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Page 1
 Date 06-Jan-2003
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CF/RAI/NYHQ/DPP/RAM/2002-00690

Full Item Register Number [auto] **CF/RAI/NYHQ/DPP/RAM/2002-00690**

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 2 of 3.

Date Created/ Date on Item
 31-May-1990

Date Registered
 30-Dec-2002

Date Closed/Superceeded

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**
 Current Location **Record & Archive Manage Related Functions=80669443**

d1: In, Out, Internal Rec or Conv Copy
 Fd2: Sender Ref or Cross Ref
 Fd3: Format

INTERNAL

Container Record
 Container Record (Title)

CF/RAF/USAA/DB01/2002-09007
Essential Document Binder (Volume 1)

N1: Numb of Pages
 63

N2: Doc Year
 0

N3: Doc Number
 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/2002-00690

Notes

Print Name of Person Submit Images

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UNICEF

EXTERNAL RELATIONS EVALUATION

Analysis of in-depth interviews with
Governments, National Committees and
UNICEF Field Offices

by Cecilia Lotse

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Attachment 1: List of individuals interviewed

Attachment 2: Aide Memoire guiding the interviews

Attachment 3: Questionnaire to National Committees

INTRODUCTION

As part of the in-depth analysis and evaluation of the effectiveness of current UNICEF external relations policies, guidelines, functions, priorities and activities, in-depth interviews were conducted with Government officials in developing and industrialized countries, with UNICEF National Committee staff and with UNICEF Field Offices. It is the perspectives of these Governments, National Committees and Field Offices that are reflected in this part of the analysis.

Nearly 200 people were interviewed for this part of the evaluation. A list of all individuals interviewed by country and by interviewer is provided as Attachment 1 and the Aide Memoire guiding the interviews is provided as Attachment 2. The interviews were conducted by single individuals or teams, depending on availability and timing of missions. Altogether, there were 8 people involved in conducting the in-depth interviews which this paper draws on (S. Basta, P. Anzola, C. Fraser, H. Hammam, R. Hoffmann, C. Lotse, L. Rivera, C. Taylor). The analysis also draws on the responses to a questionnaire sent to those National Committees that were not included in the in-depth interviews. Of the twenty-nine National Committees that received the questionnaire, nine returned the questionnaire, a response rate of approximately 31%. (Attachment 3).

It also draws on conclusions and recommendations arising from the Information, Development Education and Fund-raising Workshop for National Committees for UNICEF held in New York, 11-14 September, 1989.

A comment is required concerning the scope of the analysis with respect to "impact" and "effectiveness". Scientific research generating "hard data" generally has not been undertaken by National Committees, UNICEF HQ or Field Offices. This lack of systematic and analytically stringent review of the actual effect and impact of various activities means that this evaluation is to some extent subject to subjective assessments on the part of the

interviewees. A certain subjectivity can also be expected to result from the particular vantage points and institutional locus of the interviewees. Another source of potential subjectivity is the small size of the interview sample. From the point of view of UNICEF field offices this is complemented*by the questionnaire survey. The analysis has tried to compensate for these elements of subjectivity by highlighting what emerged as clear trends and strong clusterings of opinions. Where these show a geographical break-down, this has been noted. The only geographical clustering of responses that emerged with clarity, however, was the expected one between industrialized and developing countries. This was expected because the role of UNICEF differs in the context of an industrialized country and in a developing country.

As always, the evaluation process has generated a wealth of information, all of which cannot be reflected in this report. While this report cannot reflect all points expressed, it has tried to encompass the specifics in its more generalizable findings. For the purpose of retaining the flavor of UNICEF's concrete activities, an attempt has been made to provide some illustrative examples. Space considerations, however, dictate a major distillation and mention of only the most critical areas under review.

It should also be mentioned here that a careful review of the Executive Board documentation on the subject of external relations yielded a rich sense of the overall thrust and direction of UNICEF's external relations activities, their justification and their past successes. They did not, however, provide succinct definitions of current policies, guidelines, functions and activities. These are implicit in the documentation, but for the future need to be brought to sharper focus.

For the purpose of the in-depth interviews and in the absence of clearly defined and delineated policies, guidelines, functions and activities, the evaluation team decided to conduct the interviews by focusing on the effectiveness of the concrete activities undertaken under the rubric of external relations. The activities were defined in close consultation with external relations divisions at HQ. An attempt was made to capture all the elements contained in the term external relations, be they global, regional or national or carried out by Field Offices, Regional Offices, UNICEF HQ, or by our partners, the National Committees. The process had as its product the Aide Memoire referred to earlier.

The conceptual framework provided in the Aide Memoire has facilitated the task of distillation. A different conceptual framework might have provided a slightly different slant and perspective, but we trust that the main findings would remain the same regardless of organization and approach. This assumption is supported by the analysis of Field Office questionnaire responses.

In order to make the analysis of the effectiveness of external relations activities at the appropriate level of disaggregation the evaluation distinguished between activities at global, regional and national level as well as between activities primarily directed to donor governments, National Committees, international NGOs, developing countries governments and UNICEF field offices.

A pattern emerged showing some activities as having universally high effectiveness, others having high effectiveness with specific audiences, whereas yet others were looked at with a certain scepticism given the lack of concrete evidence of effectiveness.

MAJOR CONCLUSIONS

This section will present the main findings of the interviews and attempt to give them their appropriate weight in the overall context of external relations activities. Subsequent sections will address in depth all activities undertaken under the rubric of external relations as identified in the Aide Memoire. This approach will allow us to view the relative effectiveness of activities that have high visibility and/or are to a degree controversial as well as activities with a low profile that may yet deserve closer attention.

In the most general functional terms, UNICEF's external relations activities encompass two major thrusts:

1. To generate support (through awareness, action and financial contributions) for the cause of children from and through Governments, National Committees and allies;
2. To develop tools for advocacy, mobilization and support to be used by UNICEF at HQ and Field Offices, National Committees and other allies.

It can be stated that the analysis/evaluation fully confirms the importance and effectiveness of the above general thrusts.

As activities are disaggregated, however, a pattern emerges which suggests fairly universal effectiveness of some types of activities, but less universal effectiveness of other types of activities. The observation and suggestions made in this report are made with a view to confirm where UNICEF is already making the most of the potential offered by its mandate and to help strengthen the areas where effectiveness is not universal.

While there is a tendency to wish to arrive at clear-cut findings, the reality of working in 154 countries, including industrialized countries, demands acceptance of complexity as well as a sensitivity to local differences. This will be reflected in the presentation of specific findings regarding the various external relations activities.

Nevertheless, a number of issues emerged very clearly in the course of the evaluation and deserve special mention.

1. The need for strategic management: While on the whole, UNICEF is very effective in its external relations activities, greater effectiveness would almost certainly result from a more strategic management approach to external relations. Current activities, both successful and unsuccessful, suffer from a certain ad hoc management, both in terms of financial, human and time resources allocated to them. In an environment where the maxim "do more with less" prevails, on-going and new activities compete for staff, time and money and the strategic potential for synergism is often lost for lack of adequate consultation, planning, financial support, evaluation and long-term follow-up for maximum effect.

Instead of capitalizing on its insightful and innovative ideas through a well-conceived strategic plan that allows all external relations activities to interact in a mutually reinforcing manner and to interact with the country programmes, new ideas are often acted upon as if the delay that a certain amount of planning requires would mean that the opportunity is forever lost. It is fully recognized that some opportunities may indeed be closely time bound and call for immediate action, but generally such are the exceptions rather than the rule.

As it is, new initiatives are often introduced without sufficient leadtime or support in terms of operational guidelines, finances or personnel for Field Offices and/or National Committees to effectively incorporate them into their regular programme or workplans and avoid that on-going activities are not to some extent neglected. The lack of strategic planning also means that an opportunity for greater consultation between HQ and the field in goal setting is lost. In this context, a greater emphasis on manpower planning could be helpful.

There is a widely felt need for training of staff, at all levels, in the area of external relations.

If a well-articulated external relations strategy was available, its components, their inter-relationship and staff responsibilities could be understood with clarity and any related issues and opportunities that might emerge could be properly related to the whole. This would also address the need expressed by many members of the Executive Board to better understand the context into which new initiatives fit and allow a well-informed discussion of their potential and merit.

2. The importance of the Country Programming process: Most external relations activities in developing countries must be rooted in the Country Programme if they are to be effective, be it for advocacy, fund-raising or programme delivery.

The quality of the consultation process between the Field Office and the Government that underlies the Country Programme approach is a key determinant of the effectiveness of UNICEF, be it in external relations or programme activities.

The quality of this process is deemed high by developing country governments. Field Offices are seen by their government counterparts to have been generally successful in adapting external relations policies and activities to their country-specific needs and to plan and implement relevant activities as part of their country programme strategy. The concern expressed by some Executive Board members that external relations activities increasingly take place at the expense of or have a negative impact on programme delivery is therefore not supported by the findings of this evaluation when they are part of the country programming process.

Furthermore, developing country government officials tend to share UNICEF's assumption that global and regional external relations activities have a positive effect at Field level. They are seen to help generate political will, which in turn may lead to greater social sector attention and the development of new partnerships.

Industrialized country governments show a greater tendency to express scepticism about the value and effectiveness of global and regional activities. This may be a function of these activities being of less operational relevance to donor governments.

3. The effectiveness of global programming thrusts: It is clear that UNICEF's global programmatic advocacy thrusts have been highly effective for advocacy, fund-raising and programme delivery. It is also clear that sufficient lead-time is necessary to build them into the Country Programme framework in developing countries through the normal process of consultation with governments. Global programme thrusts need to be made relevant to the local realities to ensure their effectiveness.

While global programmatic thrusts in balance are seen to be very effective, a global thrust like UCI has in some countries had the effect of diverting UNICEF attention from areas where other types of intellectual and programmatic input could have had a more profound effect on the well-being of children. This is true for countries which were already well under way to establishing sustainable universal immunization programmes, such as Sri Lanka. Other countries which were embarked on promising initiatives in other sectors found funding for these decline in favour of UCI programmes. In still other countries, the campaign approach to expanding immunization coverage advocated by UNICEF has not led to sustainable programmes with long-term partners.

A greater pragmatic flexibility in the extent to which global thrusts are pushed in individual countries would mitigate against such unintended negative effects. A slightly different balance in the corporate push for management by targets could allow both for the benefit of having specific targets by which to measure progress and to ensure the greatest relevance of UNICEF's activities in a given country.

Closely tied to the above point is the issue of sustainability. Field Offices, when asked to take action on ever new initiatives from HQ without at the same time being supported with the necessary additional human and financial resources find it difficult to maintain on-going priority programmes.

The extent to which UNICEF can play a catalytic role by introducing new initiatives without at the same time providing substantial programmatic support also depends on the existing infrastructure in a given country.

A comprehensive Situation Analysis, including external relations needs and opportunities, would provide a basis for a) planning relevant and effective activities in the country in question, and b) assessing the appropriateness of one or another HQ originated initiative in the country in question. Such an analysis could with benefit be the basis for a Field Office/Headquarters dialogue about how to respond locally to globally defined initiatives and opportunities. It would also allow HQ to become better aware of country experiences.

4. Improvements needed in the consultation process with industrialized country governments and National Committees:
Just as the quality of the consultation process between Field Offices and Governments in developing countries is the key to UNICEF's advocacy and programme effectiveness, so is the quality of the consultation process between UNICEF HQ with National Committees and Governments in industrialized countries key to its advocacy and fund-raising effectiveness.

UNICEF's relationship with industrialized countries is more complex than might be assumed. UNICEF addresses the general public directly through its flagship publications. It carries on a dialogue with the Government and with its National Committee, which essentially is independent of UNICEF. It also carries on a dialogue with the Government and addresses the general public through the National Committee.

With reference to the Government, in many countries the dialogue is carried on with two distinct parts of the Government bureaucracy, the Foreign Ministry's international organisation division and the development assistance agency (which sometimes is part of the Foreign Ministry). The former tends to view UNICEF as one of many UN organisations and is usually the party most directly responsible for determining UNICEF's appropriate share when decisions are made regarding the level of the general resources contribution. The latter tends to be more knowledgeable about the technical and operational aspects of UNICEF's field programmes and often supports supplementary funded programmes from bilateral funds.

This evaluation has found that on the whole, those more directly familiar with UNICEF's field-based programme activities tend to be more supportive of UNICEF's modus operandi. This may in part be because UNICEF's field effectiveness speaks for itself to those who have an opportunity to witness it in action, while UNICEF, when presenting itself, does not sufficiently differentiate between and address appropriately different interlocutors. Some governments, for instance, feel that UNICEF messages are over-simplified and reflect public relations concerns rather than critical analysis. There appears to be a need for greater attention in how UNICEF addresses various audiences, i.e. its Executive Board, National Committees, Governments, and the general public.

