central/south America). One region in particular mentioned with considerable frequency the administrative and technical support services rendered by staff (including information staff) from the regional office. Worldwide, a small number of field offices mentioned that they received little or no support from the regional office for their external relations functions and activities.

12. **Which Activities and Services from Headquarters have been most effective in supporting your external relations functions and activities.**

A very wide range of activities was mentioned. Two activities stand ot well ahead of any others. These are the personal visits of the Executive Director, and the State of the World's Children Report and activities associated with it. Various types f support activities from information division were mentioned with considerable frequency, particularly publications, radio and video materials, and support for media relations. Other activities mentioned with some frequency included personal visits by senior UNICEF Officers and Board members, Programme Funding, Support from Programme division, visits of Celebrity supporters, Adjustment with a Human Face and Facts for Life. In addition to mentioning these activities as supportive, a few respondents added qualifications and comments. A very small number of respondents said that they received little or no support from Headquarters for their external relations functions and activities.

13. **What are the most important recommendations you can give about the future of UNICEF's External Relations Functions and Activities.**

Replies to this question addressed a wide spectrum of substantive issues. The replies also varied with nuances that probably reflect both the country experience and the UNICEF experience of the respondent. It was not possible to put these responses into clearly defined categories. Indeed, it was felt that a greater service can be rendered to the reader by preserving the richness of the substance and flavour of the responses to this question and to make available some of the actual responses, which are representative of the issues covered. These are produced as Annex II to this report

Very broadly however, three issues that were emphasized are:

-   Clarity of goals and greater participation of field offices in formulation of goals;

-   Emphasis on the country approach to ensure relevance and on the country programming process as the framework/instrument of conducting external relations to ensure efficiency and sustainability;

-   Training in planning and implementing external relations.

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UNICEF
Evaluation of External Relations

Questionnaire to UNICEF Representatives and Assistant Representatives

Explanations:

- Please answer all the questions based on your understanding of the experience of the last 3-4 years of the country/ies for which you are now responsible.

- In most questions, you are asked to rate the actual effect of certain activities on (a) Strengthening Programme Performance, (b) Advocay and (c) Generating Additional Resources. These are somewhat simply defined as follows:

  (a)   Strengthening Programme Performance: Bringing more and better services for children in the programmes with which UNICEF is cooperating.

  (b)   Advocacy: Better understanding of child issues and increasing the priority of action for children.

  (c)   Generating Additional Resources: Adding new or more financial, material or technical resources that impact children whether through UNICEF or not.

- You are frequently asked to rate actual effectiveness on a scale from A to E as follows:

  A = Excellent
  B = Very Good
  C = Good
  D = No Significant Difference
  E = Negative Effect

- When the choice of answers and ratings provided may not fit exactly what you want to say, please select the answer or the rating that comes closest to or most closely approximates what you want to say.

  EXAMPLE:

  Question: If you have used any of the following publications, please rate their actual effect (on a scale from A to E) on strengthening programme performance, advocacy and generating additional resources.

	Strengthening Programme Performance	Advocacy	Generating Additional Resources
- State of the World's Children Report	B	A	C
- Within Human Reach	C	B	D
- Children on the Front Line I	C	A	C
- Children on the Front Line II	C	B	C
- Adjustment With a Human Face	B	A	C

<u>Now let us begin</u>

Name: _____

Office: _____

1. -Some programme thrusts such as those listed below have been associated with high
    visibility promotion.

    Please rate (on a scale from A to E) the <u>actual effect</u> of these programme thrusts on
    strengthening programme performance, advocacy and generating additional resources
    (rate only those which are relevant to your country/ies - leave the others blank).

	Strengthening Programme Performance	Advocacy	Generating Additional Resources
- CSDR	—	—	—
- UCI 1990	—	—	—
- Adjustment With a Human Face	—	—	—
- Bamako Initiative	—	—	—

2. Please rate the <u>actual effect</u> (from A to E) of social mobilisation activities such as those
    below on programme delivery, advocacy and generating additional resources.

	Strengthening Programme Performance	Advocacy	Generating Additional Resources
- Mobilising highest level political leaders (Heads of State, Prime Ministers, their spouses)	—	—	—
- Mobilising leaders in the private sector	—	—	—
- Mobilising local groups and organisations	—	—	—

3.   There have been efforts to create alliances for children globally and regionally with
        parliamentarians, professional associations, regional political groupings and summits,
        NGOs and others.

        Please rate (from A to E) the actual effect of those alliances on programme
        performance, advocacy and generating additional resources (leave blank any grouping of
        alliances which is not relevant to your country).

	Strengthening Programme Performance	Advocacy	Generating Additional Resources
- Mobilising regional summits and political groupings (such as OAU, Central American Presidents, SAARC, ASEAN, Francophone Summit)	—	—	—
- Parliamentarians and Lawmakers	—	—	—
- Professional Associations and Labor Unions (such as Pediatricians, Teachers, Journalists)	—	—	—
- Artists and Intellectuals	—	—	—
- Religious Institutions	—	—	—
- NGOs (such as Rotary, Scouts, Jaycees)	—	—	—

4.   How would you rate the actual effect of the following information/communication
        methods in supporting programme delivery, advocacy and generating additional resources.
        Rate only those methods which you have used (ratings from A to E)

	Strengthening Programme Performance	Advocacy	Generating Additional Resources
- Publications (books, pamphlets, professional journals)	—	—	—
- Articles in Newspapers and Magazines	—	—	—
- Radio Productions	—	—	—
- Television/Video	—	—	—
- Speeches/Exhibits/Presentations	—	—	—

5. **Please list in order of priority the top four publications (local or HQ produced) that have been most effective in providing overall support for programme delivery, advocacy and mobilising additional resources for children.**

    1. _____

    2. _____

    3. _____

    4. _____

6. **If your office has participated in global or special events such as those listed below, please rate (from A to E) their actual effect on programme performance, advocacy and generating additional resources (rate only those activities which have been relevant to your country/ies – leave the other activities blank)**

	Strengthening Programme Performance	Advocacy	Generating Additional Resources
- Visits of celebrity supporters and goodwill ambassadors	–	–	–
- Music events, sports events, exhibits	–	–	–
- Media launches and events	–	–	–
- Sport Aid	–	–	–
- First Earth Run	–	–	–
- Other (specify)_____	–	–	–

7.	How clearly do Government Officials and UNICEF Staff understand UNICEF's External Relations Policies and Functions (circle one X for each category).

	Very Clearly	Clearly	Not Clearly Enough	Not Clearly
- Government Officials	X	X	X	X
- UNICEF Staff	X	X	X	X

8.	Which activities and services from the Regional Office have been most effective in supporting your External Relations Functions and Activities.

_____

_____

_____

_____

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_____

9.	Which activities and services from the Headquarters have been most effective in supporting your External Relations Functions and Activities.

_____

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_____

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_____

10.   How would you rate the actual effect of conducting GCO operations in your country on advocacy and fundraising (use the rating from A to E).

	Effect
- Advocacy	–
- Fundraising	–

11.   How would you describe the relative local costs to your office in terms of money and staff time of supporting the following types of external relations activities (circle one X as appropriate for each type of activity). Do not rate activities which are not relevant to your office.

	Major Cost	Significant but not Major Costs	Moderate Costs	Minor Costs
- Mobilising high level political leaders	X	X	X	X
- Alliances such as artists and intellectuals, parliamentarians, NGOs	X	X	X	X
- Special events such as goodwill ambassadors, music events	X	X	X	X
- Global events such as Sportaid and First Earthrun	X	X	X	X
- Information/communication activities such as publications, audio-visual productions, media events	X	X	X	X
- Greeting Cards Operations	X	X	X	X

12.   What are the most important recommendations you can give about the future of UNICEF's external relations functions and activities.

_____

_____

_____

_____

_____

Answers from field offices on question 12,
Recommendations for Future UNICEF's
External Relations Functions and Activities

o   External relations/advocacy is the everyday concern of
    representative, deputy and programme officers. Therefore, field
    staff should be consulted more as field people responsible to use
    "products" of external relations.

o   Policies, objectives, strategies and activities should be more
    clearly formulated and then communicated, for example, through
    training, to UNICEF staff, government officials and interested
    parties who can play a role in the development of effective methods
    and approaches. Training workshops on UNICEF external relations
    and functions should be relevant to the different types of country
    offices, size of country programme and their social political
    context.

o   At the country level external relations should remain an integral
    part of the country programming approach, e.g. liaison with donors
    advocacy for CSD through information, communication and education
    activities. For global initiatives, such as the World Conference n
    Education for All, it is very important that there is sufficient
    lead time for preparations at the country level, the
    responsibilities of the country office are clearly defined between
    HQs and country offices and that the responsibilities and
    accountability for such events are clearly defined so that these
    events can be very successful.

o   Need first class training on external relations and on fundraising
    for all staff concerned. Budget for external relations need to be
    significantly increased. External relations should be an integral
    part of all country programmes and CPRs to the Board.

o   We should not overexpose ourselves. Special events like Sport Aid
    should be organized from time to time - say one in five years or so.

o   Concentrate (and maintain interest) on few issues/slogans avoiding
    dispersion on too many themes simultaneously.

o   La mobilisation sociale constitue un element capital pour l'UNICEF
    et devrait etre necessairement integree a la programmation
    reguliere de notre Organisation. Cependant, la prudence est de
    mise: rien ne sert de multiplier les operations de grande
    envergure, si nous ne sommes pas en mesure, par la suite de
    satisfaire les besoins et les attentes que nous avons suscites
    (ressources humaines, materialles et financieres).

o   We must work in cooperation with the Government on activities relevant to their priorities.

o   The field offices are so overburdened and following so many "priority" directives at the same time, that we are not able to follow upon each initiative properly – unless we ignore directives from NYHQ. We have a choice – try to do everything badly and ruin our reputation (and our staff's mental and physical health), or concentrate on a few priorities where we can make an impact and maintain credibility with governments and donors. Elastic only stretches so far before it snaps! We have been lucky, partly because we have the best staff in the world, and partly because we are far from NYHQ and can ignore a lot of directives. My recommendation would be for External Relations (the same as for all other departments at NYHQ) to select a _few_ areas, and priorities, then focus at making an impact, document it well, package it and sell it properly. Forget some of the international lobbying, we are trying to get into, especially OAU – it has no relevance to what really happens in our countries and we are doing it badly because we do not have enough staff – nor do we have that kind of experience. Also forget Artists and Intellectuals, it is a waste of time and money. We can do our own briefing and orientation of our media people here in country.

o   Rely more on field-based initiatives intended for local use. In our case these have been more successful than HQ generated initiatives, campaigns, events, etc. Put greater emphasis on training field staff in external relations beyond the traditional information/communication techniques.

o   i) Better programming of external relations functions and activities; ii) Review staffing needs of offices with regard to external relations; iii) More emphasis on country-specific external relations needs and possibilities.

o   Beaucoup de moyens et de liberte pour soutenir les activites de plaidoyer au niveau des bailleurs de fonds sur place tout en restant en etroite collaboration avec le siege.

o   Field offices should be directly associated to the preparation of some external relations activities (like Sport Aid and FER) this means consultations before launching.

