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Page 1
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Notes

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Print Name of Person Submit Images

Signature of Person Submit

Number of images without cover

JOHN MANFREDI

John Manfredi

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COVER SHEET

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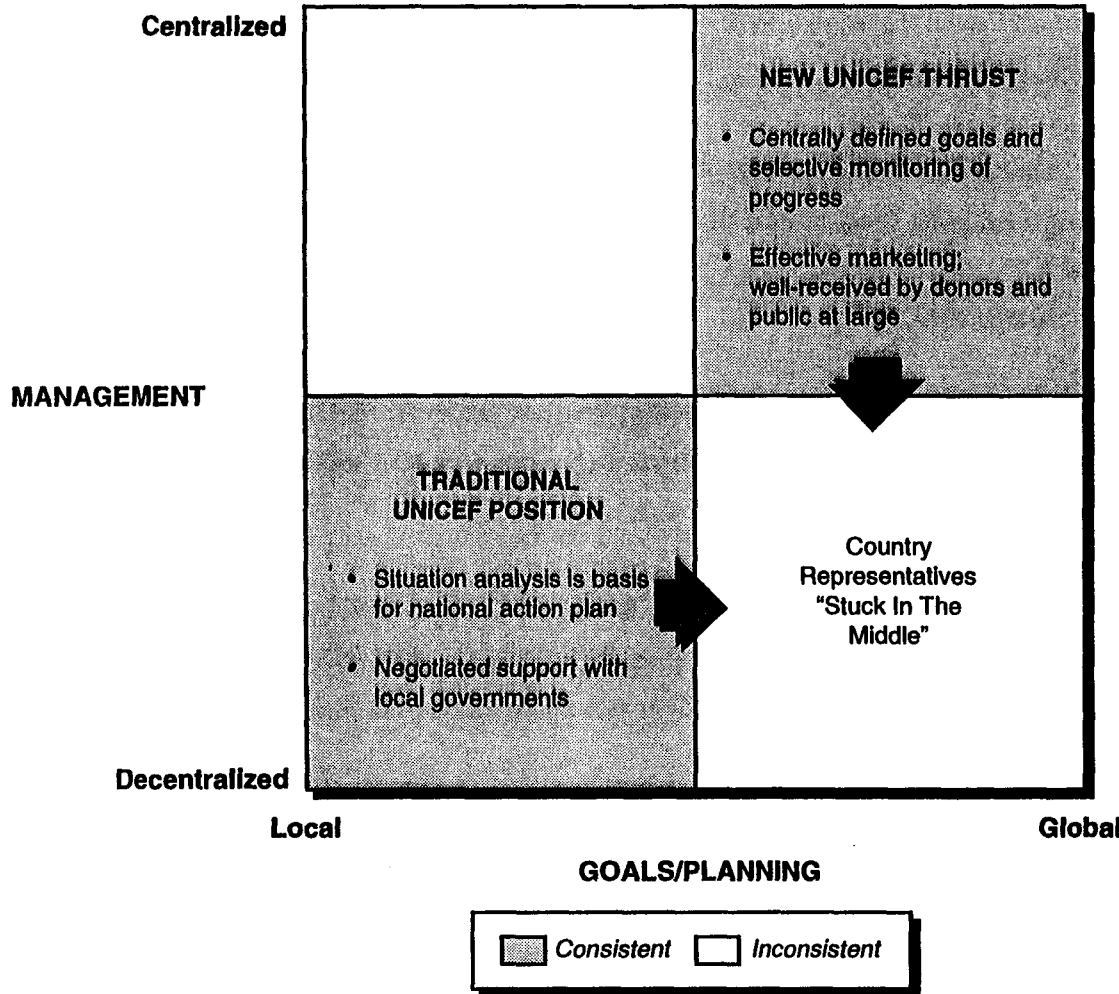
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VI. GLOBAL GOALS

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GLOBAL GOALS HAVE PROVEN A POWERFUL “MOBILIZING FORCE” FOR UNICEF, BUT THEY REQUIRE IMPROVED HARMONIZATION WITH COUNTRY PLANS



"Success with local goals needs the visibility and the power of the global goals. And obviously global goals wouldn't mean much without strong local programs. The issue is to make them compatible and internally supportive."

– Delphi Panel Member

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Notes: 1) Global goals "enforced" with global funds
 2) Execution is clearly decentralized

MANY RECOGNIZE THE BENEFITS GLOBAL GOALS HAVE BROUGHT TO THE ORGANIZATION

- “I can step back and see that global goals polarize popular opinion, donor support, etc. And it’s great PR.”

Country Representative

- “Global goals are valuable as standards. In addition to their value in communicating to those outside the organization, they help to focus activities at the field level and provide “stretch” element for performance.”