Turning now to the relationship with National Committees. It is this relationship that gives UNICEF its unique identity as a grass-roots, people-oriented organization. As eloquently stated by one head of National Committee, the future belongs to the children of industrial and developing countries alike, and they must learn to understand and help each other. UNICEF is an interlocutor through which the children of the world can relate to each other. In UNICEF's effort to expand and deepen its relationship with the public for the cause of children, i.e. building a "Grand Alliance for Children", the pre-eminent role of the National Committees must be fully understood and the partnership continuously maintained and strengthened.

National Committees de facto function as UNICEF's representatives in industrialized countries, but de jure are either national non-governmental organizations or quasi-governmental bodies. Much the same way that UNICEF's growth and development has forced a change in its manner of operation, including its relationship with its Executive Board,

a change in UNICEF's relationship with its National Committees appears all but inevitable. It is therefore important to begin a consultative process that will yield an appropriate legal agreement that outlines the respective rights and responsibilities of UNICEF and the Committees in this special partnership arrangement.

Such an agreement must be designed to allow for the diversity among National Committees rather than be an instrument to impose uniformity.

Although many National Committees feel that the quality of the consultation process between the UNICEF Secretariat and the National Committees has substantially improved since the Knutsson study, much remains to be clarified in the new organizational set-up between Geneva and New York. There is also indications that the overall capacity of UNICEF, Geneva needs to be strengthened if it is to effectively relate to and support National Committees and NGOs based in Europe. The direct annual consultations between the Executive Director and the Heads of the National Committees are highly valued.

5. Need for evaluation of efficacy of Secretariat products:

Generally, Field Offices see the direct role of HQ in external relations activities at field level as limited and its products of limited relevance for local use. The same message is given by many National Committees (excepting the flagship publications). This finding has direct implications for the targetting of HQ external relations activities. A strategy which clearly targets interventions/messages/support at properly disaggregated levels is required for maximum effectiveness. In the absence of an objective analysis of who uses what materials for what purpose and with what impact as well as who needs what support from whom, the tendency is for HQ, Field Offices and National Committees respectively to view their own materials and activities of greatest relevance. At present, there is no mechanism for systematic learning about the effects of external relations from field experience and for sharing this knowledge.

A small but regular programme is needed, in conjunction with some Field Offices and National Committees, to evaluate the impact of various materials produced by HQ, Field Offices and National Committees and to explore in a disciplined manner whether there is not room for more sharing of materials to enhance their impact and effectiveness.

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 mitigating against the improvement of overall effectiveness generally".

REVIEW OF SPECIFIC ACTIVITIES

This part of the review will look in further depth at the various activities undertaken by UNICEF. The discussion will follow the outline of the Aide-Memoire that guided the interviews.

Section 1

We will look first at activities identified under the function of generating support (through awareness, action and financial contributions) for the cause of children from and through Governments, National Committees and allies. Each cluster of activity will be reviewed for effectiveness in the three dimensions: advocacy, fund-raising and programme delivery.

1. SUBSTANTIVE POLICY DIALOGUE WITH GOVERNMENTS:

a) Developing countries:

Government officials in Asia, Africa and Latin America alike indicated that UNICEF is an important substantive partner to whom their governments look for new ideas, flexibility to test out new approaches, to help conceptualize issues for national development plans, to facilitate dialogue between government agencies, NGOs etc.

Many government officials particularly expressed appreciation for the ability of UNICEF, with its grass-roots approach, to help establish new linkages between government departments in the capital and with government units and others at the local level who are able to deploy people and services at the district, village and community level.

Because of UNICEF's decentralized and participatory approach, Governments appreciate the role that UNICEF can play as a catalyst, used by Governments as such and through which or with its assistance Governments can test out approaches, which if successful can then be replicated by the Government on a larger scale. Or UNICEF advocates the use of social indicators to balance economic indicators, which have been reflected in the Government Plan and in Government advocacy. Sometimes general advocacy thrusts serve as spearheads for more general development. UNICEF has reached the point where simply its imprimatur on an activity helps. This role, of course goes hand-in-hand with its direct action/capacity building support.

The importance of an effective consultation process with the government in developing countries was continually stressed both by the government officials and UNICEF field staff interviewed, and where this process works well, the impact of UNICEF's limited human and financial resources is seen to far exceed their nominal value.

The consultation process was deemed by most government officials interviewed for this study to be very effective.

UNICEF staff and government officials agree that advocacy has assumed an increasingly importance over the last 10 years. As technical service delivery advances, other issues come to the fore which require external relations responses. For example, it is evident that access to services is not enough. For effective utilization of social services, social mobilization is necessary.

The need for an active and strong external relations function was also stressed in countries experiencing rapidly changing political situations, where child concerns need to be maintained on the political agenda.

This analysis finds that in developing countries, the effectiveness of external relations activities are seen primarily in terms of advocacy and programme delivery. In a few countries, the effect is also clearly registered in fund-raising, such as in Brazil, where US\$ 4.5 m. was raised as a result of collaboration with "Conselho Nacional de Propaganda" (National Advertising Council).

It also concludes that while external relations are often accounted for in the programming process, their more regularized analysis as part of the situation analysis process would likely enhance the impact of external relations vis-a-vis programme effectiveness, advocacy, and fund-raising. It is in this process that the optimal balance between external relations activities and local capacity-building has to be determined.

The soundness of the Country Programming process, encompassing also external relations activities, was fully confirmed by Government officials and the overall effectiveness of UNICEF Field Offices to maintain a dialogue with governments at the highest political and technical level is impressive in the eyes of Governments.

The evaluation team observes that small offices with limited staff capacity are clearly at a major disadvantage. Continued upgrading of such offices in terms of technical competence in both the programme and external relations functions is needed. Field Offices themselves stress the need for training in the external relations area. The effectiveness of high calibre, technically competent National Officers merits special mention, in programme as well as external relations activities.

From the perspective of developing countries, the dialogue with the Government must be maintained both at policy level and technical/implementation level, and the importance of the consultation process was underlined. The strongest and most clearly articulated comment on external relations from Government officials, was that the relevance and effectiveness of external relations activities in developing countries depend on whether or not they are rooted in the country programme that grows out of a serious, substantive consultative process between UNICEF and the Government. This consultation focuses on the findings of the situation analysis and an opportunity analysis based on it. The UNICEF supported country programme is then anchored in the relevant aspects of the development plans.

Government officials generally found that the consultation process with UNICEF at field level functions very well at both policy and implementation level. Most officials felt that external relations issues were incorporated as part of this process and therefore were adapted to the local needs and perspectives.

In terms of advocacy, both government officials and UNICEF field staff find that global programmatic thrusts have been very helpful where there exists a congruence between Government and UNICEF concerns. Where there is not such a convergence, UNICEF has to move with great sensitivity if it is to be effective. Global programme thrusts must be relevant to local realities. This relevance can most easily be ascertained in the course of the ongoing consultation process referred to above.

Some African countries stressed particularly that the expectations raised by advocacy and the demand created must be followed by tangible services and that UNICEF has a responsibility to see that successful programme action takes place. They also saw that it was to UNICEF's credit that it responds quickly to essential needs, and even sometimes with little input overcomes obstacles on which others have stumbled. UNICEF's willingness to take some risks and back innovative activities has gotten projects off the ground and on to a good start, often convincing the Government to budget substantially more resources as well as bringing in other donors possessing considerably greater funds than UNICEF.

The International Year of the Child launched in 1979 was offered as evidence of the effectiveness of global advocacy thrusts. In the case of Sri Lanka it provided the impetus for establishing new Government infrastructure for subsequent programmatic activities for children in the form of a Children's Secretariat within the Planning Ministry. Similar infrastructure was created in a number of other countries in Asia, Africa and Latin America. Now more are being created as a "result" of CSDR.

UCI was likewise identified as a very successful advocacy thrust, which raised the profile of children's issues and motivated not only governments but also local groups and NGOs to action. Events created around this thrust also helped to strengthen the relationship of UNICEF with many Governments. It is interesting to note that the effectiveness of this advocacy thrust is cited even by countries that feel they could have benefitted more from a focus on child development rather than child survival, due to the level of IMR already attained through the Government's own efforts (e.g. Sri Lanka). In other countries, however, UNICEF's focus on UCI has weakened somewhat the relationship with other parts of the Government, including non-UCI partners within the Ministries of Health.

The Convention on the Rights of the Child is expected to be similarly effective. Indications of its potential are already seen in Brazil, Turkey and Egypt, as revealed by the interviews.

Adjustment with a Human Face was seen by many government officials and Field Offices as an opportunity still not fully explored. As advocacy it was welcome, as it provides the intellectual artillery for shifting resource allocations and allowing greater focus on poverty alleviation and the provision of basic services. The effectiveness of its arguments was seen in the increased concern expressed regarding the needs of the social sector by the World Bank and IMF. UNICEF is valued for being one of the few voices speaking for the social sectors and for being an agency which stands firm in basic policies such as equity and reaching the unreached. Many Field Offices are involved in country activities on the social aspects of adjustment, ranging from advocating its need to undertaking country studies, to participating in policy discussions in various fora.

But the Secretariat has only now begun building Adjustment with a Human Face into the country approach so that all pertinent countries can participate and to offer the operational support, such as training, that is needed for Field Offices to move the issue from being an intellectual contribution to the development debate to a practical contribution in the elaboration of development plans and the allocation of scarce resources. In the case of SAFLAC, the Structural Adjustment Fund for Latin American Countries, an attempt is being made to operationalize the approach. Many governments expressed a wish for the concept of Adjustment with a Human Face to be made more "popular", more easily communicated.

While acknowledging the effectiveness of these advocacy thrusts, many governments also point to the need to deal with all aspects of the life of the child, as a child requires attention to all of its needs for survival and healthy development. This includes attention to its immediate environment and the person most central to its well-being, the mother.

b) Industrialized countries:

The substantive policy dialogue with governments in industrialized countries was likewise seen as important. The efforts made by senior management to provide annual briefings in advance of the Executive Board meeting was mentioned as particularly valuable. Senior Government officials also often take occasion to visit UNICEF senior management when in New York.

The dialogue is strengthened by the perception of UNICEF's effectiveness, which comes from two main sources: 1) UNICEF's major publications, such as SOWCR and AWHF, and 2) documented programme successes. In those countries that benefitted from UNICEF assistance after World War II, there is also an enormous residue of good will in the population at large.

As is the case in developing countries, it was pointed out variously by National Committees and government officials that also in industrialized countries is there a need to maintain a dialogue with a number of government offices, in the capitals as well as with the UN Mission in New York and at policy as well as at operational levels.

UNICEF's principal liaison usually is the office in the Foreign Ministry dealing with the UN system. Other ministries such as the Ministry of Planning as of Development Cooperation, as well as offices responsible for sectoral concerns such as health, education, water and sanitation, and the geographically oriented bilateral desks often find it useful and mutually rewarding to also maintain a substantive dialogue with UNICEF. The evaluation found that in many instances, it is the offices who know the substance and approach of UNICEF's work best who show the greatest support for UNICEF.

Many donor governments will acknowledge that it is the compelling nature of UNICEF's high visibility programme thrusts that has captured their attention. The "bottom line", of course, is that UNICEF must also be a serious, reliable, effective development agency fulfilling the totality of its mandate. Nonetheless, Adjustment with A Human Face, the Convention on the Rights of the Child, International Year of the Child have all succeeded in capturing the attention of decision-makers and the public. On the whole, the same is true for the expanded programme of immunization, although a few donors express concern that UNICEF's focus has been too unifocal, not reflecting the full spectrum of its actual activities or of its mandate.

Most industrialized country Governments see no need for UNICEF to advocate child issues in their own countries and resist advocacy initiatives that appear to move UNICEF away from a development agency focus to a more pronounced advocacy focus. They therefore express a disinclination to support activities that do not show an immediate benefit for country programmes. The evidence on the overall effectiveness of global programmatic thrusts, however, indicate that such initiatives can have a very substantial, positive and direct impact on their specific targets.

For countries that provide supplementary funds, follow-up on project details is required. This operational dialogue is carried out at various levels of intensity, from ad hoc meetings mutually agreed upon, annual or biannual scheduled meetings, to institutionalized Steering Committees composed of UNICEF and Government representatives. Many donor governments confirm that the close liaison and dialogue associated with supplementary funding has had a positive effect on advocacy as well as fund-raising. Governments and National Committees stress the importance of accurate and timely reporting and point to the increased demand for evaluations placed both on multilateral organizations and on their own bilateral efforts.

UNICEF's dialogue with Governments is also carried out through its National Committees. The fact that UNICEF is seen as an organization with effective grass-roots support and involvement both in industrialized and developing countries is one of its major strenghts, i.e. its "people-to-people" character.

