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CF/RAI/USAA/DB01/HS/1995-0018

Full Item Register Number [auto] **CF/RAI/USAA/DB01/HS/1995-0018**

ExRef: Document Series/Year/Number CF/NYH/SEB/HST/1995-0018 ; GE-BRA L013

Record Item Title

**The UNICEF Brazil Country Programme Reader by John Donohue and Barbara Schmidt- Rahmer: Overview, Mobilization Goals Oriented Strategy, December 1990, with Ruben Cervini, Antonio Carlos Gomez da Coss**

Date Created / on Item  
12/01/1990

Date Registered  
11/02/1995

Date Closed/Superceeded

Primary Contact  
Owner Location Strategic Information Section = 6090  
Home Location Strategic Information Section = 6090  
Current Location History Related Records =60909132

Fd1: Type: IN, OUT, INTERNAL?  
Fd2: Lang ?Sender Ref or Cross Ref GE-BRA L013  
F3: Format GE-BRA L013

Container Record  
Container Record (Title)

N1: Numb of pages  
0

N2: Doc Year  
1995

N3: Doc Number  
18

Full GCG Code Plan Number

Da1:Date Published

Da2:Date Received  
10/30/1989

Date 3  
10/30/1989

Priority

If Doc Series?:

Record Type A02a Item Hist Corr - CF/RAI/USAA/DB01/HS

Electronic Details

No Document

DOS File Name

Alt Bar code = RAMP-TRIM Record Numb : **CF/RAI/USAA/DB01/HS/1995-0018**

Notes

Archive Code Valid Date: 10/30/1989

Local Contribution, SituationAnalysis, Democracy forChildren, Pardigm of Law andFight for Children

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251 DOW

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UNICEF

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# THE UNICEF BRAZIL COUNTRY PROGRAMME READER

166 pp

December 1990

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## DEDICATION

Whatever credit that can be given for UNICEF's contribution in Brazil during the second half of the 1980s, must be accounted for as the result of the skill and commitment that all members of the UNICEF family in Brazil brought to their daily tasks and the passion that all have for the Organizations's work. What follows is a list of names of all of the people who have participated in this process over these years, many of whom have gone on to new challenges in other places.

**John J. Donohue**  
UNICEF Representative to Brazil  
December 15, 1990

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# **The UNICEF Brazil Country Programme Reader**

December 1990

**Back Cover:** Declaration of the  
Participants of the International Meeting  
"Children of the Amazon"  
held in Iquitos, Peru in March 1990

**Front Cover:** Poster designed by  
Luciano Oliveira &  
Miguel Imbiriba Jr.

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**AN OVERVIEW: MAKING A DIFFERENCE FOR CHILDREN ON A LARGE SCALE:  
THE UNICEF BRAZIL COUNTRY PROGRAMME STRATEGY 1986-1990**

by  
**John J. Donohue and Barbara Schmidt-Rahmer**  
**UNICEF Brasilia**  
**June 1990**

**I - Context**

The non-traditional country programme strategy approach applied in Brazil over the past four years was devised in response to the specific situation of Brazil and opportunities present: In a country with a population of 145 million, 30 million poor children, with a territorial extension of all of Western Europe, UNICEF resources and presence are totally insignificant. Thus, a choice had to be made: continue a country programme intensively supporting a few well-designed programmes in specific areas, tangibly improving the lives of a specific population of women and children in those areas but not having any impact on the well-being of Brazilian children in general; or continuing but building on and going beyond the traditional country programme, placing heavy emphasis on mobilizing national institutions and resources in favor of children, playing an additional catalytic but limited role in a large number of actions that have an impact on many or potentially all Brazilian children.

UNICEF Brazil chose the latter path of maximizing impact of its limited resources through a strategy that combines support to effective replicable programmes and projects with well-targeted social mobilization efforts, made possible through a continuous process of situation analysis, and defined by a set of programme goals and lines of action, rather than a set of specific programmes and projects.