Working Party on Global Goals

- “Global goals act to unify the concerns of world leaders and serve as a tool to get commitments, to create togetherness, sharing responsibility among nations (North and South) and to mobilize funds.”

Government Official

- “Global goals are adapted at the regional and country level. They give a sense of mission and a purpose. UCI ownership by developing countries is total and the sense of pride has to be seen to be believed..”

Senior Programme Manager

AT THE SAME TIME, UNICEF STAFF AND DELPHI PANEL ALIKE QUESTION THE HIGHLY CENTRALIZED DECISIONMAKING

- "We're taking the position that "global goals" are the answer, and I think that's wrong. The empowered field organization is the secret of our success. And it's still right. We mustn't lose that. Yet the global goals have been pulling us back..."

Country Representative

- "UNICEF's programme approach has placed an increasingly heavy emphasis on global goals. The pursuit of these goals has been planned in a very top-down manner and UNICEF country offices seem to have lost a lot of the flexibility and responsiveness to local conditions upon which UNICEF traditionally prided itself."

Head of International NGO

- "The global goals are managed through "sound bites"; in that sense they are superficial and not necessarily connected to traditional UNICEF processes. Clearly they need more balance. The underlying ideas are justified, but the process isn't working."

Leader, International NGO

- "The country representatives are free to operate within parameters laid down - some arbitrarily - by headquarters management. It didn't used to be that way. We used to depend on very thoughtful, analytical situation analyses, and we shaped programs based on local need. Today headquarters intuitively decides what the priorities should be, and the country rep is expected to operate within those."

High level UNICEF veteran

THE DEFINITION OF GLOBAL GOALS IS DONE AT HEADQUARTERS, AND IN MORE THAN A FEW CASES IS CONSIDERED TO DEMONSTRATE SOME INSENSITIVITY TO COUNTRY REALITIES

GOAL TOPIC	CONCERN
Baby Friendly Hospital (particularly in Africa)	<ul style="list-style-type: none"> • In many countries facing high child mortality rates due to other causes, widely considered less urgent • Where only a small percentage of children are born in hospitals, the benefit potential from the programme is limited • Focusing attention here makes constituencies question UNICEF's priorities
Dracunculiasis - guinea worm disease	<ul style="list-style-type: none"> • This disease is very localized today; limited to a few communities in a few countries • The threat is relatively lower than many other priority concerns • Focusing here suggests to locals that UNICEF does not understand the biggest threats to children
AIDS and Malaria (Africa)	<ul style="list-style-type: none"> • These are by far the biggest life threats to many African children, but are not official "goals" • Since in its programmes and communications, UNICEF emphasizes the goals, exclusion of these major threats suggests to some a misunderstanding of local needs
General concern about the goals in Latin America	<ul style="list-style-type: none"> • Many Latin American countries have achieved survival goals and are looking to the next phase, including child protection • Since the organization is so goals-oriented, lack of protection goals is construed to mean lack of support for Latin America as it forges ahead

TARGET ACHIEVEMENT LEVELS ARE ALSO CENTRALLY DETERMINED, AND ARE DEMORALIZINGLY HIGH FOR MANY COUNTRIES, ESPECIALLY AFRICAN ONES

EXAMPLE: MEASLES IMMUNIZATION GOAL: 90% IN ALL COUNTRIES WORLDWIDE

1992 IMMUNIZATION LEVELS

DEVELOPING COUNTRY LEADERS	
Cuba	98%
Iran	97%
Oman	97%
China	94%
Brazil	93%
Uruguay	93%
Kuwait	93%
Trinidad & Tobago	93%