The potential and actual role that the Committees play does not appear to National Committees and Governments always to be fully appreciated by the Secretariat. For instance, a long-standing complaint of National Committees is that senior UNICEF staff from HQ and Field Offices do not inform the Committees when they visit their country (for whatever purpose) and do not use National Committees to obtain briefings on the local situation. Many Governments reinforce the importance of the National Committees. Strong National Committees with their own strong lobbies and volunteer outreach are listened to by their Governments, and it is their information/advocacy work which is most visible in these countries.

2. ELICITING FINANCIAL SUPPORT FROM GOVERNMENTS FOR ACTION FOR CHILDREN:

a) Industrialized countries:

The effectiveness of UNICEF's activities in this respect are evident in the record of fund-raising. Over the 10 year period 1978-1988, total income from Governments and Inter-governmental organizations has increased from US\$ 143.5 million in 1978 to US\$ 504 million in 1988. The contributions for General Resources have almost tripled from US\$ 113.5 million to US\$ 300 million, and supplementary funds and emergency contributions have increased almost sevenfold from US\$ 30 million to US\$ 204 million. The OECD countries account for the bulk of these contributions.

Certain governments may be seen to pay a disproportional share of the total contributions. Four Nordic countries, with a combined total population of less than 23 million pay over one-third of UNICEF's total resources, a performance not even matched by the combined contributions of the world's two major economic powers. This would appear to be due to a general predisposition in some countries to express solidarity with developing countries through their governments and the particular weight placed on the role of multilateral channels for this purpose. This predisposition appears less evident in other countries. One might suppose that greater efforts in the field of development education would have a positive long-run effect in these other countries.

General Resources are by far preferable to supplementary funds because of their greater flexibility of use. In most cases, however, donor governments have less flexibility to increase their general resources contributions significantly from year to year or to make major shifts in the allocation of funds among agencies, whereas supplementary funding appears to be more opportunistic and therefore more responsive to aggressive fund-raising. This is due to special historical relations or development principles of various donors. UNICEF pursues both with vigour. While preferring to receive contributions for general resources, UNICEF does not consider acceptance of supplementary funds to distort its country-programming process.

Government officials feel that the approval of UNICEF's fields of activity and of its public image as the organization for children play a significant role in its ability to attract contributions. In some countries, the memory of current decision-makers and the public at large of the contribution made by UNICEF in war-torn post WWII Europe also contributes substantially to the goodwill towards UNICEF, although this memory is fading with the passing of generations. This presents a new challenge, particularly for National Committees who have to maintain and strengthen their volunteer base and attract the attention of a younger population.

The information that donor Governments receive from their missions in the field are of major importance in shaping their attitude to UNICEF and in their willingness to contribute additional resources. The quality of the relationship between the Government representation in the field and the UNICEF Field Office is therefore a very important factor for effective fund-raising. The willingness of donors to provide supplementary funds also depends on the country, the type of project, the quality of presentation of project documentation, the quality of reports, and contact with Programme Funding Officers and Field staff, especially Representatives.

Some government officials indicate that funding decisions are to a large extent made at a technical level and it is the track-record of the organization that counts. UNICEF external relations activities are not seen to influence this assessment, even if they have an effect at the political level.

The information and public affairs activities undertaken by National Committees, however, are seen by Governments to generate a general atmosphere and climate among the public and decision-makers that makes contributions possible. In some cases, Governments provide co-financing or matching contributions to their National Committees.

b) Developing countries:

The analysis finds that relatively little emphasis has been put on raising funds from developing countries, other than to require counterpart funding for programmes. It is worth highlighting, however, that developing countries are usually the major financiers of the programmes of cooperation with UNICEF. Their interest in the cost-effectiveness and sustainability of various activities advocated by UNICEF is therefore keen. In some instances support for the cost of the UNICEF Office is given by the host Government and most contribute to UNICEF's general resources. The greeting cards operation for the 1987/88 season brought in almost US\$ 9 million from Asia, Africa, the Middle East and Latin America. Active private sector fund-raising, beyond the sale of greeting cards, exists in only a few countries. Brazil is the outstanding example.

In developing countries, effectiveness in fund-raising can also be judged by the extent to which there is a self-financing component in the programmes, such as the PKK volunteer workers in Posyandu in Indonesia and the Village Health Workers in Ghana, or by the amount of priority that the Government places on investments in the social sector. Increased effectiveness in the use of social sector budgets, even if their share of the total budgets have declined, are also of great significance. Illustrations are provided by Indonesia and Pakistan where the Governments opted to free the resources originally allocated for hospitals in favour of PHC support.

Resources may also be mobilized for in-country use in ways that substantially increase the effectiveness of UNICEF assisted programmes even if no money is channeled through UNICEF. Examples of this type of resource mobilization include free advertising as in Brazil on children's rights and Sri Lanka on EPI, and various types of counterpart funding.

The relative return from fund-raising efforts in developing countries may be too low to warrant a significant investment of staff time in this area. Currently, the Secretariat does not take an active role in analyzing and sharing the experiences of those countries which have launched successful fund-raising drives with the local private sector. This would appear to be an opportunity missed.

3. MOTIVATING POLITICAL LEADERS TO ACTION FOR CHILDREN:

Within the cluster of activities that fall under this heading there are some activities which meet universal approval and some that engender scepticism as to their effectiveness.

The advocacy of the Executive Director with Heads of States, Heads of Governments and other senior leaders was seen to be very effective in developing and industrialized countries, often serving as a spearhead allowing programmatic follow-up or leading to increased contributions. All acknowledge that the Executive Director has personally played a major role in enhancing the attention and support given to the needs of children. His energy and talent for communicating the goals of UNICEF, persuasively and at all levels, is a cornerstone for the external relations activities of UNICEF. It is also pointed out that there is no such thing as an automatic trickle down. The effect of this high level advocacy must be sustained through careful programming. For example, the poster of President Soeharto immunizing a child has been used to great effect in Indonesia and his public acknowledgement of the important work done by local health workers has had a strong motivating effect. The same is true of how "We, the People's Declaration" signed by President Mubarak of Egypt is used to mobilize for children at the local level.

The effectiveness of advocacy at the global and regional level through means such as summits, roundtables, and other types of forums is perceived as less clearcut, but generally it is assumed that a certain conducive climate is created that makes follow-up and new initiatives at the national level easier. Developing country government officials were more likely to voice this conclusion than industrialized country government representatives.

While difficult to substantiate, the impression shared by many UNICEF and developing country government officials, but not all, is that activities, such as efforts to obtain statements from the OAU Summit, the Reagan-Gorbachev Summit, the Francophone Summit, etc., create an environment more supportive of the cause of children and make it easier for them to advocate for children within their own countries. The Egyptian decision to declare a Decade for Children can be seen to have been bolstered by the Talloire declaration. A certain international legitimacy is conferred by these events.

Many industrialised country representatives in Governments and National Committees question whether such symbolic expressions actually have an impact or whether the time spent in pursuing them could be better spent on traditional field-based programme activities. They see little evidence of impact on either public awareness or fund raising in their own countries.

Efforts to put children on the agenda of regional meetings of political leaders such as SAARC, the Arab Council for Children and Development, Cocoyoc, or the Meeting of the Central American Heads of States appear at times, but not consistently, to enable leaders to launch new initiatives at the national level, with a greater sense of legitimacy. President Soeharto's launching of a Child Decade might be an illustration of this. Developing country representatives are more ready to make a positive assessment of the effectiveness of such activities, whereas industrialized government officials take a more sceptical stance.

All agree on the importance of a strategic plan for follow-up action at the national level. The lack of such plans for many of UNICEF's global and regional events was seen as a major weakness. Without such plans, the momentum that may be generated by an event is often dissipated. "Flashes in the pan" do not motivate people to action, only sustained, systematic and organized local follow-up has this potential. At present, it appears that whether global and regional events have any lasting impact depends primarily on the ability and inclination of particular Field Offices to follow-up. The "sustainability" of the event depends on it taking root not only within the UNICEF Field Office, but more importantly, within the Government offices.

Another important consideration raised by industrialized countries is that if UNICEF is in great haste to organize these events, it can be and has been criticized for being disorganized and politically insensitive.

It should be mentioned that mobilizing political leaders is needed not only at the level of the capital and at the apex of the government, but also at community level. This effort normally is planned as part of the Country Programme. To reach the unreached children, UNICEF must reach the unreached leaders. Examples of positive efforts to this end include the municipalization movements in Brazil and Colombia.

4. STRENGTHEN THE PARTNERSHIP WITH NATIONAL COMMITTEES

The importance of this partnership is universally acknowledged. The National Committees are a unique and invaluable resource for UNICEF's external relations. No other international development agency has such an effective outreach into all levels of society in industrialized countries.

The importance of National Committees to UNICEF lie both in their proven track record and in their future potential. They are responsible for mobilizing the volunteers who sell UNICEF's greeting cards and who bring the work of UNICEF to the public's attention through their personal involvement and commitment. It is the volunteer dimension of the National Committees that gives UNICEF its "people-to-people" character. Many National Committees feel that UNICEF staff do not fully appreciate the importance of this dimension. In many instances they know UNICEF and its evolution better than many UNICEF staff. At present National Committees account for about 20 % of UNICEF's total income. De facto they are UNICEF's presence in industrialized countries and influence, through their advocacy, information and fund-raising activities, governments as well as the general public. They are the executing arm of GCO.

UNICEF prides itself on its origin and history as a "people-to-people" organization and it is in this spirit that it needs to improve the partnership with National Committees. The relationship is, however, complex.

The evaluation does not try to assess the relative effectiveness of the National Committees. This is an important but sensitive area which will require continued attention. In particular, the evaluation finds that further consideration should be given to how National Committees might benefit from the training materials and courses offered by the UNICEF Training Section. The National Committees must continue to develop their own capacities to tailor country-specific initiatives to enhance understanding of child issues, promote dialogue in-country and among countries, conduct effective child advocacy and raise funds for UNICEF. In this process, the UNICEF Secretariat needs to become a better facilitator and enabler. The critical issue here appears to be the quality of the consultation process between the UNICEF Secretariat and the National Committees.

National Committees represent UNICEF's permanent visible presence in industrialized countries and actually carry out most advocacy activities in the name of UNICEF. In effect, a National Committee's Recognition Agreement with UNICEF is a sort of franchise to use the UNICEF name and act in favor of its cause. What proportion of the funds raised 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. And not all adhere in spirit and letter to the agreement.

Since the recognition of the first Committees, much has changed and UNICEF has grown enormously in size, stature and reputation. The work of the National Committees has been of inestimable importance in this development.

Now, however, it is widely felt that greater closeness in consultations, and greater clarity and consistency is required in the relationship with the Committees. From a legal standpoint the existing agreements are not considered adequate.

It is widely agreed among National Committees and many government officials, that the relationship between UNICEF and its National Committees would be best improved by having much more dialogue. Particularly the UNICEF Secretariat, but also a number of National Committees feel that this dialogue would become richer if it included a more substantive discussion of the Committee's annual objectives/targets and a review of the tangible results (financial and other) of their activities. Eventually one might envisage a regularized process in which UNICEF would have greater involvement in the definition and review of the opportunities, constraints and strategic options available to National Committees.

There appears to be a general improvement under way in the quality of the consultation process between National Committees and the UNICEF Secretariat. This is evident when National Committees review their responses to the 1987 Knutsson interview and many of them conclude that positive action has been taken on a number of issues. The institution of yearly meetings between the Executive Director and the heads of the National Committees, for instance, is deemed of critical importance, and the effectiveness of the last meeting was judged very high. There is some concern expressed by a number of Committees about the respective responsibilities of GCO and the National Committees, in particular in the area of private sector fund-raising.

It is evident from discussions with National Committees that there still is a pronounced need for greater clarity regarding focal point responsibility at HQ and the allocation of responsibility between NY and Geneva, but generally the changes now under way are seen to be headed in the right direction. Many Committees complain about the apparent non-communication within UNICEF and say that frequent staff and organizational changes lead to disorientation both inside UNICEF and with National Committees.

With the expectation of increased substantive consultations, including with the Executive Director, National Committees hope that Secretariat insistence that National Committees undertake tasks that they are not convinced are valuable or viable, will cease (e.g. First Earth Run). They hope that special attention will be given to informing National Committees on UNICEF priority themes and upcoming events. In each case, they would like to know the envisaged role of the National Committees.

The evaluation finds that the tightening of the links implies greater clarification of the expectancies on both sides and a mechanism for enhanced consultation. As part of this process, the Recognition Agreements should be revised.

There is great variation among National Committees. Close consultation, local flexibility and maximum sharing of experiences among National Committees, facilitated by the Secretariat, are required for National Committees to reach their maximum potential. The Committees particularly stress their wish to see greater Secretariat effort go into fostering exchange of information on what works in different Committees.