o i) Re media visit, recommend UNICEF actively seeks collaboration
   with professional journalists (TV, radio, press) to do quality,
   professional co-productions rather than produce its own material
   (especially videos). This also assures a ready market for the
   material and a wider audience than UNICEF can reach alone.
   ii) External relations functions and activities should be subject
   to strict monitoring and evaluation (as in programmes based on
   predetermined indicators. In-depth evaluations on impact of
   activities are essential (this questionnaire is a good start!).
   iii) Information officers should be offered training in external
   relations policies and procedures, as well as regional information
   exchange workshops. A useful training section on production would
   be a practically-oriented information officer's manual.
   iv) We should not remain rigid in our external relations approach,
   as countries should constantly be seeking new opportunities and
   possibilities in this field.

o They should be more targeted and in as much as possible have a
   national focus.

o Be sure that executing offices are operationally ready before
   advocating major new initiatives. There is often a great gap
   between government's political will and its institutional
   capability.

o Across the world UNICEF is what it is today largely because of our
   external relations effort: we are a household word in many parts of
   the globe. Yet, we need to manage more efficiently our efforts in
   this area so that it is more thoroughly integrated into the
   programme implementation process and our real capacity to deliver
   on the hopes that we generate.

o Increased efforts at building national capacities for advocacy and
   mobilization. More focussed publications and targeted events.

o Because the mother and child situation in Africa is deteriorating
   profoundly a much more powerful (aggressive) advocacy for new
   dimensions of North-South solid state is needed. I am afraid - and
   I hope I am wrong - that we are running out of time.

o Develop a vision for the next five years and set some clear goals
   and targets to achieve.

o i) To be more clearly defined and planned. ii) Training of staff
   for more effective output. iii) Link external relations with
   programme policies and goals.

o   i) Clearer definition of External Relations; ii) Clearer relationship between field External Relations and NYHQ (PI, PA, PD, PFO); iii) Active participation of External Relations staff in programming, budgeting and programme implementation; iv) More efficient and target-oriented use of External Relations staff time and skills; v) More field orientation in work of External Relations staff.

o   i) To strengthen UNICEF's relations with NGOs and other private sector organizations; ii) To work closer with government officials and give them the credit for achievements by maintaining a low profile vis-a-vis the programmes; iii) Increasing co-operation with local prominent personalities, including politicians, to publicize UNICEF's role in development; iv) UNICEF should adopt strategies for the 1990s related to specific countries and regional (strategies that are considered a priority by their own government) and not only by UNICEF; v) UNICEF should be more flexible (especially now that its revenues have increased) in spending funds for co-operation with the local media and NGOs; vi) Taking full advantage of GCO as an advocate for programme and development and not merely as a fund raising body.

o   i) That external relations knowledge and attitudes be internalized by all staff; ii) That it should be appreciated that whilst the major elements of an external relation strategy are common to all contexts - that strategy can only be effective to the extent that it is country specific.

o   Clarify role, goals, objectives. Focus needs country level. Clearer policy guidelines.

o   i) Social Mobilisation and Advocacy have to be managed i) at the country level and ii) as an integrated part of the overall country programme strategy. It is a country programme management task, not an external relations task.

o   Strengthen information/communication activities (publications, audio-visual, production, media events, etc.) a) visualizing target groups (political authorities, technical personnel, beneficiaries, public opinion, providers of services, and so on; b) choose form in accordance with objective (advocate, transmission of technical knowledge, mobilisation of actions and resources).

o   We are not terribly enthusiastic about promoting goodwill ambassadors and sports events. As far as mobilising high level political leaders is concerned, care should be taken as not to confuse demagogy with effective political mobilisation which only occurs when the State apparatus develops the capacity to implement children welfare policies (sustainability). Mobilisation contains many meanings which are not always univocal. an explicit distinction between mobilisation and social participation is necessary. this supposes an understanding of the limits and interactions between State and Civil Society.

o   Go on giving us your support. It is very important for us! It gives us prestige and recognition. As a consequence, we got political support which facilitates implementation.

o   It is important to ensure that the Spanish translation of the SOWC report is available at the moment of its world-wide launching.

o   It is important that the publications and videos produced by Headquarters reflect not only the AFrican situation but also Latin America's reality. TACRO should do more to ensure the above or complement that effort.

o   A better understanding and definition of the relationship between a country programme and the role of advocacy, being the first an instrument for the latter. Therefore, appropriate resources should be programmed for the use of Representatives who should as well have adequate availability of time for external relation activities.

o   The orientation and recruitment of the information office in each country should be focused on a public 'relations approach rather than an office with the role similar to that of a Press agent.

o   Involve Representatives in high-level fund-raising activities in favour of the country of their responsibility.

o   Strengthen the credibility of UNICEF messages by supporting them with recognized scientific reports and activities.

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EVALUATION OF UNICEF EXTERNAL

RELATIONS

THE HEADQUARTERS PERSPECTIVE

Colin Fraser

Rome, 25 August 1989

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EVALUATION OF UNICEF EXTERNAL RELATIONS

THE HEADQUARTERS PERSPECTIVE

1.   SUMMARY CONCLUSIONS AND MAIN RECOMMENDATIONS

1.1   Overall, UNICEF's external relations policies and functions are considered by Headquarters staff to be very effective, an opinion strongly shared by the consultant. A good indicator of successful external relations in a voluntarily funded organization is its growth of resources, which has been considerable in the case of UNICEF.

1.2   A crucial element in UNICEF's relatively successful external relations, apart from having an appealing mandate, is that the agency has important things to say, and it says them. Many other development agencies also have important things to say, but are unwilling to speak out. In sum, on a scale from 1-10, and measured in terms of image and prestige, and the quantity and quality of media coverage obtained, most UN agencies would score 2-3 for the effectiveness of their external relations, whereas UNICEF would score about 7.

1.3   The Headquarters view is that external relations are having a very positive impact on advocacy, and fundraising, and in the more complex area of programme delivery, external relations are not seen as having any detrimental effect. On the contrary, their effect is generally beneficial to UNICEF programmes. And if one holds that an objective of UNICEF external relations, as declared, is to increase support for the well-being of children, "whether or not such support is connected to UNICEF", then the achievements of UNICEF's external relations in support of programmes are greater than at first apparent. For it was UNICEF that first focussed widespread attention on CSDR and thus sparked of programmes worth hundreds of millions of dollars by other organizations such as Rotary International, and the League of Red Cross Red Crescent Societies in the GOBI area.

1.4   The Executive Director has personally played a major role in enhancing the attention and support given to the needs of children. His advocacy efforts, at all levels from heads of state downwards, have been a main building block in UNICEF's external relations.

1.5   There has been considerable innovation in the external relations area since 1983. This innovation is partly a result of the recognized need to work through partners such as National Committees if wide and varied audiences are to be successfully reached. This has led to less production of finished materials by the Secretariat and the provision instead of more raw information material for local adaption and use. UNICEF has also taken advantage of progress in communication technology to install and expand the use of state of the art systems for information storage and dissemination.

1.6   The major publications, and the flagship among them, the <u>State of</u>
<u>the World's Children Report</u>, are considered highly effective external
relations tools. The cost and effort that goes into producing them are
fully justified.

1.7   In respect of periodicals such as <u>Newsflash</u>, <u>Newswire</u>, and the
Electronic Bulletin Board, a review with National Committees is
scheduled to determine how these meet their publication needs. <u>An</u>
<u>alternative could be to use desk top publishing to down-load the layout</u>
<u>and some pages of international UNICEF information that each National</u>
<u>Committee would complete with their own desk-top publishing to make</u>
<u>their local publication</u>. National Committees assisted to acquire
equipment and train staff for desk-top publishing could probably
generate income by desk-top publishing for other organizations, such as
NGOs.

1.8   Media production is a tightly-run operation that is obtaining
excellent results for relatively low costs, especially in its
co-production with TV networks. There is good feedback on the use made
of UNICEF video/TV materials. In radio too, successful co-productions
have been carried out with major networks. The audio-visual materials
produced to support SOWCR play an important role in promoting media
coverage. <u>Since radio is a far more influential and widely followed</u>
<u>medium in developing than in industrialized countries, it would be</u>
<u>worthwhile de-emphasizing radio work for international advocacy in</u>
<u>favour of more work with radio to enhance in-country community education</u>
<u>and mobilization (Programme Communication)</u>.

1.9   Media relations are generally good and the Emergency Information
Notes are widely appreciated. However, <u>during emergencies, the</u>
<u>Information Officer concerned needs closer working links with those</u>
<u>handling the emergency. And Information Officers posted to look after</u>
<u>media relations on or close to the site of the emergency must be well</u>
<u>acquainted with UNICEF. UNICEF staff not working in the field of</u>
<u>information should consult their professional information colleagues</u>
<u>rather than attempting to produce information materials themselves or</u>
<u>making independent decisions concerning media relations</u>.

1.10   Special and Global Events are considered to have positive impact
on advocacy and fundraising when they are well organized. In the past,
there has been insufficient prior study and lead time before deciding to
launch or participate in such Events, with resulting chaos in
Headquarters. <u>More selectivity and better planning are required, as set</u>
<u>out in the "Guidelines for UNICEF Participation in Global Events"</u>
(E./ICEF/1988/L.8 Rev.1). At the time of writing, the responsibility for
Special Events has just been passed to GCO. They are still considering
how best to administer them.

2

1.11 The gathering and distribution of photographs, an important
function for external relations, is so understaffed that it has a year's
distribution backlog. There is a shortage of up-to-date photographs of
programme activities. This activity should be looked into by management
with a view to giving it the resources it warrants.

1.12 With an organization as decentralized as UNICEF and its National
Committees, information exchange is an important function. It is being
handled as well as one person could handle such a large task but it
seems probable that this area should be strengthened and a data base of
information materials established. Information exchange should be added
to the TORS of the survey of publication needs to be carried out with
National Committees, including the aspect of information exchange
between the Committees themselves.

1.13 Public Affairs work with parliamentarians, political leaders,
artists and intellectuals has resulted in some important international
bodies of political leaders passing resolutions favouring improved
legislation for the well-being of children. In about 30 countries,
national groups are now at work. After some early resistance to the
parliamentarian approach, some Field Offices are now requesting
Headquarters' assistance for it. In Africa, artists and intellectuals
have formed support groups for CSD in 36 countries. Opinions in
Headquarters regarding the impact of this type of external relations
work are very mixed, though predominantly in favour of the work with
parliamentarians, but less so for that with artists and intellectuals.
It is premature for a proper evaluation of these activities. An in-depth
evaluation should be carried out in a about a year's time.*

1.14 Greeting Card Operations are highly efficient and produce
excellent quality materials e.g. poster series. GCO works too much in
isolation from the rest of the External Relations Group with the result
that the advocacy opportunities offered by the sale of greeting card and
other products and activities are not being properly exploited. Private
fundraising by GCO also provides excellent opportunities for advocacy.
Proposals are made in the body of the report (Section 19) concerning
strategic planning and coordination in the External Relations Group that
would enhance GCO's role in advocacy.

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*   From the evaluation questionnaires being returned by Field Offices
        and available at the time of writing, it appears that some Offices
        are already attempting to evaluate this activity. The need for
        further evaluation, as suggested here, should be kept under review.

1.15 National Committees are a unique and invaluable asset to UNICEF external relations, offering an effective outreach into all levels of society in most industrialized countries. However, there are too much inconsistencies in the relationship between the various Committees and UNICEF. To harmonize relationships, the National Committees should be made even closer partners with UNICEF and proper consultative procedures established for external relations. New and much clearer Recognition Agreements should be drawn up to spell out the expectancies of both signatories and make them more binding.