This strategy was built upon Brazil's well-developed institutional capacity, well-developed base of trained professionals, and mass communications system, as well as significant public and private resources that can be mobilized.

However, the strategy or major aspects of it can be relevant far beyond Brazil as UNICEF moves into the 1990s. With the concept of the "Grand Alliance" for children, advocated in the 1987 SOWC report, the institution formally embraced the notion that it has to mobilize all possible allies if the fate of the world's children is to improve. The Brazil experience offers some useful lessons of how to do this.

## **II - The Brazil Country Programme Strategy: Main Characteristics**

For UNICEF to really have an impact on the well-being of children in a country as large as Brazil, it has to (a) define with government counterparts the most productive areas of intervention -- lines of action -- that address the most urgent needs of women and children and (b) guide itself by a set of clearly defined goals in each of those areas.

In the previous and current Country Programmes (1987-1990 and 1990-1995), there has been a specific effort to firstly, take universal goals and define them in Brazil-specific goals, and secondly, to define a number of national goals particular to the situation of children in Brazil.

In the 1990-95 Country Programme, for instance, UNICEF and its partners had established by the end of 1988, the following specific major goals in the area of child survival and nutrition, based on the global goals for the 1990s and Brazilian reality:

1. Contribute to the reduction of infant mortality to 66/1000 in the North and Northeast of Brazil, and in Brazil to 40/1000 by 1995.
2. Contribute to the reduction of under-five mortality to 46/1000 in Brazil and 75/1000 in the Northeast of Brazil by 1995.
3. Help reduce maternal mortality from 12 to 6 per 10,000 births by 1995.



4. Contribute to the eradication of polio and achievement of 80% coverage of EPI vaccines in children under one year of age.
5. Contribute to the virtual elimination of severe malnutrition in the Northeast by 1995.

The experience of the past few years has made it clear that in order to help achieve these broad national goals (which will certainly undergo modifications during the 1990s), it is not sufficient for UNICEF to implement a set of programmes and projects with a number of government agencies and NGOs over a fixed and pre-determined period of time. Rather, a much broader effort is required to maximize the contributions of as many as possible of the country's institutions, sectors and society at large towards solving the serious problems of women and children, by mobilizing specific groups and building alliances around goals/targets shared in common. This includes both mobilization for actions supported by UNICEF but goes further to mobilize groups and sectors to take their own initiatives in favor of children, which do not necessarily require UNICEF's involvement or programme support.

The country programming process consequently has suffered a broadening of emphasis from programme/project based programming towards the definition and operation of a Country Programme strategy that combines:

- (a) Ongoing situation/political/feasibility analysis that (i) produces data and indicators on women and children, (ii) identifies Brazil-specific goals, (iii) results in feasible action and mobilization proposals, (iv) identifies the most effective allies in achieving goals and (v) detects special timely opportunities for action and mobilization.
- (b) Development, implementation, evaluation, reformulation of programmes and projects. Unlike in the traditional country programme, these programmes/projects are not necessarily pre-defined in detail at the beginning of the programme cycle and last throughout it, but may arise during the programme cycle in response to specific opportunities detected through situation analysis.

- (c) Placing the child on the political agendas of policy-makers and society, at different levels, in the case of Brazil, national, state, local and community level, as well as family level, in some cases. The mobilization effort to do this can focus either on the multiplication of effective "traditional" demonstration programmes/projects or on child-specific themes and goals (protection of the rights of the child, reduction of violence against the child, etc.)
- (d) Using a national ~~campaign~~ approach in the mobilization of concrete action around child-specific themes or goals (including UCI by 1990, national ORT efforts, children's rights, etc.), and building and supporting broad movements or alliances around those themes/goals.
- (e) Mobilizing Brazilian funds and in-kind contributions to UNICEF's programmes or ~~Brazilian~~ institutions' initiatives on behalf of children.  
ND 1-30-90 ✓
- (f) A country programme that has virtually no supply and equipment component and is based on technical assistance.