National Committees, of course, conduct many activities that relate to and take advantage of particular opportunities in their own national context. UNICEF needs to be supportive of these, even as it requests National Committees to support centrally conceived plans. National Committees plea for a better understanding on the part of the Secretariat that National Committees need to integrate Secretariat requests into their own workplans in a manner that supports their on-going activities and maintains the central messages disseminated by each Committee. Many Committees stress that there must be a consistency in messages and not competition between them for their national advocacy and fund-raising to be effective. National Committees ask for recognition of the fact that each National Committee has its own country-specific situation, its ways, organization, opportunities and sensitivities. The cooperation requires considerable understanding, interaction and dialogue. Many Committees feel that the structure of this relationship still is not satisfactory.

The link between National Committees and Field Offices is generally weak. The most immediate need of National Committees from Field Offices is for substantive, well-prepared reports on contributions. This is a critical need for National Committees, as these are used to keep the National Committee constituency and its donors committed to UNICEF.

From a Field Office perspective, arranging visits of National Committees can be time-consuming and often yields no immediate benefits. Generally, however, both Field Offices and Governments are prepared to arrange visits as required. Careful timing and planning of the visits is crucial to their success (including, in the case of film crews, maybe also a preparatory visit).

Where there is major donor involvement through supplementary funding, many Field Offices and National Committees recognize that a closer tie with the National Committee of that country could be mutually beneficial. In both Latin America and Africa, National Committee visits were seen to yield better understanding of UNICEF's work, the environment in which such cooperation takes place, and in some cases, funding. This also helps Field Offices to better understand the role of National Committees as UNICEF partners.

The other side of the coin is field staff visits to National Committees. The UK and the Canadian Committees, for instance, particularly welcome visits from field staff. The UK Committee uses such opportunities for press and BBC interviews and the Canadian Committee likes to ask field staff to talk to its volunteer groups and schools.

5. GENEVA OFFICE

The Executive Board resolution requested that the evaluation, "...recognizing the importance the Executive Board attaches to the Geneva Office, to take into account...the particular responsibilities vis-a-vis the European National Committees and non-governmental organizations based in Europe".

Although not universally shared, the evaluation finds general satisfaction with the new role to be played by the Geneva Office, as a closer partner with European National Committees and NGOs and acting to facilitate, support and guide them in their efforts for UNICEF.

There are expectations that the Geneva Office will play an increasing role as a clearing house between the European Committees and provide more operational support and guidance in developing individual strategies and targets for each Committee.

Greater clarity in terms of who the National Committees need to contact for what purposes is still needed. This lack of clarity has led to National Committees contacting NYHQ directly on operational matters that should more properly be dealt with by the Geneva Office. There is inherent in the very structure of the Geneva Office and NYHQ a suggestion of duplication of function and duplication or confusion in supervision/management of staff. This evaluation finds the current set-up in need of improvement. Several National Committees proposed that the equivalent of desks be set up in Geneva to serve as an organizational entry point for all areas. These desks would then be supported in various areas by technical expertise in Geneva, New York and Field Offices.

If the Geneva Office is to be able to meet its responsibilities vis-a-vis the National Committees, NGOs and the rest of the UN system effectively, there also appears to be a need to further reinforce it at the senior levels. Some European Government officials also suggested that the Geneva Office needs to fulfill a larger function with the European based multilateral organizations and diplomatic community. The actual need can only be determined on the basis of a clear-cut statement of the role of the Geneva Office vis-a-vis the European National Committees, NGOs, UN system, the Geneva diplomatic community and the European general public. The strategic role of the Geneva Office still remains to be clearly articulated.

6. STRENGTHEN COLLABORATIVE LINKS WITH NGOS AND DEVELOP NEW ALLIANCES

The traditional in-country collaboration with service-oriented NGOs and similar groups for which UNICEF is well known is non-controversial and universally supported. In Indonesia, for example, eleven religious-based NGOs have been mobilized to advocate immunization to the local population. Department of Health officials attribute the reduced drop-out rate between first and third immunization to this advocacy.

It is UNICEF's efforts to extend its collaboration to new organizations or groups, and the manner in which it has done so, that has raised questions. Particularly, UNICEF's efforts to involve the media, parliamentarians and artists and intellectuals have been questioned. The effectiveness of the traditional and the new approaches will be explored below, from the perspectives of developing countries and industrialized countries.

a) Developing countries:

NGOs

The importance and effectiveness of the alliance thrust in developing countries, at the national, provincial and local levels was fully confirmed by government representatives and by UNICEF field staff. NGOs role in local level work was particularly noted in many countries. This was true for all regions. Such alliance building has led to considerable support, not only for child survival, but more broadly for child welfare.

Allies must be carefully chosen, however. Allies must have the potential to become active supporters for children and must have a sustained and substantive commitment. The nature of these allies will necessarily vary from country to country, depending on the religious, political, cultural systems, the level of development, and on the nature of the Country Programme.

It is testimony to the strength of the UNICEF Country Programming process and the decentralization of decision-making to the Field Office, that targetted alliance building is part of most Country Programmes, seen as they are as being one of the most effective ways to strengthen programme delivery. This is true in Africa, Asia and Latin America. Government officials also recognize this fact and in many instances expressed an appreciation for the role UNICEF plays in linking NGOs to government supported programmes. Particularly effective for programme delivery are alliance building at the provincial and local levels.

How useful alliances with particular partners are, depends on the local situation. As one government official expressed it: "If the society is predominantly spiritual, working with spiritual leaders is extremely important. If the society is basically materialistic, other allies are likely to be more effective." The process of "choosing" partners as part of a programme planning process is being strengthened in Field offices through what is known as "social mobilization analysis" or "opportunity analysis". The intention is that, through training, such analysis will become an integral part of the Situation Analysis aspect of programming .

Media

Work with the media was considered of great importance by developing country government officials as by UNICEF Field Offices. Its effectiveness is confirmed in country after country, where UNICEF enjoys a media visibility superior to any other UN organization. While most UNICEF offices do not have information and communications officers, where they do exist they undoubtedly are able to support a stronger, more continuous relation. In El Salvador, for instance, the media (radio/TV) expressed willingness to give time for UNICEF, but the UNICEF office is not able to respond fully to this opportunity for lack of staff and appropriate material.

Although the role of the media and UNICEF's relationship with it clearly enhances its effectiveness in advocacy and programme delivery in developing countries where it is well-developed such as in Sri Lanka and Indonesia, the role of information/communications officers can vary significantly from office to office and little systematic professional guidance and training opportunities are offered to this category of staff. This would appear to be an area where UNICEF HQ could play a larger role for the benefit of Field Offices.

Many Field Offices and Government officials mentioned that it is very important that the media coverage concerns substantive issues or messages that reinforce programme activities, rather than just promoting UNICEF per se. This implies the integration of communication and information/external relations activities through and within the programming process. This is the intention, and many countries already are working towards such an integration. In Ghana, for instance, a Journalists Club for the Rights of the Child is seen to be very effective.

The importance of this point needs to be underlined, since when the UNICEF label is too prominent, it irritates the many partners, including governments, that make UNICEF-supported programmes possible, in industrialized as well as in developing countries. 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, has negative fallout and may adversely affect future working relationships.

Parliamentarians

Turning now to the work with Parliamentarians as a special target group to be enlisted as allies in UNICEF's work for children. About 30 national groups of parliamentarians now exist. Their aim is to create a lobby for children that will translate into greater political will and budgetary measures necessary for a child-centered agenda.

The usefulness of work with parliamentarians varies from country to country as their effectiveness and power depends on the particular political system in force. While they are important allies in some political systems, other allies are more effective in other political systems. As always, the bottom line in UNICEF's decision about which allies to cultivate must be based on how to achieve the maximum impact for children through its investment of staff time and resources in the particular setting in which it operates. This was the finding in both industrialized and developing countries.

In Brazil the work with parliamentarians was and is a fundamental part of the Child and Peace/Child and the Constitution movement. In Colombia there is a "parliamentarian consultant" providing advice and performing advocacy-type functions. In both cases, they are initiatives included in the country-level cooperation plans, not global actions.

As an example of a useful regional effort in alliance building, the ASEAN Parliamentarians meeting on the Convention on the Rights of the Child could be cited. Field Offices expressed appreciation of the support provided by the Secretariat in handling the logistics and organization of this event. Government officials expressed appreciation for the opportunity to define policies and strategies aided by a regional discussion. This event was also seen by some government officials to present an opportunity to advocate a more active stance within the region.

While experience to date does not allow a proper evaluation of the work with Parliamentarians, the preponderance of opinion in Headquarters is in its favour. Field Offices vary in their assessments, as explained above, as do Governments. This appears to be a reflection of the fact that the potential impact of parliamentarians as a group varies greatly from country to country and in many countries a relatively greater return on invested time and resources may be expected from focusing on a different target group.

Artists and Intellectuals

Regional initiatives as the Artists and Intellectuals meetings in Dakar and Harare are viewed with a fairly general scepticism. Artists and Intellectuals are notoriously independent minded, and the organized follow-up that is required to transform a one-time event into a sustained process does not seem to have materialized to any significant extent. Some expressed a fear that such initiatives that do not result in clear and tangible benefits for UNICEF's programmes might give the impression that UNICEF is moving away from its areas of traditional strength to unproven areas. There is, however, a reluctance to speak out against such initiatives, since innovation often results from moving into unchartered territory. What might be suggested is that when new initiatives into unchartered terrain are launched, an evaluation mechanism be built into them from the start, so that objective assessments can be made in terms of costs and benefits as the initiative progresses. Many Field Offices find that considerable time and financial resources are diverted when such initiatives are parachuted down to them and they find it difficult to explain to their counterparts in the Government why high priority programme activities are put on the back-burner while the office mobilizes for such activities. An in-depth evaluation of the return on investment during the next one or two years of the work with parliamentarians and artists and intellectuals is suggested.

At the national level, however, the potential for involving entertainers was widely recognized both by Governments and Field Offices. In Indonesia, for example, a formal arrangement exists with the Association of Actors' Guild that allows UNICEF to request a particular type of entertainer to participate as appropriate in trips and events that usually also involve Ministers and other dignitaries. The entertainers serve the critical function of popularizing the message and drawing in the target audience. Government officials were quick to acknowledge that entertainers possess communications skills not normally possessed by government civil servants, and welcomed their help in disseminating programme related information.

The key to effectiveness in this area is clear definition of how the involvement of entertainers can further programme cooperation. One of the most important points was that follow-up action must be defined prior to the event.

It is evident that many exciting and effective initiatives in this area have been undertaken by Field Offices. Much experience exists of country-level effective work with artists, entertainers, intellectuals and others. UNICEF HQ does not as of yet play a significant role in disseminating this experience and fostering an exchange among Field Offices.

b) Industrialized countries:

In industrialized countries, the extent to which collaborative links are created and new alliances forged depends on the efforts of two actors: the National Committees and the UNICEF Secretariat.

NGOs

Some Committees are active in this respect, while others appear to give it relatively low priority. In some countries, such as in Canada where the UNICEF Committee is very strong relative to other NGOs, cooperation among the 15 largest NGOs is institutionalized and the group speaks effectively with one voice on larger development issues. Cooperation on fund-raising, however, is ad hoc. Another illustration is the Danish Committee, whose Board is composed of representatives of NGOs and political parties. Similar situations are found in Hungary and Sweden. On the whole, however, relatively little emphasis appears to be given to alliance building as such. This conclusion is borne out by a review of National Committees' workplans.

It is also borne out by feedback from NGOs, who find that some National Committees collaborate better with NGOs than others. Some National Committees are perceived by NGOs to be too much concerned about fund-raising through NGOs and not understanding of how other resources may be mobilized in a partnership with NGOs. From an NGO perspective, both Committees and the Secretariat have to become convinced that there can be a real benefit to children if UNICEF really understands and supports NGOs, not just ask them to undertake activities that UNICEF considers important.

It should be noted, however, that in connection with specific issues, such as the Convention on the Rights of the Child, a number of National Committees are working closely with NGOs. There is considerable strength in the fact that National Committees can establish local collaboration with a variety of groups on substantive issues that hold the attention and interest of their populations.

Other than issue specific collaboration, however, in the national context the reality often is that UNICEF National Committees compete with other NGOs both for the attention and the contributions of the general public. Collaborative efforts are generally not seen to be of mutual benefit in such situations.

From the Secretariat side, backstopping is provided for maintaining contact with the 165 international NGOs with consultative status with UNICEF. Three main areas of complementary activities are seen with NGOs: a) coordination and partnership in respect of field programmes; b) advocacy; c) fund-raising. The involvement and support of industrialized country NGOs is seen as particularly critical to future UNICEF advocacy and development education efforts in the areas of the Convention on the Rights of the Child, Adjustment with a Human Face, promotion of CSD issues and International Year of the Child follow-up in general. Working with NGOs for advocacy was a feature of the CSDR drive of the early 1980s and, more recently, in lobbying for the Convention on the Rights of the Child. An example of NGO fund-raising is the US\$ 235 million raised by Rotary International for polio immunization, cold chain facilities and social mobilization for EPI.