1.16 NGOs are also a vital part of the external relations fabric of UNICEF. However, the relationship between them and UNICEF is not as harmonious as it should be. NGOs feel that they are treated as troops by a UNICEF High Command, that UNICEF too often thinks of them merely as fundraisers, forgetting that NGOs exist for their own purposes, and that the credit for a joint activity usually goes to UNICEF with the result that they lose credibility with their own constituency. The sample of the NGO interviews was too small to be considered representative. UNICEF should undertake a more detailed consultation process with NGOs to try to improve the relationship.

1.17 Although each of the various units of the External Relations Group works rather well, they are too individual. The whole could be much greater than the sum of the parts. There is a serious lack of strategic and corporate thinking and planning in external relations, a process that should include the National Committees if they can be brought closer into the fold. The planning and coordination functions should be brought together in the office of the Deputy Executive Director, External Relations, along the lines of the proposal made in Section 19 of this report. The Services Support Unit reporting to DOI and DIPA should report to the Office of the Deputy Executive Director, External Relations.

1.18 With so many different UNICEF officers and partners involved in external relations work (Headquarters, Field Offices, National Committees, NGOs) some briefing and orientation to standardize approaches and to bolster the confidence of people not accustomed to, say, handling media representatives would be useful. UNICEF should produce an External Relations Handbook.

1.19 Strategic planning for external relations and promotion is a strong suit of marketing specialists. As occasions arise to recruit new staff to the External Relations Group, serious consideration should be given to employing some experienced but sensitive marketing people.

1.20 "Doing more with less" is an admirable slogan, especially in the UN system, but the Division of Information has lost a number of posts in recent years - not counting those for which the function has been transferred elsewhere - and is now so thinly staffed that the Division is too frequently scrambling home by the skin of its teeth on important assignments. If strategic planning can be introduced to the external relations, as proposed, and once it is up and running, a detailed examination should be made of DOI's staffing with a view to strengthening genuine weak areas.

4

1.21 Detailed cost breakdowns for various types of production by the Division of Information were not received in time for analysis if this report was to be delivered on time. But no impact evaluation of information work has ever been carried out, so true cost effectiveness of various materials could not have been determined anyway. UNICEF should start a small but regular programme of impact testing and opinion polls of various but typical materials. This should be done in conjunction with some National Committees.2.

ACKNOWLEDGEMENTS

The consultant wishes to express his thanks to those interviewed for their whole-hearted and frank cooperation. His task would have been impossible without their willingness to provide information and opinions. He hopes that he has not distorted that information and those opinions too much in attempting to provide a synthesis of them in this report, which is so long that he feels he owes an apology to the reader. He did not have time to write a shorter one that would maintain any semblance of accuracy in reporting on his findings.

3.   **BACKGROUND**

3.1   In establishing the methodology for this evaluation of the effectiveness of UNICEF's external relations policies and functions, it was decided that one component of the evaluation would be based on the views and opinions of staff in Headquarters. This report covers that component.

3.2   The Terms of Reference for the external consultant who carried out this part of the Evaluation will be found in Annexe I. The consultant has gone beyond his TORS in several areas, but interviewees had so much of relevance to say and to suggest about external relations that he felt honor-bound to include their opinions whenever possible.

4.   **THE METHODOLOGY**

4.1   A total of 44 people were interviewed. Most of them were staff working in the External Relations Group, but key persons concerned with UNICEF's policies, planning, and management, as well as with Programmes, were also included. (See Annexe II for the list of interviewees). It must be stated, however, that with such a heavy preponderance of interviewees being from the External Relations Group, the sample cannot be considered representative of the Secretariat in general.

4.2   Two Information Officers from Regional Offices happened to come to New York when the consultant was working there and the opportunity was taken to include them among the interviewees.

4.3   Three representatives from NGOs who also chanced to be available were interviewed, at the request of the Director of the Evaluation Office, even though NGOs were not a part of the consultant's original mandate.

4.4   A telephone interview was carried out with the producer of the State of the World's Children Report.

4.5   No questionnaires were used for the interviews, but they followed a certain structure. The early interviews began with wide-ranging questions about the external relations field in general and then narrowed the focus to the specific role of the interviewee. Later, as tendencies of general opinion began to emerge and be confirmed by successive interviews, less time was spent on general issues and more on specifics. Nevertheless, all the later interviews were opened with some questions aimed at eliciting information that would either corroborate or refute the generalised opinions that had emerged earlier.

4.6   Most interviews lasted about one hour, although some key ones lasted for twice that time, or even longer.

4.7   The interviews were complemented by a study of the papers prepared since 1975 on the subject of information and external relations, and some interviewees provided copies of memoranda or other documents they had written on the subject at various times.

4.8   As per his Terms of Reference, the consultant has not only synthesized the various opinions expressed by interviewees but has also included his own point of view when making Evaluation Comments in this report.

5.   **THE OPERATIONAL MEANING OF THE TERMINOLOGY USED IN EXTERNAL RELATIONS**

5.1   It was agreed from the beginning that an absolute prerequisite for the evaluation was clarity in respect of the operational meaning given to the terms used to describe various activities in, and related to, external relations. For it was evident from the documentation available, and from contacts spanning several years with UNICEF's External Relations Group, that different people attribute different meanings to the terms used to describe the various facets of external relations. Therefore, an explication was necessary as to how these names are understood for the purpose of this evaluation.

5.2   Since a common terminology is a prerequisite for a common understanding of an area of activity, the descriptions that follow are also being proposed as the basis for future definitions of the various components of External Relations. The descriptions are the result of the combined efforts of Mr Luis Rivera, Chief, Programme Communication Section, Mr. R.R.N. Tuluhungwa, UNICEF Representative, Nigeria, and Mr. Colin Fraser, Consultant.

5.3 External Relations

All the activities and contacts conducted by UNICEF and its
National Committees aimed at increasing moral and material
support for UNICEF's work with children, e.g. endorsement,
commitment and generating resources.

5.4 Advocacy

Arguing or pleading the cause of children, through promoting a
better understanding of child issues and elevating their needs to
higher levels of political attention. Advocacy may be carried out at
global, regional, or country level. However, at the level of a
country with a UNICEF-assisted programme, it rightly forms part of,
and facilitates the delivery of, the programme, and is not external
relations as such.

5.5 Social Mobilization

Mobilizing the active involvement of all and any elements of a
society that can make a positive contribution to survival,
protection, and development of children and mothers as part of a
country programme. Therefore, social mobilization is considered
part and parcel of programme delivery in a country.*

5.6 Information

The collection, processing, targeting, packaging and dissemination
of information materials derived from policies, strategies,
priorities, and programme experience as part of, and in support of,
all aspects of external relations, especially advocacy and fund
raising, but not excluding social mobilization. Relations with the
media, building alliances with the media, and promoting the
production of information materials by others also form part of the
information function.

5.7 Programme Delivery

Fulfilling the activities and the objectives of the programme -- as
approved by the Executive Board -- within a country.

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*   The quite recent use of the term "Social Mobilization" within the
     UNICEF External Relations Group to describe work with groups outside
     the context of a country programme e.g. artists and intellectuals
     internationally and regionally, is confusing. The drafters of these
     descriptions consider this activity to fall more properly under the
     heading of advocacy.

5.8 Programme Communication

Closely linked to, and part of, social mobilization, Programme Communication aims at improving the effectiveness of programmes, particularly in respect of community education and mobilization. Programme Communication is the use of communication processes, techniques and materials in training, research, evaluation, monitoring, information, promotion, media, and interpersonal communication.

5.9 Public Affairs

Global and regional advocacy and public relations with organized groups such as NGOs, National Committees, political, professional, and economic associations and groupings, as well as with influential sectors and individuals. The main objective of public affairs is to build understanding and support for the causes of children and for UNICEF's work in developing and developed countries.

5.10 Two important criteria borne in mind for the evaluation were that:

5.10.1   The maximum impact of External Relations depends upon operational meshing of the various functions described above within the External Relations sector, and the meshing of that set with the rest of UNICEF's activities, especially Programmes;

5.10.2   The most compelling informational content usually derives from the experience of field programmes and from matters concerning international commitment (e.g. the Convention of the Rights of the Child).

6.   INTRODUCTION

6.1 Among UN agencies, UNICEF stands pre-eminent for its External Relations work. In case the reader should wonder with what authority that statement is made, it should be explained that it is made after some 22 years of experience in information/communication with many of the UN agencies, either as a staff-member or consultant.

6.2 True, UNICEF has a mandate that is of wider human appeal than any other agency's, but it is equally true that UNICEF does extremely well in making the most of the potential offered by that mandate in terms of arousing moral and material support for the cause of children, and for programmes in their favour.

6.3 This said, however, there is always room for improvement. The observations and suggestions made in this report are made with improvement in mind.

6.4 A comment is required concerning the scope of this evaluation of external relations with respect to their "impact" and "effectiveness" - expressions used in the various background papers and terms of reference for the evaluation.

6.5 It is impossible to obtain <u>concrete</u> data about the "impact" and "effectiveness" of public affairs and information work without scientific audience research and polling systems. In the final analysis, what would need to be researched, and on an ongoing basis, would be the influences that induced, and continue to induce, representative groups and individuals to participate in one way or another in UNICEF's work - or indeed in any work connected with the well-being of children in developing countries. This type of impact research has not been done. Therefore, for this evaluation, we rely mainly on impressionistic data coming from opinions expressed, rather than on hard research data.

6.6 A final introductory comment is that this evaluation took place at a time when the Public Affairs function had been quite recently split off into a new and separate Division from Information. The inevitable shaking down process and adjustment to the new situation was still in course.

EXTERNAL RELATIONS POLICY

7.1 The basis for external relations policy still in force today was the Policy Review on the subject presented to the Executive Board in 1983 (E/ICEF/L.1455). This paper covered the objectives of UNICEF's External Relations and the functions, operations and structure for carrying them out. Another Policy Review, "UNICEF Communication Strategy in Industrialized Countries" (E/ICEF/1987/L.4) submitted to the 1987 Session of the Executive Board, developed the theme further, and at the same time provided some sharper focus on strategies and on a modus operandi.

7.2 While affirming that central to UNICEF's external relations is the "constant and unremitting effort to mobilize public and private concern for the well being of the children of the developing world", both papers recognized that the efforts of UNICEF alone in this direction could not go far: allies and partners - National Committees for UNICEF, NGO's, the media, etc. - were the main channels through which the External Relations Group must work if they were to have the necessary outreach and meet the needs in terms of flexibility and informational content required locally for advocacy and fund-raising.

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7.3 This recognition has had some important effects on the way UNICEF goes about much of its information work. For example, it has led to the production of less finished materials in favour of more raw material that can be adapted and integrated into local material. It has also brought a greater emphasis on co-productions with the media rather than productions by UNICEF alone. Co-productions, apart from being an effective use of resources, have assured use and distribution by the media network involved.

7.4 The question of the distribution, of all types of material, has also been of increasing concern and has drawn attention to the need to be clear about intended target audiences and ways of reaching them before any production is begun.

7.5 Evaluation Comments on External Relations Policy

7.5.1 A point which must impress any evaluator is the amount of innovation and change that has characterized the External Relations sector of UNICEF in recent years. Special events, the dropping of some types of publication and the creation of others, and the introduction of E-Mail, and the Electronic Bulletin Board are just some examples.