Situation analysis, under this approach, is not treated as an event that takes place once every four or five years, but is an ongoing evaluation and assessment process. The Country Programme, rather than being a fixed set of programmes and projects, becomes a complex, goals-oriented set of strategies. It is managed in a dynamic process which allows UNICEF to respond to new developments as they emerge, seize new opportunities as they arise and work with new partners to maximize contributions towards established goals, all within the context of the Government of Brazil/UNICEF Country Programme Agreement in force, but not necessarily anticipated and programmed in detail as part of the country programming exercise. Partners in this process include government (federal, state and local), NGOs, people's movements, the media, the private sector, as well as targeted individuals. Some mobilization and awareness raising efforts are targeted at the public at large.

Managed well, this Country Programme Strategy allows UNICEF to participate in defining the country's child-relevant goals and proposals. This becomes possible because the continuing situation analysis process identifies goals and proposals that genuinely reflect the country's needs, capacities and political context. These goals and proposals, developed with others, are shared with decision-makers at a critical moment of opportunity, who may then adopt them as their own, or as the country's official policy.

### **III - Laying the Legal Foundation for the Country Programme Strategy**

Like a regular Country Programme, the Country Programme Strategy must be negotiated and agreed upon between UNICEF and the Government. In the Brazil case the Government, both for the 1987-1990 and the 1990-95 Country Programmes approved a number of broad lines of action, and a set of goals for each of these. For the 1990-95 Country Programme, the lines of action are (i) Child Survival and Nutrition, (ii) Child Development and Basic Education, (iii) Children in Especially Difficult Circumstances: Promotion of Children's Rights, (iv) Women's Development and (v) The Child and the Environment. In addition, there is a line of support actions, which includes (a) studies, social planning and evaluation and (b) communication and information. For each line of action, the Country Programme specifies the types of actions UNICEF intends to support, the geographical focus of actions (the Northeast and North regions, for all lines of action), and a list of potential partners. The concrete projects under each line of action are then developed in the course of the Country Programme cycle, and project agreements of cooperation with government agencies or NGOs are submitted for approval to the Foreign Ministry's Department for Cooperation, along with annual project workplans.

With regard to the line of support actions, the Government of Brazil has established that UNICEF engage in a special effort "...to stimulate a process to sensitize all levels of society about the critical situation of children" and "...to mobilize public opinion so that (the public) participates in the solution of the problems of children", thereby giving UNICEF a specific mandate to go directly to the public at large, and engage in social mobilization.

#### IV - Overview of the UNICEF Brazil Country Programme Reader

The series of papers presented here analyzes and describes three components of the country programme strategy approach in greater detail -- situation analysis, social mobilization, and local contribution-raising. In addition, two case studies illustrate how the strategy with its inter-related components has been applied in specific programme efforts, including children's rights advocacy and cooperation in the State of Ceará. A paper on the management implications of the country programme strategy approach is included as well as ones that reflect upon UNICEF working more and more through the law to improve the conditions of children.

1. The Social Mobilization paper, "Mobilization for Assisting Vulnerable Groups: UNICEF Experience in Brazil 1984-1988," describes how the mobilization function is understood and operated in the Brazil country programme strategy. The need to manage the inter-relationship between social mobilization and the other strategy components --situation analysis and support to programme/projects -- is emphasized as well as the need to promote social mobilization at different mutually reinforcing levels. The paper gives examples of how UNICEF Brazil has been using social mobilization to promote child survival, children's rights and basic services for children at the state level in Northeast Brazil.
2. The Local Fundraising paper, "Local Contribution-Raising in the Context of Social Mobilization: the UNICEF Brazil Experience 1986-1990," analyzes how UNICEF has been able to raise 50% of supplementary funding for the 1987-1990 Country Programme within Brazil itself in cooperation with Brazil's largest television network, TV Globo. The efforts of GCO are also covered as well as the mobilization of Brazil's private sector in favor of the child. Brazilian business has made large in-kind contributions over the past four years to the country's children's rights advocacy, oral rehydration and UCI campaigns.
3. The Management Implications paper, "Implementing a Goals-Oriented Country Programme Strategy: Implications for Management," discusses the type of skills and human resource profile, human resources policy, and management systems required in