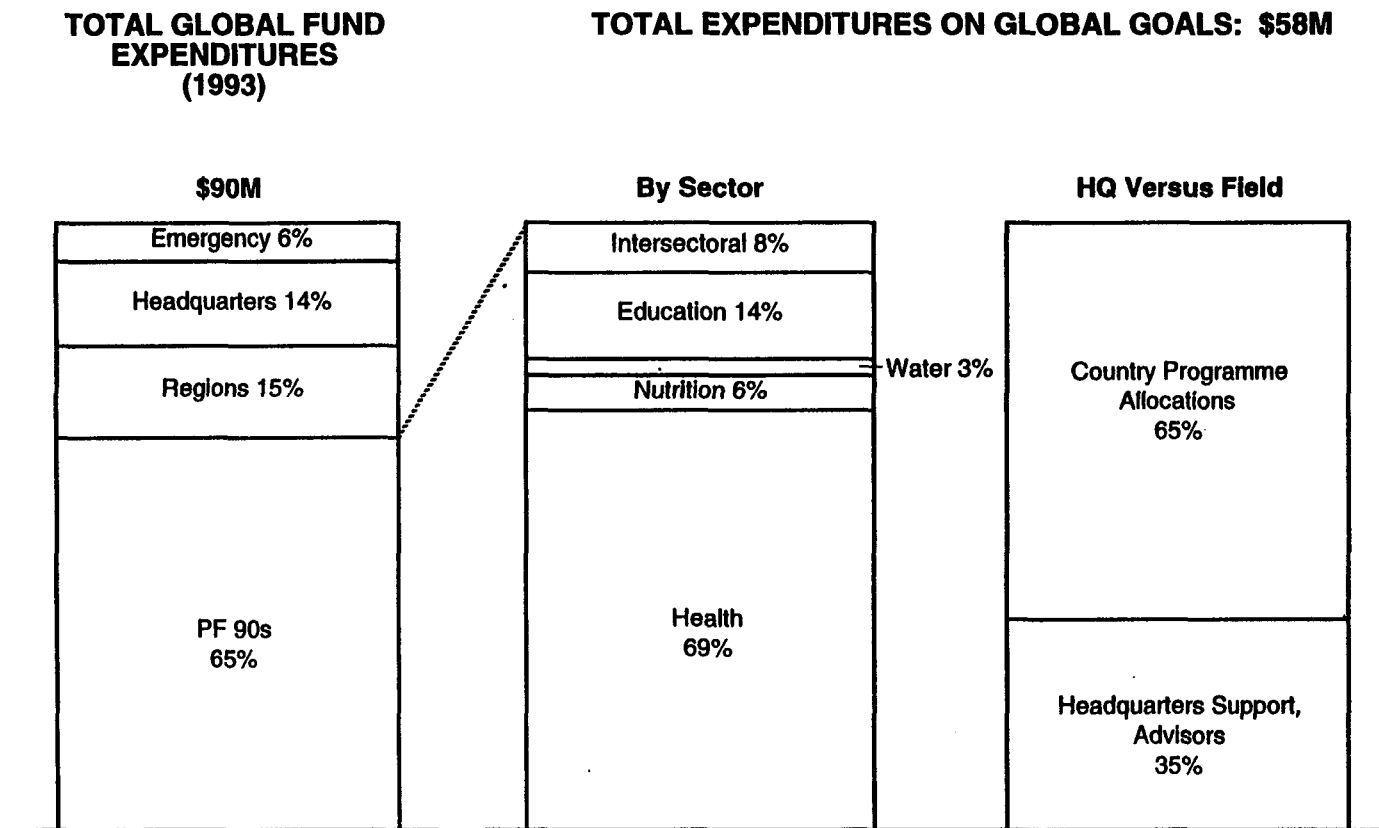
COUNTRIES WITH GREATEST GAP TO CLOSE	
Ethiopia	10%
Madagascar	27%
Togo	29%
Zaire	31%
Central African Republic	32%
Cambodia	33%
Cameroon	37%
Liberia	38%

Source: Progress of Nations, 1994

“The targets are over-ambitious for Africa. The starting point is so much worse than other regions. Achieving the targets would require a dramatic improvement in the rate of change – implying some kind of technological improvement, or major change in resource allocation. Neither of these has happened.”