7.5.2 Thus, the declared policies and strategies, coupled with a willingness to innovate, have had a positive impact in some areas of External Relations, but in one very important one, concerning National Committees and NGOs, they have not. The declared policies automatically imply a much closer working relationship with National Committees and NGOs, but this has not generally happened. In fact, these relationships are a source of frustration and concern to the majority of people interviewed in the Secretariat. This issue will be examined in some detail in a later section.

7.5.3 It is interesting to look back on the period, beginning 1983, in which CSDR and GOBI, were given priority attention, leading to the debate on "mono-focality" and "mono-vocality". With the benefit of hindsight, it seems clear that the "mono-vocality" about GOBI and child survival was highly effective in grabbing people by the lapels and compelling them to listen. The issues were so simple, and the targets so realistic, that they made an immediate advocacy impact and drew support from many quarters. Now that the external relations effort is broadening again to support other aspects of UNICEF's mandate more fully, it is falling on ears opened by the simple appeal of CSDR/GOBI. Hence, the "mono-vocality" seems to have been a correct strategy, even if debated at the time.

7.5.4   One point which was raised by a number of interviewees concerned the not infrequent lapse by those doing external relations work into promoting the UNICEF label and identity rather than the agency's mandate and work for the well-being of children. (The policy clearly states that External Relations should be promoting the latter). It is self-evident that UNICEF is competing against others for resources, and therefore the UNICEF identity cannot be played down entirely. However, when the UNICEF label is too prominent, it irritates the many partners, including governments, that make UNICEF-supported programmes possible. UNICEF inputs into a project hardly ever exceed 40-50% of the total cost, and may be as low as 1%. Journalistic coverage which over-stresses the UNICEF role, or which appears to be critical of governments, will have negative fallout and may adversely affect future working relationships.

7.5.5   A balance needs to be struck; it almost always is, in fact. However, staff doing external relations work should be even more on their guard against overdoing the promotion of UNICEF _per se_.

8.   THE PRODUCTION OF PUBLICATIONS

8.1 Major Publications

8.1.1   UNICEF's major publications such as The State of the World's Children Report, Children on the Front Line (1 & 2), Within Human Reach, and Adjustment with a Human Face will be too well known by readers of this evaluation to require any description.

8.1.2   The flagship of the UNICEF publication fleet is the State of the World's Children Report (SOWCR). It is a curious fact that SOWCR came about as a result of an idea to produce similar annual reports on a broad range of development subjects aimed at stimulating more widespread media and public interest in development issues. Several UN agencies were approached but UNICEF was the only one that pursued the matter, admittedly after a slow start. The others did not have the will to raise their voices loudly and clearly, even though they had many important things to say to the world. Or they did not fundamentally trust even a highly competent development journalist to do justice to their subject matter.

8.1.3   SOWCR costs about $1 million to produce and its launch each year, as well as the production of supporting materials, absorb much time and effort from various parts of the External Relations Group.

8.1.4   Evaluation Comments on Major Publications

The unanimous opinion about SOWCR in the Secretariat is that it is a main pillar of UNICEF's external relations. (This opinion is shared by the consultant). SOWCR leads to excellent media coverage and is a powerful advocacy tool at many levels. The money and effort spent on it yearly is considered an excellent investment. Its success depends more on its clear and uncompromising messages than on the undisputed excellence of its writing and production. The supporting materials for SOWCR (press kit, audio visuals) also play an important part in the media success that it enjoys.

8.1.5   Even more mileage could be extracted from the SOWCR if countries would produce their own "State of the Nation's Children Report" as a rider to SOWCR. There could be a major impact on national advocacy and social mobilization. However, only 3-4 countries to date have produced a national report, or indicated their intention of doing so.

8.1.6   The other major UNICEF publications (e.g. Adjustment with a Human Face, Children on the Front Line, Within Human Reach, the Annual Report) are also considered to be very effective for advocacy purposes and therefore, the effort and/or cost that goes into producing them is justifiable. (Facts for Life has not been discussed for two reasons: a) It had only just been released at the time of the evaluation; b) It is an initiative related to programmes rather than to external relations, even if information specialists from the External Relations Group were deeply involved in its production.)

8.2 Periodical Publications

8.2.1   There have been a number of changes in the area of periodicals put out by the External Relations group since 1983. Most of these changes were consonant with the policy of producing less finished material in the Secretariat. Mainly for this reason, publications such as UNICEF News, Ideas Forum, and Action for Children were discontinued. Another reason, in the case of UNICEF News, was an anomaly in its distribution: some large National Committees were receiving it free of charge, and looked upon it as an unalienable right to continue doing so, while other, and often smaller, National Committees had to pay for their copies.

The periodicals now produced are the following:

8.2.2 Newsflash

This is a weekly newsletter which is distributed through the electronic mail system, and in hard copy for those not linked to the system. National Committees and Field Offices are the main recipients. It provides brief information on important policies, issues and events. In effect, it is the voice of the Executive Office and of the Executive Director himself. There is no mechanism for National Committees to have their material included.

8.2.3 Newswire

This is a bi-weekly service. Its prime purpose is to replace UNICEF News as a channel mainly for National Committees, Field Offices and NGOs. About 70 users receive Newswire on line and 150 photocopies of a hard copy version are distributed. As more Field Offices, National Committees, etc. connect into the electronic information network, on-line distribution will increase.

8.2.3.1   Every issue of Newswire carries about 5-10 stories of 4-6 paragraphs each covering a broad range of topics concerning the Agency's work and experience in the field and other matters that affect mothers and children in the developing world.

8.2.3.2   To date, no formal study of the impact and usefulness of Newswire has been carried out, but a number of stories originally distributed in Newswire are being picked up and adapted by other publications.

8.2.3.3   The research, writing, and production of Newswire is almost a full-time job for one Assistant Information Officer, supported by secretarial work and editorial assistance from the Chief, Media and Emergencies Unit.

8.2.4 Intercom

A quarterly newsletter for UNICEF staff and people associated with the agency. It aims at promoting debate and discussion on subjects of concern to UNICEF. The print run is 4,500 copies. It is distributed to UNICEF staff world-wide, to National Committees, to NGOs, and to a few individuals and other organizations that have specifically requested to be put on the circulation list.

8.2.4.1   Production of Intercom is almost a full-time job for one Information Officer, assisted by an outside designer for layout, and some part-time support from a production assistant, a photo-researcher and a secretarial/editorial assistant.

8.2.5   Evaluation Comments on Periodicals

8.2.5.1 There has been no formal assessment of the usefulness of these periodicals, and from the completed questionnaires that were sent out for this evaluation and were available at the time of writing, it seems that little feedback will be available from that source either.

8.2.5.2 Newsflash comes in for some criticism from staff as being too laudatory, but whatever the criticism, it is widely read nonetheless.

8.2.5.3 An impression gathered during the interviews is that many National Committees still lament UNICEF News and are not systematically mining Newswire for their own publications. The outgoing Director of Information made a commitment to National Committees to review their publication needs in due course, and the incoming Director intends to honour her predecessor's commitment in the coming months. This should provide the missing information.

8.2.5.4 If the review of publication needs with the National Committees confirms the impression that they are not able to make optimum use of Newswire, an alternative was discussed during some of the interviews in Headquarters. In brief, the idea would be to use the DOI desk-top publishing unit to prepare a layout for each issue of a periodical publication and to provide some pages of international UNICEF news. This layout and international news could then be down-loaded electronically to each National Committee for them to translate (if necessary), complete with their own information, print, and distribute. This would, of course, mean that each National Committee would have to have its own desk-top publishing unit and someone trained to use it, or they would need to contract out the work commercially.

8.2.5.5 Those National Committees who acquired a desk-top publishing unit and trained staff to work it - using their own resources or perhaps with help from UNICEF - would almost certainly find that they could earn revenue with it by desk-top publishing for other groups in their country, such as NGO's, or even for commercial interests.

8.2.5.6 In respect of Intercom, it seemes to have changed its focus in recent issues and is becoming more of a magazine than originally intended. In this way, it is taking on some of the character of the defunct UNICEF News. Clearly, some serious journal that offers a forum for debate by staff and associates on issues and experiences concerning child survival, protection, and development is important. Were the needs of the National Committees to be met by a new desk-top publishing operation, as outlined above, Intercom could return fully to its original aims.

8.2.5.7 In summary, regarding major publications and periodicals, the major publications are considered to be very worthwhile and effective for advocacy, fund raising, and programme support. The decisions to drop some periodicals and create new ones have all been coherent and in line with external relations policy, but some fine-tuning probably needs to be done to cater to the needs of the National Committees. The staffing in all sectors of publication production by DOI is very lean for the amount of work that is produced.

9.   THE ELECTRONIC INFORMATION SERVICE

9.1   This makes available electronic information on-line, as well as in hard copy-form as a booklet, of which 260 copies are produced and circulated every few weeks.

9.2   The objective of this Service is to provide National Committees, Field Offices and selected affiliates with a quick, easy, and cost-effective means of accessing useful and necessary information. Users can read information, print it and store it on diskette for later editing and use.

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9.3 Some of the information in the Service is of an administrative nature rather than external-relations linked, (e.g. DSA and currency exchange rates). However, the Service also carries the full texts of information generated by DOI, such as press releases, information notes, Newswire, and so on. This part of the Service is known as EPUB. Its information is circulated electronically and in hard copy form.

9.4 The service is also linked with Nexis, a commercial electronic library of more than 200 wire services, news publications, magazines and journals. Material of relevance to UNICEF is retrieved and circulated as headlines three times a week and the full text made available on the Service. Users may also access Nexis with ad hoc requests for information.

9.5 The material in the Electronic Information Service is updated every few weeks. The costs are considered to be low, and the user only has to pay the cost of a phone call to use it. (The average user spends about $40 per month on the Service). Nexis charges for each daily search done and for each line printed. Current charges are about $4,500 per month.

9.6 **Evaluation Comments on the Electronic Information Service**

The Headquarters view on the Service was positive, as was that of the consultant. The cost of the Service is low for what it can provide.

9.7 Obviously, however, those with the most relevant and influential things to say about the Service would be the Field Offices and National Committees. Some feedback from National Committees is being obtained as part of this evaluation, although the content of that feedback is not known to the consultant at the time of writing. The review, which is pending, of the publication needs of National Committees should provide any information still missing after this evaluation.

10. **MEDIA PROGRAMMES**

10.1 The main and declared objectives of the Radio/TV/Film Service (RTFS) in the area of External Relations are:

-    to maintain UNICEF visibility in broadcast media;

-    to develop co-production and policies of co-operation with the international communications industry, news agencies, National Committees, Country Offices;

    -    to produce and assure high content and technical standards for all UNICEF audio-visual materials;

    -    to effectively distribute all UNICEF audio-visual materials, including unedited footage to National Committees, Country Offices, and other potential users and audiences.

10.2 An examination of the work of the RTFS shows that a high volume of output is being achieved with relatively limited staff and financial resources. The costs of producing its own video/TV programmes such as UNICEF, The First Forty Years or Reaching Out, about UCI 1990, are in the $50,000-60,000 range.

10.3 RTFS is active in co-productions. For example, a two-hour documentary made with Thames TV, UK, To Us a Child, with a total production budget of $450,000 received major content and logistical support in the field and a contribution of about $100,000 from UNICEF. The resulting documentary was syndicated to at least 10 European countries, to the USA and Canada, and was also sent to most Country Offices, some of which had the programmes broadcast locally. Total audience so far is at least 20 million people, and footage from the production is being constantly re-used by UNICEF for other materials.