order to effectively manage a goals and rapid response oriented country programme strategy approach. Financial management implications of the approach are also analyzed. The paper shows that intensive use of computer technology, investment in training and staff motivation, and appropriate use of external short-term personnel are effective ways to "do more with less", responding to new programme opportunities without adding staff.

4. The Situation Analysis paper, "The Situation Analysis: Reaching Technocracy and Democracy with Data," outlines the role of continuous situation analysis in Brazil's country programme strategy and describes UNICEF major efforts in this area over the past five years. The document covers UNICEF's cooperation with the National Institute of Geography and Statistics to set up a national system to track social indicators on women and children. Situation analysis work in the area of "adjustment with a human face" is also reported as well as UNICEF's cooperation with the Ministry and State Departments of Health in Northeast Brazil to set up an immunization coverage monitoring system that graphically maps micro-regions of lowest coverage in each state. Information from the system is used to mobilize state and local health authorities to make a special effort to raise coverage in those areas.
5. The Ceara Case Study, "Ceara, Northeast Brazil: Giving Priority to the Child at the State Level," is an account of how UNICEF has supported situation analysis, concrete action programmes and social mobilization in this Northeastern state. The paper emphasizes how the relationship between those three programme components has been managed in Ceará, which has helped to build an inter-institutional alliance for children in the state. The UNICEF-supported efforts in immunization, primary health care, pre-school services and mobilization of universities for children are reported.
6. The Children's Rights Report, "Making Democracy Work for Children - UNICEF and Brazil's Struggle for Children's Rights," presents the highlights of the UNICEF-supported advocacy and social mobilization effort aimed at incorporating children's rights guarantees into Brazil's Constitution (adopted in 1988) and new complementary legislation, as well as state constitutions and municipal laws. This effort has led to the creation of a national children's rights movement in Brazil and has helped to place

children's issues on the top of the political agenda of policy-makers, legislators, people's movements, NGOs and society as a whole. Profound institutional reforms in the child welfare and juvenile justice systems have been occurring parallel to and as a consequence of the changes in legislation, and Brazil is today one of the countries that has adopted the principles of the International Convention on the Rights of the Child in practice. For the first time, Brazil's children's rights advocacy effort has involved UNICEF providing technical support to legislative change. At a time when UNICEF worldwide has been given the mandate to promote the ratification and adoption, in practice, of the International Convention, the Brazil experience in this area should be relevant to other offices.

7. The "Paradigm of Law and the Fight for Children's Rights: Its Consequence for UNICEF Strategy and Operation," reviews the recent Brazilian experience in taking the principles found in the International Convention on the Rights of the Child, and incorporating it into new national, state and municipal legislation. Observations are made regarding implications for UNICEF strategy and operations in the 1990s.

The Brazil Country Programme Reader is a modest attempt to respond to the many requests for further information on some aspects of UNICEF's work in Brazil from the period from 1984 to the end of 1990. While the authors of the text included in this document have done everything they could to keep the contents up to date, given the fast changing nature of Brazil's social, political and programming reality today, it will not be difficult for a knowledgeable reader to perceive that history has outrun the authors' ability to include the latest results relevant to the themes of the papers. With this understanding it is hoped that the reader finds the contents of this text informative and useful.

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**MOBILIZATION FOR ASSISTING VULNERABLE GROUPS:  
THE UNICEF EXPERIENCE IN BRAZIL 1984-1988**

by  
**John J. Donohue**  
**UNICEF Brasilia**  
**June 1988 (second edition)**

"The definite solution for the problems of the child lies in the construction of a more just and more humane society.