Programme Officer

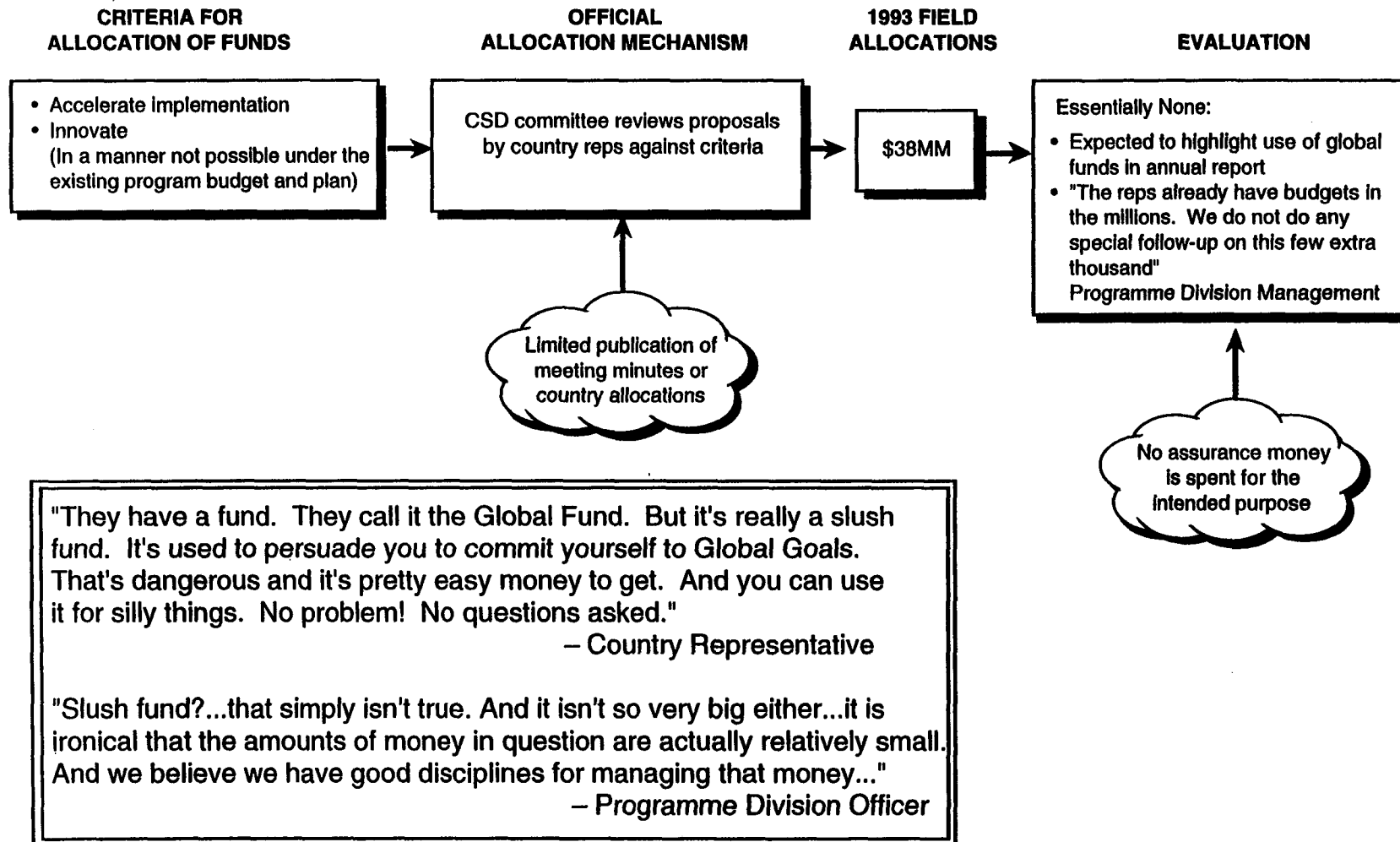
IN 1993, NEARLY \$60 MILLION WERE SPENT IN GLOBAL FUNDS SUPPORTING REALIZATION OF GLOBAL GOALS; OVER ONE-THIRD WAS RETAINED AT HEADQUARTERS



UCFORE (1) MK008 • 11/94/NY.R

Sources: DFM 1993 Programme Expenditures, Report On Global Funds 1992-93; BA&H analysis

FIELD ALLOCATIONS ARE WIDELY PERCEIVED TO BE LACKING TRANSPARENCY AND ACCOUNTABILITY



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Source: Breakdown of expenditure 1993 (Unicef IRM 2919); Allocation Global Funds 1993 (Programme Division); Interviews

A MORE HARMONIZED, BALANCED APPROACH TO SELECTING AND SETTING TARGETS FOR GLOBAL GOALS WOULD BENEFIT UNICEF AND HELP SATISFY BOARD DELEGATIONS

AREA	POTENTIAL IMPROVEMENT	VALUE TO UNICEF
Definition of Goals	<ul style="list-style-type: none"> • Introduce a collaborative process for goals definition on an ongoing basis <ul style="list-style-type: none"> – Regions to coordinate country inputs – Dialogue between regions and HQ 	<ul style="list-style-type: none"> • Improved UNICEF credibility in the countries • Increased “buy in” of country representatives
Target Setting	<ul style="list-style-type: none"> • Derive targets based on analysis of technical possibilities and “best case” examples available • Set differential target levels from the start, rather than requiring a special concessions process 	<ul style="list-style-type: none"> • Less demoralization of staff and local counterparts • Improved UNICEF credibility in the countries, among the governments • Less incentive for falsification of results
Global Funds	<ul style="list-style-type: none"> • Eliminate use of global funds (PF 90’s) for headquarters staff ¹ • Articulate clear principles for funds allocation to field offices and implement in a transparent way • Require explicit reporting on the use of funds toward goals objectives <ul style="list-style-type: none"> – Circulate allocation meeting minutes – Assign audit priority 	<ul style="list-style-type: none"> • Increased transparency • Improved staff morale; reduced suspicions of bias

Note: 1) May require revision to funding and Board approval procedures

2) More detailed implementation plan prepared by working party on Global Goals; paper presented as appendix to this document.