In a review of NGO/UN action for children 1979-1989 commissioned by the NGO Committee on UNICEF titled "Caught in the Cross Currents" and authored by Patricia Smyke, the positive interplay between NGOs and UN agencies, prominently including UNICEF, is treated in some detail. The mutual benefit for UNICEF and NGOs of their alliance on child issues is incontrovertible.

In addition to backstopping, specific approaches are made to a few NGOs where there appears to be potential for substantial collaboration, in programmes, advocacy and fund-raising.

The effectiveness of mobilizing the support of international NGOs at the global level for the purpose of follow-up at the country level depends on the extent to which the international headquarters can dictate action to its local affiliates. The collaboration with Rotary International is on the whole exemplary of successful alliance building around substantive issues. This view is shared by Rotary International and UNICEF alike. Here it was efforts at the global level that provided the spark to initiate national level activities. For instance, the support of Rotary International for the Polio Plus programme sparked strong local interest by Rotary in Indonesia, Colombia, Ghana, Madagascar, and the Rotarians have become strong UNICEF allies as a result.

Those international NGOs who have strong presence in developing countries are increasingly becoming part of the alliance-building process which is being improved through social mobilization opportunity analysis mentioned earlier. Initiatives not based on country-level efforts (e.g. Child Alive/Red Cross), however, need to have evaluation mechanisms built in from their inception to evaluate their effectiveness, since they are not anchored in country programmes.

From the NGO perspective, however, UNICEF and NGOs have not always been able to organize their collaboration to complete mutual satisfaction. NGOs see the reason in part to be that NGOs relationship with UNICEF is essentially and substantively a programmatic one, yet the structural link is with external relations. Generally NGOs question UNICEF's use of flashy special events and have so far been unable to see their real positive value. They would like to have a stronger linkage to the programme side of UNICEF.

Parliamentarians

The UNICEF Secretariat has also established working ties with the Inter-Parliamentary Union (IPU), the Global Committee of Parliamentarians on Population and Development (GCPPD), and the Commonwealth Parliamentary Association (CPA).

National Committees vary in their assessment of the value of working specifically with Parliamentarian groupings. Most consider contact with individual Members of Parliament of great importance. In some countries, Parliamentarians as a group are seen to be a far less important target group than some others and therefore not deserving of special attention and scarce resources. In other countries, such groupings are seen to serve their own ends which may only tangentially coincide with UNICEF's interests and should therefore also not be accorded undue importance. Government officials from many industrialized countries across the board reject the idea of being lobbied by their own parliamentarians constituted as a sort of interest group for UNICEF. In other countries, however, such groups provide an effective voice for UNICEF concerns in the government debate.

In general, for regional and global level alliance building to be meaningful, concrete national follow-up must be planned for ahead of time in order to capitalize on any momentum generated at regional and global levels. If initiatives do not originate from national level definition of needs, it is important to allow sufficient lead-time in planning regional and global events to ensure that Field Offices are given sufficient opportunity to define the relevance of the initiative in terms of their country specific situations and do the necessary preparatory work to make it effective.

7. ORGANIZE/SUPPORT/PROMOTE GROUPS TO ADDRESS THE SITUATION AND NEEDS OF CHILDREN

The practice of piggy-backing on other events to bring children's issues on the agenda is well developed at UNICEF. It is practiced at international, regional and national levels. It is generally seen as a cost-effective and useful strategy.

In cases where UNICEF has taken upon itself the major organizing responsibility for such events, especially at global and regional levels (First Earth Run, Artists and Intellectuals, etc.), there is less evidence of cost-effectiveness. In fact, with a few exceptions, there is little evidence of effective follow-up and impact.

8. PROMOTE GLOBAL DEVELOPMENT EDUCATION

This is an area of widely felt need in industrialized countries where UNICEF has as of yet not taken a leadership role. A new P-5 post has been created as of 1990, and it is hoped that the historical vacuum will be filled and that a dynamic, collaborative process will be undertaken together with National Committees to strengthen this important area.

There exists a lot of good raw material and there have been plenty of exchanges between National Committees on this issue. There is considerable variation among Committees regarding how development education is treated. This calls for an assessment and then preparation of a policy/strategy.

A first step in this direction has been taken in the preparation of a paper "UNICEF and Education" by R. Ormston, which was presented to the Information, Development Education and Fund-raising Workshop for National Committees held in New York from 11 to 14 September 1989. The Workshop issued as a recommendation concerning development education that:

1) The paper 'UNICEF and Education"... , together with the outcome of the Bangkok Education Conference, should form the basis for future guidelines on development education policy.

2) In anticipation of the upcoming Secretariat appointments at the professional level, development education should be recognized as a priority activity within external relations, in both UNICEF and the National Committees, and the budgets allocated to it should reflect that priority.

3) A short- and long-term strategy for development education activities should be established by both UNICEF and the National Committees.

There would also appear to exist opportunities to involve Field Offices and use their materials to a greater extent than hitherto realized.

Although not raised by either Field Offices or Government officials interviewed in developing countries, the question that begs to be asked is whether there is not a significant role for development education also in developing countries, to benefit from the lessons and experience of both industrialized and other developing countries.

9. COLLABORATE WITH OTHER INTERNATIONAL DEVELOPMENT ASSISTANCE AGENCIES

Governments in developing countries generally feel that collaboration does take place effectively, where the need for and benefit of such collaboration is evident. Generally UNICEF is seen to be more flexible than other agencies and ready to move in new directions with changing circumstances. This enhances its effectiveness. It is seen to relate well to other agencies.

Evidence of such collaboration can be found in all regions and include, prominently, collaboration with WHO, PAHO, the World Bank, IFAD, UNFPA, UNDP, UNESCO, etc. in substantive areas such as EPI, CDD, polio, MCH, ARI, maternal mortality, education, water and sanitation, adjustment with a human face, and so on.

Collaboration in form without substance is not favoured, however. Agencies often fitfully get together on demand from their Executive Boards, but unless there is a compelling substantive benefit from such cooperation, they remain fitful and at the behest of a distant Headquarters. Interviews generally supported the policy positions set out in the document UNICEF and the United Nations System: An Agenda for Inter-Agency Action, E/ICEF/1989/L.8, 6 March 1989, presented to the 1989 Executive Board.

Section 2

While the review so far has centered on UNICEF's efforts to deepen the cooperation with and widen the range of allies that support its child-related goals and activities, the ensuing section will look at the tools and means used in the process of advocacy, mobilization and support by UNICEF at HQ and Field Offices, National Committees and other allies. The various clusters of activity will be reviewed one by one.

1. PUBLICATIONS

In 1983, after the Rose study, a policy was adopted to limit the number of finished publications produced by UNICEF HQ, and to encourage instead co-productions with other publishers and organizations and to provide the raw materials required for Field Offices and for National Committees to themselves be able to produce their own publications and information material. UNICEF also installed and expanded the use of electronic information systems for information storage and dissemination.

The current flagship publication is without a doubt the State of the World's Children Report (SOWCR). It is considered by National Committees and Governments to be the most effective advocacy tool for industrialized countries. Its launch is a major media event in most countries. The choice of venue for the launching and use of state of the art satellite link-up ensures its newsworthiness and subsequent coverage. The supporting materials for SOWCR (press kit, audio-visuals) also play an important part in the media success it enjoys. The impact of SOWCR can be objectively judged by the number of press kits issued, the increase in the press list, the number of enquiries received from the press in advance of the launch, reactions from NGOs, their use as source and reference material, radio/press/TV coverage locally, regionally and nationally. All these indicators register its success. In Brazil, it led to a new alliance with the Association of Toy Manufacturers, which contacted UNICEF after reading the SOWCR summary in the news.

In developing countries SOWCR is mainly read by senior decision-makers in the Ministries of Health, Planning and other social sector ministries and sometimes by the university community. In Latin America it is also often distributed at provincial, state and local levels. It is widely used by both UNICEF and Government staff in developing countries as a source for speech materials. Government officials in developing countries use it to measure their comparative accomplishments with others in their region in terms of immunization coverage, IMR etc. Abbreviated versions are sometimes translated into local languages.

From the perspective of developing countries, while SOWCR is not seen to have much direct impact on programme cooperation, it is often used as a vehicle by Field Offices to look at the local situation. In a few instances, Field Offices have produced companion State of the Nation's Children Reports. Government officials confirm that this enhances the interest in the country. Governments also use the launch of SOWCR to state their own issues or to make pledges and statements.

The relative sameness of the message of SOWCR for a 5-6 year period was widely seen to detract from its impact in developing as well as in industrialized countries. As expressed by one seasoned head of a National Committee: "There is need for some new magic each year".

Here it was pointed out that a differentiation needs to be made between judging effectiveness from the number of newspapers that cover the launch, to how many front page articles it generates and to the effectiveness in terms of use by professionals with the potential to have lasting programme impact.

Some government officials in developing countries suggested that many professionals on developing countries would like to see greater substantive depth on fewer issues, rather than general global sweeps, at least occasionally. Because of the expectation of sameness, many recipients do not actually read the report. It is very clear, however, that the country-by-country statistics are very effective as a yard stick for developing country government officials, even where they generate heated discussions between the government and UNICEF about the "correct" statistics.

While the SOWCR is undoubtedly a great success, this evaluation finds that its effectiveness may be enhanced in future years if its principal audience is defined in greater detail. At present it would appear that industrialized country governments, their media and their elites are the primary target audience. To some extent the same audience in developing countries is also reached.

The interviews suggest that the publication has the potential of engaging professionals in both developing and industrialized countries on substantive, programmatic issues to a much larger extent than it does at present. An alternate schedule of general and in-depth coverage may be considered for future years to renew and maintain the interest already created. The 1989 issue, with its new focus, generated a great deal of interest and was very positively received. This point was made in all regions.

Adjustment with a Human Face is another publication which has been extremely well received. Its more scholarly and analytical tone and approach to the issue has enhanced the image of UNICEF in industrialized countries and has allowed it to contribute in a very substantial way to the on-going debate about the multifaceted economic and social crises in developing countries. The publication and the continuous advocacy of its message by UNICEF's senior management has put the issue of the need for sensitivity to the differential impact on different groups of traditional adjustment policies on the political agenda.

Its effect can be judged by the acceptance of its message by the IMF and the World Bank as evidenced in major speeches and presentations. Its effect in developing countries can be seen in diverse ways, ranging from the institution of the PAMSCAD programme in Ghana to requests that UNICEF Representatives speak in various forums on adjustment issues in order to bring the issue onto the agenda. In Brazil, a national publication on the subject, by different authors from the country has been prepared. This was a result of cooperation with the Faculty of Economics and Administration of the University of Sao Paulo.

AWHF can also be seen to have had an important impact in that it has helped UNICEF to overcome the monofocality complaint in some industrialized countries. Activities such as the Debt Relief and Child Survival follow-up exemplified by the Midland Bank and Hambro Bank debt relief swaps in the UK further amplify its impact.

The publication is not widely distributed, however. An Executive Summary for wide distribution to government officials could have extended its reach beyond the top government officials and the academic elite. This need was expressed by many Government officials in developing and industrialized countries and by National Committees. Here, as with many other of UNICEF's excellent initiatives, the challenge is how to follow-up with operational advice and guidance, especially to developing country Governments through the Field Offices. The increase in the budget of the Training Section approved by the Executive Board at its 1988 session will certainly help to address this need and opportunity. Some efforts are already under way. In Brazil a video, Investing in Children, is being completed. In Finland a shorter version of the report has been published in Finnish.

Children on the Front Line was very well received in industrialized countries and the Front Line states. In some countries, such as the United Kingdom, a shorter "popular" summary was produced. Its relevance and interest to other parts of the world is understandably somewhat limited. In some markets, the fact that it was an update of a previous publication limited its newsworthiness whereas its launch generated a lot of interest in others.

The experience of publication co-productions appears to be limited. The Facts for Life, produced jointly with UNESCO and WHO, is expected to become very effective for Field Office use. Its potential use as advocacy material for National Committees appears not to have been fully explored.

The effectiveness of the policy of providing raw materials for National Committees and Field Offices gets a very mixed review and should be the subject of continuous evaluation by the Division of Information. One National Committee reported that only 5-10 percent of the materials it uses for its advocacy come from UNICEF HQ or Geneva, and many others gave similar accounts.

There are also suggestions that the effectiveness of providing raw materials is directly dependent on the size of the Committee or Field Office. As technology provides faster and cheaper ways of transmitting information careful thought needs to go into who needs what information for what purpose. Without such analysis information overload is likely to result as offices are flooded with paper and electronic messages. There is evidence that this phenomenon threatens also UNICEF. NGOs also expressed that "deluge invokes paralysis". In addition, there is a widespread call for more clarity about the image that UNICEF wants to project globally, i.e. what its common, long-term messages are. New initiatives need to reinforce these common, fundamental messages rather than compete with them.