10.4 Another example of co-production, and at the same time a way of giving a new lease of life to older material, has been the 15 UNICEF HOUR programmes seen on the Discovery Channel, a cable service that reaches over half of US households. The series is in its fourth re-run in the US and will premiere on Discovery's new European channel early next year. The individual items which form each programme are grouped by theme with an introduction and on-camera bridging by a UNICEF Goodwill Ambassador. The only reason for not producing more of these programmes is that the UNICEF film catalogue is depleted of suitable material. The cost per programme to UNICEF is about $1,000 for remastering the materials on 1-inch video tape.

10.5 In respect of radio, co-productions have been carried out with major networks such as National Public Radio, Radio France International, and BBC World Service/Radio 4. Costs have varied from $5,000 for several programmes about how the current economic situation in Burkina Faso and Chad affects the life of women and children, to $25,000 for a series of 6 programmes made in the Philippines, Mozambique, India, Mexico and the USA. The subject of these is the Rights of the Child and the programmes are accompanied by written Listener Guides.

10.6 RTFS also supports coverage of UNICEF issues by Radio and TV networks, and it supplies information and semi-produced materials to news agencies throughout the year. It also arranges the supporting materials for media placements around such events as trips by Goodwill Ambassadors.

10.7 The launch of SOWCR is intensively supported by RTFS materials for TV and for radio. These news items, in four languages, help journalists in the coverage of SOWCR. They are also duplicated and sent to National Committees and Country Offices who, in turn, distribute the materials to local media. The costs for the production and duplication of the TV materials is about $75,000, and that for the radio materials, in three languages, about $15,000.

10.8 In addition to the External Relations functions outlined above, the media expertise of RTFS is being increasingly called upon by the Programme Communication Section.

10.9 A feature of RTFS' work is the feedback it obtains on the usage of its materials through TV and radio monitoring services, as well as through the Evaluation Sheet it sends with material going to National Committees, Country Offices, etc. In the US, the feedback may include Nielsen audience ratings. For example, at least 70 million people in the US saw TV coverage related to the 1988 SOWCR. In most cases, however, the feedback is confined to stations which carried UNICEF material, although the Evaluation Sheets allow for qualitative judgments by the user of the material. Impact on those who receive the information has not been evaluated.

10.10 Evaluation Comments on Media Programmes

10.10.1   RTFS is a tightly run operation which is getting excellent results for its efforts and for the resources it spends, either directly or in co-productions. The costs mentioned for its productions of various types are low by today's standards.

10.10.2   The feedback on its efforts that RTFS obtains is very important and worthy of recognition in this evaluation.

10.10.3   Some National Committees are very complimentary about the services provided by RTFS in helping them mount co-productions. On the negative side, a number of people consider RFTS to be too oriented towards English-language outlets.

10.10.4   A problem concerning policy for distribution of materials, especially video tapes, was identified. Country Offices make a 50% contribution to the cost, if they can. Some National Committees receive several copies free, while others pay for them. In effect, there is no real policy in this regard, and there should be one.

10.10.5   The Radio Officer spends approximately 75% of her time on external relations/advocacy type programmes, and about 25% on use of radio in the context of field programmes. This emphasis in her work programme needs careful consideration for the following reasons: .

10.10.6   It is an established fact that in most industrialized countries today, TV is the prime medium for providing information that helps to influence opinion. Radio, of course, may play some part, but it is minor compared to TV.

10.10.7   However, in the developing countries, the situation is the opposite, with radio the prime medium of mass communication. Since the advent of cheap transistor radios, the penetration of radio into even poor communities has been expanding in leaps and bounds. It seems, however, that UNICEF programmes are not systematically using radio to reach families with information of immediate potential value to them for improving their well-being and that of their children

10.10.8   Therefore, there would be merit in reversing the proportion of time that the Radio Officer spends on external relations/advocacy, on the one hand, and Programme Communication on the other. The Radio Officer should concentrate her efforts on work with Field Offices and local radio services in helping to produce radio materials in support of UNICEF in-country programmes. Apart from the immediate usefulness of such materials, they would also serve as prototypes of programme formats that could be given to other Country Offices as a basis for helping them to launch radio broadcasting support for their programmes, and for use in orientation and training of broadcasters.

10.10.9   The above proposal raises an issue which, although not strictly part of the Terms of Reference for this Evaluation, should be considered: the Programme Communication Section has no media specialists who can provide guidance, advice, and training for Country Offices wanting to involve the local media for Programme Communication and community mobilization. Some Country Offices may not need such support because they have their own qualified and experienced Programme Communication Officer. Others, however, may not have one, or may have a junior person who needs some outside assistance in establishing the working links with the local media, with training producers, and so on. At present, the Programme Communication Section calls on RTFS for media expertise, but it needs more time than RFTS can give it with its present priorities and workload. Making available more of the Radio Officer's time, as suggested above, would only be a partial solution.

11.   MEDIA RELATIONS

11.1 Newspaper and magazine articles, and news items about UNICEF and children are generated by:

    a)   Press releases;

    b)   Project visits by reporters - UNICEF sponsored or otherwise;

    c)   News Conferences by the Executive Director or other senior executive staff;

    d)   SOWCR and other major reports.

11.2 There are usually about 20 press releases issued in the course of a year.

11.3 During emergencies - and after complaints from National Committees that they received too little information and too late - Emergency Information Notes (EIN) are issued. EINs cover both new emergencies and longer-term ones. They are not intended for release to the media as such, but rather as raw material for National Committees to draw on and adapt to their needs when receiving queries from the media in their country.

11.4 Between the first EIN on 23 September 1988 and the 12 July 1989, 45 EINs were issued, an average of about 5 per month.

11.5 Evaluation Comments on Media Relations

11.5.1   Overall, UNICEF's relations with the media are very good. SOWCR is obtaining increasing attention year by year, and more routine contacts and cooperation are also good.

11.5.2   Such feedback as there has been from National Committees about EINs has been positive*. Care will be needed to ensure that the quite large numbers of EINs issued does not debase their importance in the eyes of the recipients and thereby reduce the attention given to them.

11.5.3   The recent "Operation Lifeline Sudan" showed some weaknesses in the manner in which the media are served during emergencies. Firstly, the staff dealing with emergencies do not always appreciate that, at such times, the media require updates on the situation on a continuing basis. One short briefing of the Information Officer, Emergencies, every 24 hours by those handling the emergency may be insufficient to allow the Officer to provide the latest information for which journalists are clamouring.

11.5.4   To overcome this problem, the Information Officer, Emergencies, should be privy to all that is going on in the handling of the emergency, even if this virtually means moving to the Emergency Unit for the duration of the crisis.

11.5.5   Another need shown up by "Operation Lifeline" is for an Information Officer who knows UNICEF well to be stationed where media representatives have congregated in, or close to, the emergency area. Only someone fully conversant with the agency can be expected to handle media enquiries fully and correctly.

11.5.6   On a more general tone, there is some tendency in UNICEF, as in many other organizations, for non-information people to think themselves qualified to write a press release or to make an important decision regarding press relations without consulting their resident information professionals. However, information is a specialist field like any other, and apart from the irritation it causes when someone who has never done so before presumes to know how to produce information material, there is the question of maintaining professional standards vis-a-vis the outside world.

11.5.7   An important point about media relations, and other aspects of external relations too, is that many UNICEF staff (especially in the Field Offices) and National Committee and NGO representatives often find themselves thrown into an external relations situation fow which they have no experience and training (e.g. dealing with media people in an emergency, or trying to prepare a programme of appropriate field visits for a TV crew). In order to provide orientation and guidance to such people, and at the same time to achieve some standardization in external relations approaches among UNICEF and its partners, an External Relations Handbook would be useful. UNICEF should seriously consider producing one.

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*   See also para. 12.4.3 concerning a National Committee proposal to create a mobile "Emergency Information Unit".

11.5.8   The possibility of carrying out some staff exchanges between DOI and the media for periods of about 6 months to a year should be explored. The purpose would be to provide refresher training in journalism for UNICEF staff, but more important is that people from the media working inside UNICEF for a period of time would learn much about the organization's aims and work, and thus establish a closer rapport for the futue. Similarly, DOI staff working in a media outlet would establish a closer rapport with that outlet.

12.   GATHERING AND DISTRIBUTION OF PHOTOGRAPHIC MATERIAL

12.1   There are about 20 photographic missions to the field each year. Typically, UNICEF agrees to buy a certain number of negatives or transparencies from a photographer undertaking a trip. The price paid per photograph is $35.

12.2   It is estimated that about 20,000 photographs are distributed each year, mainly to the media, National Committees, NGO's and the Greeting Card Operations (GCO).

12.3   The photographic operation is leanly staffed with only one GS staff member and one temporary assistant. Unlike many other UN agencies, UNICEF has never had a professional photo-journalist looking after this part of its information work.

12.4   Evaluation Comments on the Gathering and Distribution of Photographic Material

12.4.1   The price being paid for photographs by UNICEF is low by today's standards. Colour transparencies from reputable photographers are normally sold for at least $100, while major publications may pay $500 for a single reproduction right and return the slide to the photographer thereafter. However, the UN system generally pays low rates for photographs, so there is probably little purpose in belabouring the point – provided that UNICEF is getting the quantity and quality of photographs it needs, an issue of detail that there was insufficient time to delve into.

12.4.2   The staffing of the photographic operation is so tight that there is almost a year of backlog in editing, captioning, cataloguing, and distribution of photographs. It is hardly surprising, therefore that at least one National Commitee last year complained that it could not get appropriate photographs quickly enough.

12.4.3   In October 1988, another National Committee proposed that UNICEF create a mobile "Emergency Information Unit" consisting of a journalist, photographer and cameraman. They could rapidly gather and disseminate materials to the National Committees and thereby obtain high and immediate visibility for UNICEF and its endeavours for children. There has been no formal response or decision from UNICEF at the time of writing.

12.4.4   There is a shortage of recent photographic material illustrating programme activities.

12.4.5   Since photographic material is the grist of so many external relation mills, this area should be further looked into by management.

13.   INFORMATION EXCHANGE

13.1 With an organization as decentralized as UNICEF, and with so many of its parts and associates producing information materials, there is much scope and need for systematic exchange of those materials. Such exchange can reduce duplication and costs, and even if the material is not perfectly suited to another user's needs, it can often serve as a prototype and reduce the time and expense of starting to re-invent the wheel from scratch. Just as important, however, is the exchange of experience and ideas that can take place.

13.2 The information exchange function in UNICEF Headquarters is carried out by one person. Over the 10 years that she has been doing the work, she has built up wide contacts and experience. She has a colleague in Geneva who distributes materials to the European National Committees, while she distributes to the others and to Field Offices.

13.3 Evaluation Comments on Information Exchange

13.3.1   From all reports, the person looking after Information Exchange does an outstanding job - within the limitations of being single-handed and being frustrated by the quantities of material "out there" which never come to her and which she never learns about.

13.3.2   Through her experience, this person has in effect become a sort of institutional memory of information and promotion materials. UNICEF should consider establishing a data base on computer of information and promotion materials classified by country and by theme. This would ensure the longevity of the institutional memory for information materials, as well as making retrieval easier.

13.3.3   The issue of information exchange seems to be important enough to warrant more commitment. Furthermore, there is little exchange between National Committees, and so, valuable information and ideas fail to circulate and be exploited to the full.

13.3.4   The question of information exchange should be added to the assessment of the publication needs of National Committees planned for some time in the coming months. Strengthening of the Information Exchange function may prove to be warranted.

14. DEVELOPMENT EDUCATION

14.1 For some years, there has been no post in the Secretariat to deal with Development Education. There is therefore nothing to report on this activity other than to say that it is regarded as potentially of great importance if well done. It must help students to an understanding of the forces that affect their lives and of global inter-relationships and inter-dependency as a rationale for development assistance. A post for Development Education has been created with effect the beginning of 1990.

15. SPECIAL AND GLOBAL EVENTS

15.1 At the time of the evaluation, the responsibility for Special and Global Events was still uncertain. It was passed to GCO during the last days of the consultant's presence in New York, and how GCO will handle these Events is still to be determined.

15.2 Evaluation Comments on Special and Global Events

15.2.1   Overall, Special and Global Events are seen as useful for fundraising and advocacy, but insufficient prior consideration and lead time have been allocated to them in recent years. Headquarters have been convulsed by the frenzy of getting a Global Event launched without sufficient lead time. The "Guidelines for UNICEF Participation in Global Events" (E/ICEF/1988 L.8 Rev.1) are considered to set rational and practical criteria for the future.

15.2.2   Special and Global Events appear to be involving more high-pressure commercial partners than in the past. GCO will need to draw on appropriate expertize and experience to handle the activities.

16. PUBLIC AFFAIRS WORK WITH PARLIAMENTARIANS, POLITICAL LEADERS, ARTISTS AND INTELLECTUALS

16.1 We are referring here to the work done by units of the Division of Public Affairs, and not to advocacy by the Executive Director with Heads of State and at other high political levels. The Executive Director's actions in this field are considered extremely positive by all concerned.

16.2 In recent years, working ties have been established with the Inter-Parliamentary Union (IPU), the Global Committee of Parliamentarians on Population and Development (GCPPD), and the Commonwealth Parliamentary Association (CPA). At the national level, the aim of working with parliamentarians is to create a lobby for children that will translate into greater political will and budgetary measures necessary for a child-centred agenda. About 30 of these national groups now exist. Internationally, collaboration with parliamentarians is through joint seminars and workshops.

16.3   In terms of global advocacy, the IPU recently adopted a resolution on
"Protection of the Rights of Children" urging, <u>inter alia</u> appropriate
legislation the world over in favour of children's rights. The resolution
was adopted unanimously by 500 legislators from 94 countries. The CPA has
placed the Rights of the Child on the agenda for its October 1989
conference, and the GCPPD has agreed to include issues of children as a main
item in their global assembly in Moscow in January 1990. Through its work
with parliamentarians, UNICEF has also managed to place the Rights of the
Child on the agenda of national legislative bodies in Asia, Africa, Central
and Latin America, Europe, and North America.

16.4   For CSD, advocacy among African leaders resulted in the passage of
three major resolutions at the OAU Summit. Through the mobilization of
artists and intellectuals in Africa, 36 countries now have support groups
for CSD.

16.5   **Evaluation Comments on DPA Work with Parliamentarians, Artists, and
Intellectuals.**

16.5.1   The opinions of Headquarters staff on this subject were very
mixed. One perspective on work with parliamentarians in developing
countries, and particularly in those run by strong men, is that it is
misplaced optimism to think that parliamentarians can have any real
influence. An opposite view is that dictators often chose people to work
with them as "parliamentarians" who are influential in their communities,
and that contacts with UNICEF and work for children are prestigious and
uncontroversial, hence there can be useful results.

16.5.2   Perhaps a indication of how opinion is developing is that,
after initial resistance to the parliamentarian approach, there have now
been requests from some 15 Field Offices for Headquarters assistance in this
domain. In conclusion, it is premature to attempt a proper evaluation of
this work with parliamentarians, though the preponderance of opinion in
Headquarters is in its favour.

16.5.3   More doubts are expressed regarding the work with artists and
intellectuals. A general sentiment is that there has not been the follow up
hoped for from the support groups that have been created. As for
parliamentarians, an evaluation is thought premature, but a proper one
should be carried out when appropriate.

17.   **GREETING CARD OPERATIONS AND RELATED ACTIVITIES**

17.1 **Greeting Cards**

17.1.1   Like UNICEF's major publications, the greeting card element of
GCO's activities is too well known for the reader of this evaluation to
require an introduction to it. However, a quote from para.76 of GCO's Work
Plan and Proposed Budget for 1989 (E/ICEF/1989/AB/L.6) is germane to the
evaluation's findings in respect of GCO.

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"GCO was established by the Executive Board as an integral part of
UNICEF to promote greater awareness of the organization's aims and
objectives and to generate additional resources."

17.2 Evaluation Comments of Greeting Cards

17.2.1   There can be no doubt that GCO is an efficiently managed
operation. There is nothing else in the UN system to match it, and it would
probably stand comparison with private sector initiatives anywhere. The
professionalism of its productions and its exhibits and posters is also
noteworthy. Furthermore, GCO took the important initiative of doing
research, and on the basis of the results, standardizing the identity of
the UNICEF logo and name (the signature) on all materials produced by any
part of the UNICEF family.

17.2.2   However, this evaluation is more concerned by the issue of
whether GCO is really performing optimally as "an integral part of UNICEF to
promote greater awareness of the organization's aims and objectives", i.e.
is the most being made of GCO for external relations purposes other than
fundraising?

17.2.3   An external consultant must, firstly, be objective, and
furthermore, he also has a duty to report on issues that people inside an
organization may not wish to raise. For this reason, and before proceeding
further, it must be explained that relations are strained between GCO and
the rest of the External Relations Group.

17.2.4   There are numerous reasons for these tensions. Some relate to
personalities, some to what is seen to be a different outlook on work and
life, and others to simple day-to-day operational issues. Some of the points
of disagreement will be mentioned here to illustrate the problems. On the
matter of a different outlook on work and life, GCO staff tend to look upon
others of the Secretariat as development intellectuals and bureaucrats,
while, from the other side, GCO are looked upon as mercantile entrepreneurs
who understand few of the issues that UNICEF stands for.

17.2.5   The rest of the External Relations Group states that GCO
materials are full of conceptual and factual errors. GCO states that they
are accustomed to the language of selling and that their texts, couched in
such language for their particular audiences are not inaccurate, merely
simplified for their needs. In any case, they state that their material is
cleared by the appropriate people in the rest of the Secretariat before it
is printed. To which the response is that GCO staff turn up with a text in
the late afternoon and want it cleared by the next morning. To which the GCO
response is that no one outside GCO understands the deadline pressures they
work under. The rest of the External Relations Group says that GCO was too
late in preparing a certain fundraising kit and they refused to use it. GCO
says that the material in the kit took into account the fact that it was
late and couched its messages accordingly, but that those concerned did not
even bother to look at the material before refusing to use it.

17.2.6   So there is a ping-pong match in progress, using blame as a ball.   Certainly, the fact that GCO is more than six blocks distant from UNICEF House is an aggravating factor in creating this "state within a state", as GCO has been termed. GCO staff maintain, on the one hand, that they would be unable to function efficiently and commercially if drawn into the more eclectic environment of UNICEF House, but in the next breath, they state that they feel excluded and something of a poor relation.

17.2.7   These problems have been reported on in the hope that something can be done about them, for there is very widespread opinion, shared strongly by the consultant, that the external relations potential of GCO goes largely unrealized, particularly in respect of advocacy. One opinion expressed in this connection was that GCO marketing staff should do much more advocacy work when visiting sales outlets for cards.

17.2.8   More important, however, is that the channels to a broad public that are opened by the sales of cards and other products are not being used to full advantage. It is true that the purchasers of cards get some exposure to UNICEF messages through the backing card in the vacuum packs or the leaflet in the box. However, one would guess that many card purchasers are already confirmed supporters of UNICEF, and therefore some of this information is preaching to the converted. But what about the more than 130 million people who receive the cards? It is said that there is buyer resistance to cards with messages on them, and that placing advocacy leaflets inside cards presents language and logistic problems. But with the assistance of National Committees, some ingenuity, and some testing, it should be possible to find ways of using the card channel more effectively for advocacy without negatively affecting sales.

17.2.9   Unfortunately, it was not possible for this evaluation to establish a precise picture of what National Committees may be doing to include advocacy material in the cards, for example by inserting flyers in them. but the impression was that if it is being done, it is hardly generalized.

17.2.10   Flyers are only one possibility for improving the advocacy impact of GCO. In the past, GCO has carried out professional advertizing campaigns for its cards, which is an excellent vehicle for simultaneous advocacy. It also has its responsibility for exhibits that are an advocacy channel. For its part, GCO declares that it is more than ready to discuss how its advocacy role can be enhanced, but it rightly makes the proviso that it cannot allow its planning and scheduling processes to be thrown out of gear.

17.2.11   In sum, if maximum advantage is to be taken of GCO for advocacy as well as fund raising - and the two are inextricably linked - there must be closer operational links between GCO and the rest of the External Relations Group. This is a question of management and it will be returned to under that heading in Section 19 of this report.

17.3 Private Fund Raising by GCO

17.3.1   As is well known, in 1985, GCO received a mandate to raise funds by direct mail and commercial media, addressing the public at large, but working through National Committees where they exist, or through other national partners.

17.3.2   Direct mail appeals using an annual review of UNICEF's aims and achievements, in the form of a small brochure, has been the main strategy. Though not new - the Swiss Committee was doing it in the early '70s - GCO has raised the interest of a growing number of National Committees who are now actively involved in direct mail appeals based on an annual review, or a pocket diary, or the like. Overall, the experience has been positive and has raised funds at about the targeted return of $1 for every 25c. of expenditure.

17.3.3   In the field of media advertizing, GCO's TV spots are very professional. Unlike some NGO development agencies, UNICEF will not pay for TV time.

17.3.4   From the interviews in Headquarters, it seems that the GCO private fundraising mandate caused concern in some National Committees. In particular, volunteer fund-raisers thought that direct mail over their heads would cut the ground from under their efforts. However, at least one National Committee has found that in practice, direct mail and volunteer fundraising mutually support each other, to the benefit of both.

17.3.5   Other National Committees believed they were fully competent to handle private fundraising and did not need the assistance of GCO. In fact, nothing compels any National Committee to call on, or to accept, GCO assistance for private fundraising.

17.3.6   A difference of opinion concerning how GCO accounted for its assistance to National Committees, which was the subject of several paragraphs in this report, was discussed just in time (and the consultant advised by telephone) so that the paragraphs may be removed. GCO will receive information from National Committees of funds raised as a result of joint ventures with GCO, so that GCO can, as is its practise, record expenditures and the revenues accruing against them in its accounts.

17.4 Evaluation Comments on Private Fundraising by GCO

17.4.1   There are still mixed feeling about the private fundraising mandate of GCO, although the objections are not clearly articulated and seem to some extent to be part of the slightly jaundiced view of GCO held by too many members of the Secretariat. The only clearly stated objection by one interviewee was that GCO does not have much technical expertise to offer in the area of direct mail fundraising.

17.4.2   It is evident, however, that direct mail of an annual review must contribute greatly to making the work of UNICEF more widely known, in addition to raising funds. And the same reasoning applies to media advertising. Thus, private fundraising can play an important part in advocacy, _if the messages are right_. This means close consultation with Programme staff and other parts of the External Relations Group, careful crafting, and testing, of the messages. Information inputs are vital to this process and one is forced to ask why GCO, Geneva, have had an L3 Information Officer post vacant for more than a year?