Graphics and designs are used by National Committees and Field Offices alike and would appear to be a continued good investment from a Secretariat perspective.

One decision made in 1983 is still lamented widely - the discontinuation of UNICEF News. Its loss has not been compensated by alternative offerings. It served a very vital role, particularly for National Committees, in keeping volunteers and the interested public apprised of UNICEF's activities. The Director of Information, however, has made a commitment to National Committees to review their publication needs

The periodicals now produced are the following:

- 1) Newsflash
- 2) Newswire
- 3) Intercom

Newsflash is seen by National Committees and field offices variously as too Headquarters focused, too laudatory and/or glib in tone and too detailed about Headquarters concerns to be of interest to Field Offices. National Committees and Field Offices alike question why their contributions are not included more often. It appears to be widely read nonetheless.

Newswire is a bi-weekly service. Its prime purpose is to replace UNICEF News as a channel mainly for National Committees, Field Offices and NGOs. Newswire has not filled the void after UNICEF News and an in-depth analysis of its current effectiveness and future potential is clearly warranted.

The potential of the electronic network is universally lauded, but the ability to maximize its use is not shared equally among Field Offices and National Committees. This has been recognized and the evaluation fully supports the management's efforts to bring the whole organization into the electronic age as fast as is possible.

How to accomplish the same for National Committees also needs to be considered. The acquisition of hardware is only one part and UNICEF may, as in many other areas, be able to substantially assist National Committees by inviting Committee staff to training courses or sharing its training packages with them.

Intercom is 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. 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. There was little specific feedback on this publication in the interviews.

The Division of Information also maintains an electronic information service. 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. The service is also linked with Nexis, a commercial electronic library of more than 200 wire services, news publications, magazines and journals.

As in the case of the use of the Newswire, intended users vary widely in their capacity to benefit from the potential offered by the electronic information service. This evaluation recommends an extensive consultation process with intended users to determine how UNICEF Secretariat can assist users in acquiring the necessary capacity to benefit from the Service.

2. AUDIO/VISUAL PRODUCTIONS

The main and declared objectives of UNICEF's Radio/TV/Film Service (RTFS) 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.

The evaluation found that the materials produced to support the launch of the SOWCR are widely used by National Committees and Field Offices alike and are considered of high quality.

Those who have had co-productions with RTFS have been laudatory about the experience.

Raw materials provided by RTFS are used by both National Committees and Field Offices. Generally, Field Offices supplement such material by local production since country specific material is considered absolutely essential to generate any local interest. A concern was expressed in Latin America that there is more "montage" than substantive communication in UNICEF's visual materials. This concern was echoed by some National Committees, who felt UNICEF material was more oriented to public relations than to substance.

One wonders if materials produced by Field Offices for local use could not effectively be used as raw material for RTFS and National Committees at little additional cost to UNICEF, video and photo materials in particular.

There is also a certain unmet demand for finished productions for circulation to volunteers and the interested public (schools, etc.) by some National Committees. Much of what is currently produced is considered to be more for promotion than for public education, the latter being of greater interest to the National Committees.

The demand for technical assistance and guidance in the area of video, film and radio productions from National Committees would probably expand substantially if more staff and resources were available.

The main emphasis of RTFS is on dissemination in industrialized countries. There would appear, however, to be merit in reversing the proportion of time that the Radio Officer spends on external relations/advocacy, on the one hand, and Programme Communications on the other. UNICEF's work with radio would almost certainly yield greater overall results if it concentrated in the programme communication area.

3. MEDIA RELATIONS

Media relations are considered of critical importance by the Secretariat, Field Offices and National Committees. All put priority on this external relations activity. Media briefings and contact are on-going activities carried out by the Secretariat, Field Offices and National Committees alike.

The objective of UNICEF's media relations is not to raise the profile of UNICEF, but to raise the profile of children's issues.

In developing countries, media exposure for programmes serve to strengthen the awareness of these issues. Sri Lanka Broadcasting Corporation, for instance, has given free immunization spots over the last four years at a cost of US\$ 3,000 per month for 3 spots in 3 languages six times a day. During the India-Sri Lanka Cricket match, "Have you immunized your child?" was prominently displayed on the cricket pitch itself, reaching millions of viewers.

The Sri Lanka Office holds regular seminars for journalists and a lot of free press is generated through this.

Government officials also find media awareness very important, recognizing that the media is better at opinion formation and communications than technocrats.

Media relations need to be interpreted broadly, as the ultimate objective is to create a certain level of saturation of the message so that it is reinforced from many sides and so that a certain social pressure is created. Therefore all available media needs to be used: conventional and nonconventional; government and private; religious and non-religious; national, regional and local; TV/radio/newspapers/entertainers.

Media relations, where well developed, go far beyond occasional issuance of press releases. In Indonesia, for instance, a number of journalists are invited to "safaris" by the UNICEF office, where they spend a few days trekking into remote areas to experience the work of, for instance, a birth attendant for a few days. The impact of such an experience seems to be much longer lasting than even the best prepared international conference in the most spectacular of surroundings.

It is important to know what target group is reached through which channel. In Indonesia, for instance, newspapers and TV tend to reach the decision-makers while radio is more effective in reaching the target population for programme interventions. This holds generally true.

What would be welcomed is a more organized and regular opportunity for UNICEF information and communications staff to be trained and to have an opportunity to exchange ideas of how to strengthen the effectiveness of media relations for advocacy and programme delivery in their own countries. There is much happening at Field level from which other Field Offices and the Secretariat alike could benefit. This is true in all regions.

While recognizing the importance of journalists in communicating the message, the bottom line for journalists is what sells. Therefore the cost-effectiveness of interventions aimed at journalists must be looked at carefully. There is great scepticism about the effectiveness of media training as a project activity at regional or global levels, confirmed by an evaluation of a global communications project undertaken in 1985-87. However, it is also generally agreed that journalists from developing and industrialized countries alike need exposure to the realities of UNICEF supported development work.

If one considers media relations from a National Committee perspective, the role of the Secretariat is particularly important during emergencies. A recent development is the issuance of Emergency Information Notes. These 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. Between the first EIN on 23 September 1988 and 12 July 1989, 45 EINs were issued. These have been generally lauded by National Committees, although a number of National Committees also indicate that they are not able to effectively use a large part of the material they receive.

The above notwithstanding, there still is a demand by National Committees for more immediate availability of human interest stories written in a journalistic mode together with current photos or footage from emergency sites. Suggestions have been made to create a mobile "Emergency Information Unit" consisting of a journalist, photographer and cameraman. A more cost-effective option may be to identify locally, journalists, photographers and cameramen that could be called upon when needed to respond immediately with the materials needed by the Secretariat and the National Committees in their respective media relations.

An area of apparent unexploited opportunity is experience exchange between National Committees relative to media relations. There is no systematized exchange beyond occasional workshops. The lack of such exchange is regretted by National Committees, who feel that they have a great deal to learn from each other. They express strong appreciation for the technical workshops that are organized for the purpose of skill building and exchange of experience.

The question of information exchange should be added to the assessment of the publication needs of National Committees, with a view to defining the appropriate role of UNICEF HQ in this connection.

4. COMMUNICATIONS WITH TARGETTED GROUPS: SPEECHES, PRESENTATIONS, CONFERENCES, ETC.

There is a large demand for presentations by senior UNICEF management and UNICEF Representatives in the Field Offices. This is seen as a common, straight-forward and effective activity.

5. USE OF GOODWILL AMBASSADORS AND CELEBRITIES

The usefulness of Goodwill Ambassadors and celebrities appears to depend primarily on the suitability of the Goodwill Ambassador for a particular country and on the ability of the National Committee or Field Office to organize the event for maximum advocacy impact and fund-raising effect. Innovative ideas and capacity for organizational follow-through characterize successful use of Goodwill Ambassadors and celebrities. When used successfully, the results can be spectacular. Their value appears to be far greater for National Committees than for Field Offices. In Indonesia, however, it was the visit of Liv Ullmann that spurred the alliance with entertainers locally.

On the whole, Goodwill Ambassadors and celebrities are considered significant assets to UNICEF, but assets that should be used prudently. Their initial choice and their subsequent use need to be handled with sensitivity and a critical eye to what is appropriate, to prevent a tarnishing of UNICEF's image as a serious, reliable and effective action-oriented field-based organization for children and to obtain maximum pay-off from their involvement.

Negative experiences with Goodwill Ambassadors appear to have three major causes:

1) their choice was not appropriate for the country or for the event planned. Some Goodwill Ambassadors are better known in some regions and countries than others. Some Goodwill Ambassadors are entertainers and should be used as such. Others are effective talkers, but not entertainers. Some are versatile, others are not. These factors and others need to be taken into consideration when planning the use of Goodwill Ambassadors.

2) the Goodwill Ambassador in question did not receive the treatment he/she expected. Celebrities usually expect to be treated as the celebrities they are, and UNICEF needs to tactfully accommodate these expectations if it is to maintain an effective relationship with its Goodwill Ambassadors.

3) issues requiring contractually binding agreements were not handled well or the need for such agreements was not anticipated.

Many National Committees use national celebrities in their advocacy and fund-raising efforts and consider them to be very significant assets in their work. Many government officials agree with this assessment.

6. SPECIAL EVENTS

From the perspective of developing countries, the most effective special events for advocacy are those based on substantive programme issues and actual experience, and where communications and information are used to create events from that foundation.

For special events organized in developing countries, it should be noted that, no matter how valuable the event is in itself, it is also a vehicle or tool through which important benefits can be derived during the periods of preparation and follow-up.

New contacts, partnerships and alliances can be forged during the period of preparation, not only for UNICEF, but also for others who are brought together with different mandates, interests and areas of expertise, each contributing from their own perspective, together around a common purpose. The interaction and dialogue so created can spark off new initiatives, commitments and action for children. People learn how to work together preparing for the event, then the event itself serves to galvanize them further, strengthen commitment and give new impetus.

There are many examples of this effect, including through Sport Aid and First Earth Run in a number of offices.

UNICEF has usually taken full advantage of piggy-backing on existing events, such as Children's Day, National Education Day, Universal Immunization Day, National Environment Week, and so on, contributing to awareness-building with the general public as well as with NGOs working on specific themes.

To have any lasting impact, however, child advocacy must be sustained, reaching as many sectors and levels of society as possible in a continuous manner. Single events have only temporary impact, so events and activities must be planned as part of a continuous process. This continuous process can only be assured as part of the country programme. High level meetings, conferences, media launches, special events, publications are tools. They do not automatically yield results and their potential can be wasted if the capacity and readiness to follow-up is not there.

Events which are essentially built around themselves, such as concerts, do not appear to have much of an advocacy impact. If well-attended, they may be significant fund-raisers, however, and are used to advantage by National Committees.

National Committees organize a wide variety of special events, for fund-raising and/or for advocacy. These events form part of their workplans and are considered integral parts of their activities. Special events which are organized across national boundaries also occur from time to time. When initiated and organized by National Committees themselves, these are incorporated in their workplans and are considered a valuable means to raise funds or reach out to a broader audience. National Committees would welcome more systematic collection and dissemination to other Committees of successful events.

7. GLOBAL EVENTS

UNICEF has been involved in two global events: Sport Aid and First Earth Run, both in 1986.

Much was learned from these experiences, and the lessons learned have been incorporated into a detailed policy on global events that sets out the consultation process that will be required before the launch of another global event. Undoubtedly the involvement in these two events has led to a great deal of scepticism among industrialized country governments in particular, about the value and conduct of UNICEF external relations activities. These events have reinforced a concern about UNICEF self-promotion rather than promotion of its message. A certain negative spill-over effect into less controversial areas of external relations can also be seen.

Nevertheless, overall, global events are seen as potentially useful for fund-raising and advocacy, even if in the past insufficient prior consideration and lead time was allocated to them. The "Guidelines for UNICEF Participation in Global Events" (I/ICEF/1988/L.8, Rev. 1) are considered by governments, National Committees and Field Offices to set rational and practical criteria for the future.

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Attachment: 1

List of persons interviewed for the
Evaluation of External Relations
Policies and Functions

Nairobi: (S. Basta)

Ms. Naomi Nhiwatina, UNICEF, Nairobi, Senior Regional External Relations Officer and ex.Mnister of State for Political Affairs, Zimbabwe, before Deputy Minister of Information, Deputy Minister of Community and Women's Affairs, Deputy Minister of Transportation and Communications, Zimbabwe.