18.   RELATIONSHIPS WITH NATIONAL COMMITTEES AND NGOs

18.1 Committees

18.1.1   The National Committees are a unique and invaluable resource for UNICEF's external relations. No other international relief and development agency has such an effective outreach into all levels of society in mainly industrialized countries.

18.1.2   In effect, a National Committee's Recognition Agreement with UNICEF is a sort of franchise to use the UNICEF name in external relations and fundraising activities. What proportion of the funds they raise is actually passed on to UNICEF is the subject of the so-called Supplementary Agreement. However, not all of the National Committees have actually signed Supplementary Agreements, even though they may have been recognized for many years.

18.1.3   Although the Recognition Agreement states that a National Committee will "conduct its operations in harmony with UNICEF's policies" not all of them do so all of the time. Nor does each of them always "maintain ... a clear distinction between its identity as a national organization supporting UNICEF's objectives and the identity of UNICEF, an inter-governmental organization."

18.2 Evaluation Comments on Relationships with National Committees

18.2.1   As mentioned earlier, the relationship with National Committees is of concern to many of the staff interviewed in Headquarters. Since the recognition of the first Committees, much has changed and UNICEF has grown enormously in stature and reputation. The work of the National Committees has been of inestimable importance in this development.

18.2.2   Now, however, the general opinion, shared by the consultant, is that greater clarity and consistency is required in the relationship between UNICEF and its Committees. In the field of external relations, for example, it is in the interests of all that National Committees adhere closely to UNICEF's policies. If they do not, there is the risk that too many people speaking with different voices will confuse the message.

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18.2.3   It must also be recognized that were a National Committee to run into media criticism, this would automatically and through association reflect negatively on UNICEF and on the other National Committees.

18.2.4   It is widely agreed that the relationship between UNICEF and its National Committees would be best improved by tightening the links between them and by having much more dialogue. The tightening of the links implies greater clarification of the expectancies on both sides of the closer partnership, and a mechanism for enhanced consultation.

18.2.5   For these reasons, the Recognition Agreements should be revised. The main features that need to be addressed are:

18.2.5.1   Establishment of a consultative mechanism to orchestrate external relations policies, priorities, activities, and information exchange.*

18.2.5.1   Involvement of UNICEF in the choice and/or ratification of the chief executives of National Committees. (It is pointed out that some Committees have people on the UNICEF Executive Board, but conversely, UNICEF has no representation in National Committees).

18.2.5.3   Establishment of criteria concerning retentions and salaries perhaps basing the latter on what a UNICEF staff member of similar level of responsibility would earn based in the same city. (The concern here is to attain transparency and frugality that would put all Committees, and a more closely involved UNICEF, beyond reproach for the way Committees run their affairs.

18.2.5.4   Modification of the present clause (No. 13) in the standard Recognition Agreement concerning possible suspension of the recognition to include the provision that the recognition will expire every 5 years and be renewed upon the agreement of both parties. (The purpose of this is to ensure that, even if consultation has been weak during the period of the recognition, the renewal of the recognition will automatically imply a consultation process and a chance to rectify any problems and misunderstandings that may have arisen).

18.3 **The NGOs**

18.3.1   The basic strategy for working with NGOs has never been formally articulated, even if an office in UNICEF for collaboration with NGOs has been in existence for more than 25 years, and today, there are 165 international NGOs with consultative status to UNICEF. However, three main areas of complementary activities are seen: a) Coordination and partnership in respect of field programmes; b) Advocacy; c) Fund raising.

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*   See also Section 19 on Management of External Relations Functions.

18.3.2   Many field programmes are carried out in conjunction with NGOs, either in the sense that activities are coordinated to provide optimum results and avoid overlap, or in the sense that UNICEF and one or more NGOs work in partnership. Working with NGOs for advocacy was a feature of the CSDR drive of the early 1980s and, more recently, a number of NGOs have been lobbying for the Convention on the Rights of the Child. (NGOs may often be able to say things that an international agency such as UNICEF may not). An example of fundraising with an NGO is the raising by Rotary International of $235 million for polio immunization, cold-chain facilities and social mobilization for EPI. UNICEF provided advice and guided the strategy for Rotary's efforts.

18.3.3   NGOs have their own information networks and UNICEF can usefully feed into them.

18.4 Evaluation Comments on UNICEF Relations with NGO's

18.4.1   It may be remembered from the Introduction to this report that three representatives of NGOs were included among the interviewees. This, therefore, was the only occasion when the consultant had direct contacts with both sides of a relationship equation.

18.4.2   From the Secretariat perspective, NGOs are considered to play a very important role in weaving the fabric of UNICEF's external relations. And from the NGO side, there is appreciation for the support generally received from UNICEF. There is a feeling of kinship between many NGOs and UNICEF, since UNICEF itself is often seen as an "inter-governmental expression of an NGO".

18.4.3   Although these opening remarks might give the impression that everything is rosy between NGOs and UNICEF, in point of fact, it is not entirely so. Though complimentary about their contact point in UNICEF today, the NGOs preferred the arrangements of the past when their contact point was in the Office of the Secretary to the Executive Board, and later in the Executive Office. But the main criticisms concern what is seen as a lack of advance consultation between the Secretariat and NGOs about specific events and programmes.

18.4.4   In effect, NGOs consider that they are too often asked to mobilize for some activity for which they have played no real part in the planning, a sort of soldiers' role to the UNICEF High Command. They also consider that their own credibility is damaged with their own constituency when, as occasionally happens, they mobilize interest and support for some event concerning UNICEF and find, subsequently, that UNICEF receives all the credit in the media coverage.

18.4.5   Regarding the flow of information from UNICEF, the good materials are considered very good indeed. However, information reaches them in such a flood that there is little chance for NGOs to feedback information to UNICEF. In the specific case of information on CSDR, and more recently with Facts for Life, there was a lack of supporting guidance, orientation, and training materials to help the NGOs in applying the information to best advantage in their work.

18.4.6   There is also a diminishing sense among NGOs of their relation to UNICEF programmes, and it is quite often difficult to obtain access to Programme staff in the Secretariat. This may be the fault of both sides in that the NGOs have been guilty of picking representatives who were not very professional, while UNICEF staff are more diverse than they used to be and are perhaps less aware of the potential offered to them by NGOs.

18.4.7   NGOs believe that UNICEF sees their main role as being that of fundraising, forgetting that NGOs exist for their own purposes.

18.4.8   The consultant does not consider that the three interviews with NGO representatives, important as the people were in the NGO sphere, were necessarily typical. The sample was simply too small. However, the tip of an iceberg has come to light; and it has shown enough of itself to justify much more consultation with NGOs with a view to improving the relationship.

19.   **MANAGEMENT AND COORDINATION OF EXTERNAL RELATIONS FUNCTIONS**

19.1 The degree of commitment, enthusiasm, and sheer hard work among UNICEF staff is one of the most remarkable and pleasing things to an outsider conversant with most of the UN system. However, while this is almost totally positive, it may have one negative aspect: people, carried away by their own enthusiasms and dedication develop tunnel vision and do not easily adopt a team approach to getting things done. Hence, the various parts of the External Relations Group do not work closely enough together. Unfortunately, some personality clashes also cloud the issues. It is a pity that these problems exist because the whole could be considerably greater than the sum of its parts. Of course, what follows in this section of the report must look at functional relationships and ignore personal ones, since people come and go but institutions usually stay.

19.2 A widely held opinion, supported strongly by the consultant, is that the External Relations Group needs better corporate strategic planning, and coordination of the activities of its various parts in accordance with roles and responsibilities agreed in advance by all concerned.

19.3 This is most certainly not the first time that such a comment has been made about the management of the external relations functions. It is a major concern of most people working in the Group, and its management was discussed in detail at the External Relations Retreat held in Danbury, Connecticut, from 28-30 August, 1985. The report of that Retreat stated that there was an immediate and nearly universal response that "the fundamental problem is one of management".

19.4 The creation, of the External Relations Committee and the Concilium were attempts at various times to improve management, but according to most reports, the meetings of these groups were occasions to exchange information rather than to role up sleeves and hammer out joint strategies and work plans.

19.5 Therefore, not much seems to have changed after that Danbury Retreat, or as a result of the work of the External Relations Committee or the Concilium, and there is still much frustration among external relations staff. (At the time of writing, the External Relations Committee had not met for over a year). A common perception is that, at least in the field of public affairs and information, most of the staff spend their time reacting to events and to priorities and decisions generated by the Executive Office. However sound those initiatives from the Executive Office are, they lead to an inability to plan and work rationally, and staff feel that they cannot "see where they are going".

19.6 Most of the staff interviewed stated that at least 50% of their workload was in connection with unplanned activities that dropped upon them unexpectedly. And most considered that a ratio of at least 60% planned and 40% unplanned activities would be an appropriate mix, bearing in mind that public affairs and information work must be flexible enough to cater for unforeseeable situations that arise.

19.7 Much thought needs to be given to ways and means of meshing the activities of the various components of the External Relations Group, at the same time giving staff a feeling that, in some way, they are masters of the external relations destiny, rather than running breathlessly from pillar to post. Obviously, while achieving this, enough planning flexibility must be incorporated to cater for unexpected events.

19.8 The solution to the problems certainly lies in developing strategic thinking and planning. Some of the programming excellence that UNICEF has developed in its Field Offices needs to filter into the area of external relations.

19.9 More specifically, leadership and coordination should be firmly vested in the office of the Deputy Executive Director, External Relations. That office should be responsible for ensuring that strategic and corporate work plans for the External Relations Group are drawn up and implemented. One way of achieving these might be as follows:

19.9.1 Towards the end of a calender year, the Deputy Executive Director, External Relations, would circulate to his colleagues in the Executive Office, and to the Directors of the various External Relations units, a request for a brief paper in which each put forward their views regarding the main priorities and opportunities for external relations in terms of advocacy and constitution building in the coming year, taking into account, of course, upcoming events and major programme thrusts.

19.9.2   With these papers to hand, the Deputy Executive Director, External Relations would convene a meeting of the Directors of the various External Relations units. The purpose of the meeting would be to agree on primary and secondary priorities and to examine what each unit of the External Relations Group could be expected to contribute to each. Obviously, a conditioning factor would be the availability of staff and financial resources, but the main emphasis would be to agree on complementary inputs and activities.

19.9.3   By the end of that meeting, a skeleton work plan for external relations in respect of primary and secondary priorities should be available. This would be passed to the Executive Director for approval or amendment.

19.9.4   Upon approval, the Deputy Executive Director would agree a lead unit within the External Relations Group for each priority, and the Director of that unit would appoint a Project Leader for that priority, while the other units would appoint a Focal Point for it.

19.9.5   Field Offices and National Committees would be informed of the year's external relations thrusts and of the identity of the Project Leader, and their active involvement would be solicited.*

19.9.6   Thereafter, the Project Leader, together with the Focal Points in other units, would draw up a detailed work plan and schedule and circulate it to interested parties. The Project Leader would be responsible for checking that each unit delivered its inputs, and he/she would have direct access to the Deputy Executive Director, External Relations if problems were encountered, at the same time keeping his/her own Director fully informed of developments.