Ms. Letitia van der Assum, UNICEF Representative, Tanzania
Ms. Habte Mariam, UNICEF Zimbabwe

France: (S. Basta)

Dr. Francois Remy, President French Committee for UNICEF
Mr. Daniel Baudart, French Committee for UNICEF, Chief, Information Unit

Mr. Roger Grandbois, Director Development Education Committee
Madame Guigaz, Technical Adviser to Minister of Cooperation
Dr. Jean-Claude Faure, Director of Development, Ministry of Cooperation
Mr. M. Maubert, Director, Department of Humanitarian, Social and United Nations Affairs

Mr. M. Derepas, Officer-in-Charge of UNICEF's Affairs at Ministry of Foreign Affairs

Italy: (S. Basta)

Minister Manfredo Incisa di Camerana, Director of Multilateral Cooperation
Mr. Aldo Farina, President Italian Committee for UNICEF
Mr. Alessandro Rossi-Espagnet, Head Multilateral Desk at Ministry of Foreign Affairs, Directorate of Cooperation
Mr. Giovanni Spinelli, Deputy Director, IPS, Rome

UNICEF Staff, Geneva: (S. Basta)

Mr. Reinhard Freiberg, Director
Mr. Rudolf Hoffman, Deputy Director
Ms. Jean Guy Auriel, Marketing Director, GCO, Geneva
Ms. Mary Martin, Reference and Documentation Center
Ms. Marie-Pierre Poirier, NGO Liaison Officer
Mr. Thomas Lauwers, GCO, Sales Marketing Manager
Ms. Claire Brisset, Chief, Communication and Information
Ms. Ann Winter, Information Officer
Mr. Antonio Carvalho, Information Officer
Ms. Crista Roth, Special Events Unit, Assistant to Special Events Officer

UNICEF staff, New York: (S. Basta)

Mr. Stanislas Adotevi,	Regional Director WCARO, Abidjan, Cote d'Ivoire
Ms. Teresa Albanez,	Regional Director TACRO, Bogota, Colombia
Mr. John Anderson,	former staff member UNICEF, Global Events and presently working with Disneyland, California
Mr. Ekrem Birerdinc,	Co-ordinator Afghan Rehab. Programme, New York
Ms. Suzanne Bishop,	Chief, Special Events, GCO, New York
Ms. Claire Brisset,	Information Officer, UNICEF, Geneva, Switzerland
Mr. Dan Brooks,	Regional Director EAPRO, Bangkok, Thailand
Mr. Umberto Cancellieri,	Chief Support Services, New York
Mr. Rolf Carriere,	Representative Yangon, Myanmar
Mr. Horst Cerni,	Special Events Officer, New York
Mr. Alan Court,	Representative N'djamena, Chad
Ms. Marion Dempsey,	Editorial Co-ordinator, New York
Mr. Djibril Diallo,	Senior Public Affairs Officer, New York
Mr. Mohamed Said El-Azem,	Representative Algiers, Algeria
Dr. Qussey El-Nahi,	Representative Aden, Democratic Yemen
Ms. Sally Fegan-Wyles,	Representative Kampala, Uganda
Mr. William Hetzer,	Chief, RTU, Division of Information, New York
Mr. Eric J. Heyward,	previously UNICEF Senior Deputy Executive Director, N.Y.
Mr. Ian Hopwood,	Representative Lusaka, Zambia
Mr. Saad Houry,	Regional Programme and Planning Officer, Abidjan, Cote d'Ivoire
Mr. Shob Jhie,	Deputy Regional Director, Abidjan, Cote d'Ivoire
Mr. Richard Jolly,	Deputy Executive Director, Programmes, New York
Mr. Anthony Kennedy,	Representative Dhaka, Bangladesh
Mr. Justin Maeda,	Senior Programme and Planning Officer, Nairobi, Kenya
Ms. Marta Mauras,	Chief, Africa Section, New York
Dr. Ezio Murzi,	Representative Ouagadougou, Burkino Faso
Mr. Bjorn Oldaeus,	Director PFO, New York
Ms. Mary Racelis,	Regional Director ESARO, Nairobi, Kenya
Mr. Luis Rivera,	Chief, Programme Communications Section, New York
Ms. Juliet Sayegh,	Representative Baghdad, Iraq
Mr. Claudio Sepulveda-Alvarez,	Representative Ankara, Turkey
Mr. Saidi Shomari,	Representative Accra, Ghana
Mr. Victor Soler-Sala,	Associate Director, Division of Public Affairs, New York
Mr. Eduard Spescha,	Deputy Director, Greeting Card Operations, New York
Mr. Revy Tuluhungwa,	Representative Lagos, Nigeria
Mr. Marco Vianello-Chiodo,	Dep. Executive Director External Relations, New York
Ms. Alison Warner,	RTU, Division of Information, New York
Mr. John Williams,	before June '89, Director DOI, New York, now OSEB, New York
Mr. Kano Yamamoto,	Comptroller, Division of Financial Management, New York

Sri Lanka: (L. Lotse/C. Taylor)

Hon.Dr. Ranjit Ataputtu,	Minister of Labour and Social Welfare (Previously Minister of Health)
Mrs. Malsiri Dias,	Deputy Director, Ministry of Policy Planning and Implementation (previously at Secretariat for Children)
Dr. Malinga Fernando,	Secretary, Ministry of Health
Dr. R.S. Perera,	Director, Social Development, Sri Lanka State Plantation Corporation
Mr. Javantha Jauawardeme.	Managing Director, Mahaweli Economic Agency
Mr. Guy Scandlen,	UNICEF, Officer in Charge
Dr. Meloryn Wijemanne,	UNICEF, Programme Officer PHC
Dr. Yun Shangguan,	UNICEF, Project Officer EPI
Mr. W.Davy Perera,	UNICEF, Project Officer Nutrition
Mr. Segu- M. Nizar,	UNICEF, Information Officer
Mr. Lakshman Wickremasingne,	UNICEF, PSC Officer

Indonesia: (C. Lotse/C. Taylor)

Dr. Soekirman,	Deputy for Social and Cultural Affairs, National Development Planning Agency
Dr. S.L. Leimena,	Director-General for Community Health, Department of Health
Dr. Benny Kodyat,	Chief, Division of Nutrition, Department of Health
Dr. Nardbo Gunawan,	Chief, MCH Directorate, Department of Health
Dr. Widiastuti,	Community Participation, Department of Health
Mr. Hussain,	Secretary MCH, Department of Health
Dr. Suyono Yahya,	Secretary to the Minister for People's Welfare
Mr. Joe Judd,	UNICEF, Officer-in-Charge
Mr. Bijan Sharif,	UNICEF, Senior Programme Officer
Mr. Jesper Morch,	UNICEF, Programme Co-ordinator for Programme Support Services and Education
Mr. Daradjat Natanagara,	UNICEF, Information Officer

Toronto: (C. Lotse)

Canadian Committee for UNICEF

Mr. Harry Black,	Executive Director, Canadian Committee for UNICEF
Ms. Barbara Sloan,	Officer for External Relations
Ms. Brigitte Duchesne,	Officer for Public Affairs
Ms. Donna Burman,	Deputy Executive Director, Marketing
Mr. Chris Kristopolus,	Comptroller

Sweden: (C. Lotse)

Mr. Karl-Erik Knutsson,	UNICEF Regional Director ROSCA
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New York: (C. Lotse)

Mr. Ado Vaher, Councillor, Permanent Mission of Canada to UN
Mr. Wayne McDonald, Senior Programme Officer, CIDA

England: (C. Lotse)

U.K. Committee for UNICEF

Ms. Robert Smith, Executive Director
Ms. Angela Hawke, Press Officer

Finland: (C. Lotse)

Ms. Anna Liisa Korhonen, Director, UN Economic and Development Issues,
Ministry for Foreign Affairs
Mr. Kirsti Eskelinen, Counsellor
Ms. Inger Wiren, Information Officer
Ms. U.B Lindstrom, Executive Secretary, Finnish Committee for UNICEF
Ms. Marja Liisa Leiponen, Administrative and Finance Officer

UNICEF NYHQ: (C. Lotse)

Mr. John Williams, Secretary of the Executive Board
Mr. Anthony Hewett, Programme Division Publications Unit, New York
Mr. Eduard Spescha, Deputy Director, GCO, New York
Ms. Alison Warner, RTU, Division of Information, New York
Mr. Rudolf Hoffmann, Deputy Director, Geneva Office

Ghana: (C. Taylor)

Mrs. Caulley Hanson, Executive Secretary, Ghana National Commission on
Children
Dr. Benedicta Ababioa, Regional Director, Ministry of Health, Greater
Accra Region
Mr. Rojo Mettle Nunoo, Coordinator, Non-formal Education, Ministry of
Education
Dr. M. Adibo, Director of Medical Services, Ministry of Health
Mr. Saidi Shomari, UNICEF Representative
Mr. F.Y. Menkir, UNICEF Programme Coordinator
Mr. Arthur Twemeboa-Kodua, UNICEF, Programme Communications Officer

EGYPT: (H. Hammam)

Mr. Edward Lannert, UNICEF Representative
Ms. Maissa Hamed, Project Officer, Area Development
Mr. Sobhi Moharram, Programme Officer
Mr. Magdy Bayoumi, Project Officer, Health
Justice Mohammad El Gindy, Attorney General (RET)
Dr. Said El Dakkak, Professor of International Law, Alexandria
University, and Chairman, Egypt Chapter of the
International Lawyer's Association

ZIMBABWE: (H. Hammam)

Mr. Baboucar N'Jie,	UNICEF Representative
Ms. Cecilia Manyame,	PSC Information Officer
Ms. Catherine Beckley,	Programme Officer
Ms. Mabel O. Alli,	Project Officer, Water
Mr. Sammy Mwangi,	Assistant Admin. and Finance Officer
Mr. Aston Manyindo,	Programme Co-ordinator
Mr. Bill Fellows,	Project Officer, Water Env. Sanitation
Ms. Fay Chung,	Minister of Education
Ms. Tendai Bare,	Permanent Secretary for Community and Cooperative Development and Women's Affairs
Dr. Mhlanga,	Deputy Minister of Foreign Affairs

KENYA: (H. Hammam)

Mr. Bauqer Namazi, (telephone interview)	UNICEF Representative
Mr. David Alynwich,	Sr. Project Officer, Health and Nutrition
Ms. N. D. Nihatiwa,	Sr. External Relations Officer (reg.)

BURUNDI: (H. Hammam)

Ms. Maria Diamanti,	UNICEF Representative
Mr. Daniel Cursoux,	Asst. Project Officer Basic Services
Mr. Yves Faugere,	Project Officer Water and Sanitation
Mr. Zeno Maria Bisoffi,	Project Officer PHC
Mr. Solofo Ramaroson,	Advisor MCH
Mr. Jean Batiste,	Education Adviser
Mr. Kees Wijnobel,	Project Officer, Water
Ms. Michelyne Bellau,	Project Officer, Women
Mr. Jean-Pierre Dussault,	Project Officer, Communications
Mr. Fredolin Hatungimana,	Secretary of State for Co-operation, Ministry of Foreign Affairs and Co-operation
Mr. Tharcisse Ntakibirora,	Director General for Europe and International Organizations, Ministry of Foreign Affairs and Co-operation
Dr. Norbert Ngendabanyikwa,	Minister of Public Health
Mr. Francois Rumechi (of Niger office)	UNICEF Project Officer

UNITED KINGDOM: (H. Hammam)

Mr. Robert Smith,	Executive Secretary, U.K. Committee for UNICEF
Mr. Garth Pettit,	Director for International Organizations, Foreign Office, ODA
Mr. Hamish Scoular,	ODA, International Organizations

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FEDERAL REPUBLIC OF GERMANY: (H. Hammam)

Mr. Christopher M. Cooper, Executive Director, FRG Committee for UNICEF
Mr. Ulrich Schmid, Head, Information Division
Mr. Hans Michael Schwandt, Division of International Co-operation, of
Ministry of Foreign Affairs
Mr. Schutte, Division International Co-operation, of Ministry
of Foreign Affairs

GERMAN DEMOCRATIC REPUBLIC: (H. Hammam)

Counsellor Werner Grimm, Vice President and Executive Secretary GDR
Committee for UNICEF

POLAND: (H. Hammam)

Mr. Andrzej Kowulski, Deputy Director International Organization,
Ministry of Foreign Affairs
Amb. Stanislaw Trepcynski, Chairman, Polish Committee for UNICEF
Amb. Lucjan Wolniewicz, Executive Secretary, Polish Committee for UNICEF
Mr. Adam Lupatka, Chief Justice of Poland

NGO Committee, New York: (H. Hammam)

Mr. Robert Thomson, President - NGO Committee and Assistant Director
Programme, World Organization of Scout Movement
Mr. Paul McCleary, Deputy President - NGO Committee and Executive
Director Christian Children's Fund

El Salvador: (L. Rivera)