19.9.7   The Deputy Executive Director, External Relations, would call regular meetings, say every 3 months, of the unit Directors and the Project Leaders to review progress and to fine-tune if necessary. If problems were being encountered, the Deputy Executive Director, External Relations, would call extra meetings as appropriate.

19.9.8   A basic criterion for this whole strategic planning process would be that about 60-65% of staff and financial resources would be allocated to the work plan, thereby leaving the necessary flexibility to cater for the unexpected. And if the unexpected did not happen - highly unlikely! - a secondary priority could be moved up.

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*   **Nota Bene:** It would be essential to consult the National Committees for their views about priorities and work plans. To what extent they could be involved, however, would depend upon bringing them closer into the fold, as suggested in para. 14.2.4 above.

19.9.9   Another basic point is that the External Relations Support Services Unit should be responsible directly to the Deputy Executive Director, External Relations. This would allow budgetary priorities to be decided in accordance with the agreed work plans. And in any case, the existing situation in which the Services Support Unit answers equally to two division Directors has all the potential for becoming problematic.

19.9.10   A very recent decision of the Executive Director establishes that the Director of GCO shall in future report to him, through the GCO Committee, rather than to the Deputy Executive Director, External Relations. However, this need not apply to strategic planning for external relations, as proposed above, for which the Office of the Deputy Executive Director, External Relations must obviously be the instigator and coordinator.

19.9.11   If such strategic planning could be established, it would also ensure proper lead time for external relations projects. A constant complaint is that lead time is usually insufficient, and everyone agrees that events such as Sport Aid, which had very short lead time, brought the External Relations Group to its knees, and threw much of the rest of UNICEF into chaos.

19.10 Some more general points concerning management in the External Relations Group warrant attention. The first concerns staffing in the Division of Information. Frequent mention has been made in this report of "lean" or "tight" staffing", when describing the work of DOI. In fact, over recent years and in search of economy, DOI has lost 6 posts, and this does **not** include those for which the function of the post was transferred to DPA or elsewhere.

19.11 "Doing more with less" is an admirable slogan, especially within the UN system, but DOI has reached a critically low level of staffing. Much work is now being done using outside expertise, a principle which is sound because it allows a good matching of talent and skills to the requirements of particular jobs. It is also cheaper in the long run than having permanent staff. However, there must be enough core secretariat staff to locate the best consultants, organize their recruitment, brief them, and supervise and check their work. Many parts of DOI are scrambling home by the skin of their teeth on these requirements. One unit has had a consultant working for it continuously for about 5 years. He is a critical element in the work of that unit. Such "permanent" consultancies, apart from contravening UN personnel policies, are anomalous: if there is real proof that there is so much regular work to be done, as in this particular case there certainly is, then the fact should be recognized and a post created.

19.12 Another issue concerns that of recruitment of consultants for work such as video production or editing. There are established commercial rates for people working in this type of field. Yet DOI staff lose much valuable time arguing about rates with personnel staff who are reluctant to accept commercial criteria. Frugality is admirable, but competent professionals expect to earn from UNICEF what they would earn elsewhere, so repeatedly arguing the toss does nobody any good, is costly in time, and may result in not getting the professional competence required.

19.13 With regard to staffing of DOI, it is recommended that if a strategic planning and implementation system can be established in external relations - along the lines suggested in paras. 15.9.1 to 15.9.9 - and once it is up and running, there be a detailed examination of workloads with a view to identifying any areas that need reinforcement. A strategic planning system may call for additional inputs of staff time up-front, but the more orderly way of going about work could well save time later, during actual implementation.

19.14 A final point concerning management relates to the background and experience of external relations staff. In company with all other UN agencies, many of the UNICEF staff in information and public affairs come from a background of journalism. Without wishing in any way to denigrate journalists - the consultant is one himself - the basic approach of journalism is to react to events as they occur.

19.15 However, strategic thinking, planning, research, testing, and formative evaluation for systematic promotion is the daily routine of marketing specialists. UNICEF might well consider, as appropriate vacancies in the External Relations Group arise, recruiting some marketing expertise. The type of marketing specialists selected would have to be not only competent in their field, but also sensitive to the differences of promoting UNICEF and the needs of children compared to commercial products.

20.   **THE UNDERSTANDING OF HEADQUARTERS STAFF CONCERNING THE LINKAGES AND IMPACT OF EXTERNAL RELATIONS ON ADVOCACY, FUND-RAISING, AND PROGRAMME DELIVERY**

20.1 Firstly, it must be stated that external relations are seen as a fully legitimate area of operations, and one of extreme importance for UNICEF. No interviewee considered that the attention being given to external relations was detrimental to Programme delivery. Many thought the opposite, as will be detailed starting in para. 20.4 below.

20.2 **Impact on Advocacy**

20.2.1   External relations are to a large extent made up of advocacy. The perception in Headquarters is that UNICEF's advocacy activities are very effective. The role played by the Executive Director during his contacts at top and high levels is frequently mentioned as crucial. SOWCR is seen as another vital advocacy resource.

20.3 **Impact on Fundraising**

For fundraising too, external relations work is seen as instrumental. In effect, without good external relations, it would not be possible to raise funds. There is an evident and close link between external relations activities for advocacy and for fund raising.

20.4 Impact on Programme Delivery

20.4.1   This was a more complex and interesting area of enquiry. It will be remembered from Section 3 of this report (which explained the operational meanings of the terminology of external relations that had been used for this evaluation) that Programme Communication was not considered part of external relations; nor was country-level advocacy aimed at furthering the programme in that country. So it should be clear that these are not being taken into account in the discussion that follows of the impact of external relations on programme delivery.

20.4.2   Beginning at the most obvious and simple level, there would be no programme at all without funds, and fundraising depends to a very large extent on external relations. But beyond that self-evident statement, we must examine how global and regional advocacy impinge on country programmes. In this regard, there can be no doubt that the generally heightened profile of the needs of children has a trickle down and positive effect on country advocacy in favour of programmes. And when the Executive Director intercedes with heads of state, the reverberating echoes surely have a wide influence on programmes.

20.4.3   We must also return to the objectives of UNICEF external relations in examining this issue. If, as has been stated, the objective is to "mobilize public and private concern for the well-being of the children of the developing world, whether or not such support is connected to UNICEF"*, then external relations work which promotes any programmes for the well-being of children must go onto the positive side of the balance in evaluating UNICEF's external relations.

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*   Emphasis added by author.

20.4.4   There are good examples of UNICEF external relations underpinning the launch of programmes for children implemented by other organizations. During the CSDR thrust, for instance, it was UNICEF's external relations efforts that brought GOBI to widespread attention. Thus, the Rotary International commitment to child immunization, and the $235 million they raised, was mainly triggered by UNICEF's external relations. It is also more than probable that the large League of Red Cross Red Crescent Societies programme in ORT resulted from UNICEF's promotion of this technique. One interviewee also stated that the Soviet Union is now applying the GOBI approach in its poorer Republics, though time did not permit confirmation of this statement.

20.4.5   Such examples represent very considerable UNICEF external relations successes. Certainly, they are not directly related to UNICEF programmes, but they are programmes for the benefit of children, and that is consonant with declared external relations policy.

20.4.6   There is another aspect of external relations which has a positive and direct effect on programmes, but which does not emanate from Headquarters. It is the promotion of UNICEF programmes by exposing representatives from countries not yet embarked on such programmes to them. For example, during the UCI thrust in Colombia, people from Burkina Faso, Ecuador, El Salvador, and Turkey were brought in to see the experience and discuss it with the authorities. Later when Turkey had launched its own UCI thrust, people from many Middle Eastern countries were brought in to see it at first hand and to garner ideas for similar initiatives at home. This type of activity is certainly a form of external relations, even if it is not often thought of as such.

20.4.7   When asked for their views regarding complaints from Field Offices to the effect that external relations were distracting them from programmes, the general Headquarters opinion was that these complaints occurred when there was insufficient lead time for an external relations initiative, or when the benefits of that initiative were obscure to the Field Office making the complaint.

20.4.8   As a final point, the External Relations Group makes significant inputs to UNICEF programmes in that their information and media expertise is called upon for programme related activities such as the production of training materials, training of field and national staff in communication techniques, and so on.

21.   THE COST EFFECTIVENESS OF INFORMATION DIVISION PRODUCTIONS

21.1 It was one of the consultant's Terms of Reference to report on this issue. Unfortunately. he cannot go into greater detail than he has already in the report for two reasons: firstly, the detailed cost breakdowns for the various DOI productions were not made available in time for the deadline for the submission of this report to be maintained; secondly, and more important, as has been stated in several places in this report, true impact evaluations of the various materials produced have never been carried out, and a true cost-benefit analysis is impossible without such impact evaluations. Therefore, even if the cost breakdowns had been made available in time for this report, they would have changed little.

21.2 However, it is possible to take a different approach to costs and that is to compare the annual expenditure on external relations, or more specifically on information and public affairs, with the total annual resources available to UNICEF, and determine how that relationship has changed over the years.*

21.3 In 1966, the total information budget was $542,000 against overall UNICEF expenditure of $36 million.

   1966 information expenditure was equivalent to 1.6% of total expenditure

   In 1974, the total information budget was $1,915,000 against overall UNICEF expenditure of $99 million.

1974 information expenditure was equivalent to 2% of total expenditure

In 1989, the combined budgets of DOI and DPA amount to $7,177,551 against estimated total UNICEF expenditure in excess of $700 million.

1989 DOI/DPA expenditure will be equivalent to about 1% of total expenditure.

21.4 It is thus evident that in proportion to overall UNICEF resources, the expenditure for external relations (Information and Public Affairs) has declined by half in the last 15 years.

21.5 This is admittedly a macro-level look at cost effectiveness and something should be done to rectify the lack of impact evaluation to date. A small but regular programme should be started, in conjunction with some National Committees, to evaluate the impact of typical materials in influencing people to commit themselves to UNICEF and/or action for the well-being of children in the developing world.

21.6 As is stated in E/ICEF/1987/L4, UNICEF Communication Strategy in Industrialized Countries, "...this lack of systematic assessment or evaluation does a serious disservice by denying these (external relations) efforts proper credit and inhibiting recognition of their importance relative to other efforts, as well as militating against the improvement of overall effectiveness generally". If UNICEF were to steal a few marketing techniques dealing with impact evaluation and opinion change, it would be able to fine-tune its external relations efforts better.

Colin Fraser, 25 August, 1989

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*   Source: E/ICEF/L.1321 14 March, 1975

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TERMS OF REFERENCE FOR THE CONSULTANT CARRYING OUT THIS PART

OF THE EVALUATION

a) To interview HQ staff to assist in analysis and review of External Relations Policy and activities with special emphasis on the following:

b) the production of media programmes and publications (since 1983) of the Information Division, with special emphasis on their effectiveness and cost as seen from HQ, as well as from the consultant's own point of view;

c) To determine the relative cost-effectiveness of various external relations activities, by reviewing planning, budgeting and impact of these different activities;

d) To examine the understanding in HQ of the linkages and impact of the aforementioned production and activities on: advocacy, fundraising, and programme delivery;

e) To review and compare this with summaries of selected documents that the consultant will prepare for analysis of planning policies and/or activities, bearing on external relations, information, public affairs, advocacy, social mobilization, and programme communication;

f) To review selected (private fundraising) activities of GCO with a view to determining this relationship to improved advocacy, if any;

g) To prepare selected position papers on these and other topics as required.

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