Mr. Ernesto Attias, UNICEF Project Officer
Mr. Narciso Castillo, Director of TV/Channel 42
Ms. Margarita de Cristiani, First Lady of El Salvador
Mr. Jose Luis Gonzalez Cibrian, Journalist
Dr. (Ms) Delmi Hernandez, Director, Health Education, Ministry of Health
Mr. Rosalio Hernandez Colorado, Chief Editor, Newspaper "La Prensa Grafica"
Dr. (Ms) Patricia Marin, UNICEF Resident Programme Officer
Ms. Elizabeth Morales, UNICEF Asst. Project Officer
Ms. Marta Edith Ramos, Ministry of Health/Education Unit
Mr. Ricardo Rivas, Pres. Association of Broadcasters and Broadcast
Journalist in "Telecorporacion Salvadorena"
Mr. Julio Enrique Salevero, Radio Journalist, Ministry of Health/Education
Unit
Mr. Julio David Sura, Director, Basic Education, Ministry of Education
Ms. Ivonne Yanes de Chavez, TV Broadcaster/Journalist/Channel 12

Brazil: (L. Rivera)

Mr. Amilcar Alves Tupiassu, Secretary of Planning, State of Para
Dr. (Mr) Amaral, National Health Secretary
Dr. (Mr) Luis Aragon Vaca, Co-ordinator, House of Latin American Studies/Para
Federal University
Dr. (Mr) Becker, National Health Sub-Secretary
Mr. Joelmir Beting, TV Globo/One of the top newscasters of
Brazil/Focusses greatly on economic and
development issues
Ms. Ana Maria Brasileiro, UNICEF/Co-ordinator, National Women and
Development Project
Ms. Heliana Brito Franco, Technical Consultant, National and International
Relations, Federal University of Para
Dr. (Mr) Helvecio Bueno, National Co-ordinator, Task Force for Polio
Eradication
Dr. (Ms) Ana Maria
Calvancanti, Health Secretary, Minicipality of Ceara, State of
Fortaleza and her Communication Officer
Mr. Antonio Carlos, UNICEF Officer/Focus on Statute on Children and
Adolescents
Mr. Hiran Castelo Branco, Secretary of the National Advertising Council
Mr. Edgardo Cayon, UNICEF Officer/Co-ordinator of Co-operation in the
North/East Region of Brazil
Ms. Maria Luiza Costa, Journalist, works with the National Movement of
Street Children
Dr. (Mr) Vital Didonet, Consultant of the Ministry of Education and
Vice-President of the International Early
Childhood (Pre-School) Education Association
Mr. Antonio Fernando do
Amaral E Silva, Judge/Children and Adolescents
Mr. John Donohue, UNICEF Representative, Brazil
Luis Dutra, (Former) Co-ordinator, International Co-operation,
National Planning Office (Ceplan)
Dr. (Mr) Ellis, Brazil Representative, Inter-American Development
Bank
Mr. Walter Garcia, Ministry of Education and Delegate to Latin
American Group on the "Education for All",
(Bangkok Conference)
Mr. Oded Grajew, President, National Association of Toymakers
Dr. (Mr) Gutierrez, Resident Representative UNDP
Mr. Salvador Herencia, UNICEF, Information and Communication Officer
Dr. (Ms) Nazare Imbiriba, Executive Secretary Association of Amazonian
Universities/Groups Universities from the eight
(8) countries within the Amazonian Basin
Mr. Luiz Lobo, General Directorate of Communication/Director of
Programmes/TV Globo
Dr. (Mr) Roberta Macedo, Director, Faculty of Economics and Administration,
S@o Paulo University
Mr. Orlando Maranhao, National Institute for Attention to Children and
Social Welfare (Inamps)
Dr. (Mr) Reinaldo Meneses
Martins, General Secretary, Brazilian Pediatrics Association

Continuation Brazil (L. Rivera)

Mr. Atenor M. Naspolini, UNICEF Officer/Focus on Integrated Basic Services/State Planning Secretariat, Fortaleza
Dr. (Mr) Joao Baptista Risi, (Former) National Co-ordinator, Immunization Programmes (EPI)
Ms. Ana Maria Ribeiro, National Institute of Statistics and Geography (IBGE)
Mr. Benedito Rodriguez dos Santos, National Co-ordinator, National Movement of Street Children
Dr. (Mr) Ivanildo Tajra Franzosi, National Co-ordinator, Expanded Programme on Immunization (EPI), Ministry of Health

Colombia: (L. Rivera)

Ms. Teresa Albanez Barnola, Regional Director, UNICEF
Ms. Clarisa Bermudez, Chief, Press/ Ministry of Education
Ms. Vicky Colbert, UNICEF Officer/Focus on Education
Mr. Jose Carlos Cuentas-Zavala, Programme Co-ordinator (Senior Programme Officer/UNICEF/recently appointed as UNICEF Representative in Ecuador)
Dr. (Mr) Eduardo Diaz, Minister of Health
Mr. Diego Echeverria, UNICEF's Regional Communication Officer
Mr. Rodrigo Escobar Navia, Head, Municipalities Institute/formerly Mayor for the City of Cali and then Ministry of Education
Mr. Fortunato Gaviria, Vice-Minister of Education
Mr. Hernando Gelvez, Ministry of Education official with focus on "Escuela Nueva" (New School)
Dr. (Mr) Jose Granada, Director, Colombian Institute of Family Welfare
Mr. Arturo Hein Caceres, Resident Representative, UNDP
Mr. Jairo Leal, Liaison between Ministry of Health and Ministry of Education for CSDR
Mr. Hernando Paez, Counsellor to the President of Colombia/on Social Development
Dr. (Mr) Diego Palacios, Co-ordinator, Health Sector, Municipalities Institute
Ms. Teresa Pinilla, UNICEF Officer
Mr. Rodrigo Restredo, General Director of Training, Ministry of Education
Ms. Sonia Restredi, UNICEF, Information Officer
Ms. Lola Rocha Sanchez, UNICEF, Regional Advisor, Women and Development/(Interviewed in Rio de Janeiro, Brazil)
Ernesto Rojas Morales, Senator and Former Presidential Counsellor on Social Development
Dr. (Mr) Guillermo Rueda Montana, President, Colombian Red Cross
Ms. Beatriz de Silva, Manager, Greeting Card Operations, UNICEF
Mr. Guillermo Varela, UNICEF Project Officer, Colombia Programme, Urban and Regional Components (Focus)
Mr. Jorge Enrique Vargas, Sub-Director, National Planning Department
Mr. Oscar A. Zuluaga, Director for General Co-ordination, Colombian Red Cross

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Interviews of Mr. Colin Fraser, New York

Executive Office

Mr. James P. Grant
Mr. Marco Vianello-Chiodo
Mr. Richard Jolly
Ms. Karin Lokhaug
Mr. Michael Shower
Mr. Habib Hammam
Ms. Martha Walsh

Planning Unit

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Division of Information

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Mr. Peter David
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Ms. Kathleen Peterson
Ms. Kimberly Gamble
Mr. Samuel Koo

Geneva Office

Mr. Rudolf Hoffman

NGO Representative

Mr. Robert Thomson
Mr. Paul McCleary
Ms. Rosalind Harris

State of the World's Children Report

Mr. Peter Adamson (By telephone)

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United Nations Children's Fund
Fonds des Nations Unies pour l'enfance
Fondo de las Naciones Unidas para la Infancia

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AIDE MEMOIRE

The Executive Board of UNICEF has requested the Executive Director to undertake an evaluation of the external relations dimension of UNICEF's work and to assess the effectiveness of its policies, functions and activities in terms of:

1. advocacy for the cause of children
2. fund-raising
3. programme delivery

Interviews with representatives of Governments in both industrialized and developing countries, as well as with UNICEF Regional and Country Representatives and Executive Directors of National Committees constitute one element of this evaluation.

The purpose of the interviews is not to make an assessment of the effectiveness of all external relations activities, but to capture the broader outline of which of UNICEF's efforts in the external relations dimension appear highly effective, which ones may have negative effects and which may have negligible effects.

The attached conceptual framework attempts to capture the elements contained in the term external relations. The term external relations encompasses activities at global, regional and national levels, carried out variously by UNICEF HQ, UNICEF Regional and Field Offices, and by our partners, the National Committees.

The attached conceptual framework is one way of organizing the activities carried out under the rubric of external relations. It has been adopted for the sake of establishing a common reference point for discussions.

In it, two essential functions are identified:

1. To generate support (through awareness, action and financial contributions) for the cause of children from Governments, National Committees and allies;
2. To develop tools for advocacy, mobilization and support to be used by UNICEF at HQ and Field Offices, National Committees and other allies.

These functions are carried out through specific activities which can be grouped as clusters of activity. The principal clusters are indicated below, with some illustrative examples of specific activities indicated in parenthesis.



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Fonds des Nations Unies pour l'enfance
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Function 1: To generate support (through awareness, action and financial contributions) for the cause of children from Governments, National Committees and allies:

Clusters of activity:

1. Maintain policy dialogue with governments.
2. Elicit Governmental financial support for action for children
 - contributions to UNICEF general resources, supplementary funds and emergencies;
 - counterpart funding;
 - increased Government expenditure for the social sectors
3. Elicit other financial support
 - self-financing
 - co-financing with other agencies
 - local production of greeting card products
4. Strengthen the partnership with National Committees.
5. Strengthen collaborative links with NGOs and develop new alliances for children
 - at the global level (Rotary Polio Plus)
 - at the regional level (Artists and Intellectuals, Parliamentarians)
 - at the national level (Parliamentarians, religious leaders, professional groups such as teachers, journalists, paediatricians)
6. Organize/support/promote groups to address the situation and needs of children:
 - at global level (Summit for Children, Paris Roundtable, Sport Aid, First Earth Run)
 - at regional level (SAARC, Arab Council for Children and Development, OAU, Bamako Initiative, SADCC, Cocoyoc, Central American Heads of States meeting)
 - at national level in industrialized countries (through National Committees)
 - at national level in developing countries (Days of Tranquility, social mobilization activities at the programme level, Field Office coordination with donors)
7. Motivate political leaders to action for children
 - in industrial countries (Summit, Reagan-Gorbachev Statement, Francophone Summit Statement)
 - in developing countries
8. Promote global development education stressing global interdependence, respect for other cultures and our common responsibility for global development.

9. Collaborate with other international development assistance organizations. (JCHP, JNSP, Emergency collaboration with UN agencies, Bamako Initiative)

Function 2: To develop tools for advocacy, mobilization and support to be used by UNICEF at HQ and Field Offices, National Committees and other allies.

Clusters of activity:

1. publications
 - finished (SOWCR, AWHF, Children on the Frontline)
 - co-productions (Facts for Life)
 - raw materials (graphics, designs, Newswire, Bulletin Board, commercial data bases)
2. audio/visual productions
 - finished
 - co-productions
 - raw materials
3. media relations (media training in industrialized and developing countries, support to National Committees, launches)
4. communications with targetted groups: speeches, presentations, conferences, etc. (Booklets of Executive Director's speeches)
5. use of Goodwill Ambassadors and celebrities
6. special events
7. global events (Sport Aid, First Earth Run)

The following broad questions might guide the discussion:

1. How have relations with your Government been affected by UNICEF's external relations activities?
2. What activities do you believe have had the largest positive impact on
 - 1) advocacy
 - 2) fund-raising
 - 3) programme delivery
3. Have some activities had negative impacts on
 - 1) advocacy
 - 2) fund-raising
 - 3) programme delivery?
4. Do you have any suggestions for improvements or future activities?

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Sample Questionnaire for use in countries of National Committees and Executive Board members

- i) How would you characterize the level of support (or/and benefits) derived from UNICEF's external relations policies?
- (Inadequate/poor/fair/good/excellent)
- ii) Has the level of contributions, since 1983,
- (Increased/decreased/remained the same)?
- iii) What have been the results of public opinion or what have other surveys revealed since 1983:
- (High awareness and approval of UNICEF's activities)?
- (Low level " " " " ")?
- (No change in awareness of " " " ")?
- iv) Have GCO's functions and recent policies
- (Helped/hindered/no change)?
Explain more fully.
- v) Have relations and support from Geneva Office
- (Improved/worsened/no change)?
Explain
- vi) How have the relations with non-industrialised countries and European and North American Governments been affected by UNICEF's external relations?
- (Better/worse/no change) - Explain
- vii) Have government contributions, since 1983:
- (Increased/decreased/no change)
- viii) What process has led to the biggest benefit:
- SOWCR/Ex-Dir visits/Special roundtables/Special events/UNICEF Ambassadors/Newspaper articles/etc.
- ix) What process has led to the most negative reaction:
- SOWCR/Ex-Dir visits/Special roundtables/Special events/UNICEF Ambassadors/Newspaper articles/etc.
- x) In terms of structures (or divisions) of the external relations division, which has been the most helpful, and which the least?
- Explain
- xi) What has been the extent of feedback or advice accepted from National Committees or Board members to the External Relations Division?
- Good/poor/fair). Explain
- xii) Have new initiatives such as Bamako, UCI, Summit, Sudan Emergency, etc, been adequately explained? Have the roles of NC been defined in this?
- Yes/No/Explain for each.
- xiii) How do you measure the impact of your NATCOM?
What are your strategies for the future?

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