But the suffering of children call for an immediate, urgent response...

The political decision and technical action of the public sector is not enough. The conscious, organized and persistent participation of the whole society is indispensable...

The struggle for children must be a commitment of all people ... Let us go to work."

(from "The Letter of the Child of Ceara," authored by 1,300 representatives of 92 NGOs and government organizations that joined in preparing the State Government child-specific programme proposal, presented and endorsed by the Governor of the State of Ceara, Northeast, Brazil, July 1987.)

## **I - Introduction**

The first major UNICEF experience at social mobilization in Brazil was a National Breast-feeding Campaign in 1982 jointly supported by the National Institute of Food and Nutrition (INAN), UNICEF, and national TV networks, with UNICEF playing the role of catalyzer and articulator between the public and private sectors as well as providing technical assistance and modest financing. Some US\$ 1.5 million of voluntary TV and radio time were contributed and two national public relations firms developed the media materials used in the breast-feeding mobilization effort. The general consensus that this

effort was a success (confirmed by recent research now being finalized) was a stimulus to UNICEF in and out of Brazil to take more advantage of this new dimension in its work on behalf of worst-off children and women around the world.

## **II - Social Mobilization - a new factor in the social development equation**

In Brazil over the past four years, new lessons have been learned as the Government of Brazil (GOB) and UNICEF have given increasing importance to social mobilization in UNICEF's country programme. For UNICEF, it has now led to a process and a series of concrete activities that compose a strategy that is helping to make the problems of worse off women and children, and their solution, a factor today in national/political dialogue.

The evolution of this process over the past four years and some of the lessons learned are described below in the hopes of stimulating others to comment on, experiment with, and critique this new and exciting dimension - social mobilization - of the social development equation that historically has not been normally included systematically in programme work by social development organizations.

The challenge was, and in many cases still is, getting beyond effective pilot and demonstration projects (when they are effective) that are supposed to result in full scale change and improvement in the well-being of children and women. This seldom happens. In some, perhaps in many cases, social mobilization can be a cost-effective new factor in a social development effort that makes a difference in terms of large scale change for the better on behalf of most disadvantaged children and women, that is to say, for the families of fourteen million children under one year of age who still die needlessly each year, as the world now reaches out to the 21st century.

## **III - What Social Mobilization is and is not.**

The social mobilization effort is not simply and exclusively the use of modern commercial marketing techniques in order to prepare messages and use them in mass media. Such techniques are helpful when they are linked to a carefully planned set of activities that



immediately or ultimately lead to strengthening community involvement and participation in actions that improve their condition. This form of mobilization has as its purpose, empowering people to solve their own problems, with appropriate support when needed, and at times this support can be substantial. These efforts ultimately, if not immediately, focus on creating stronger and more competent communities.

For example, the National Council of Brazilian Bishops' (CNBB) Child Pastorate national oral rehydration therapy campaign is one intended to be carried out over a four year period, built upon an IMR reduction programme structure now existing in 120 dioceses, 1,500 parishes, with 25,000 health agents working in as many community health projects. This effort is supported by the 13,000 member-strong Brazilian Paediatrics Society. In the first phase (October 1987 - January 1988), a national consciousness raising effort was carried out making people (i) aware of the danger of death due to diarrhoea that kills 60,000 infants yearly, and (ii) the means available to stop this. Likewise in the next phase initiated in 1988, with the involvement of the Ministry of Health, it will make an important contribution to eliminating some of the very serious roadblocks in the distribution of oral rehydration salts packages by also distributing these packages to the communities involved in the campaign. By building on the existing Child Pastorate structure, the National Campaign is now able to take advantage of the full outreach capacity of the Catholic Church not only in 120 dioceses where the Child Pastorate now exists but through this campaign to reach ultimately the 230 dioceses and 8,000 parishes that extend into the very poorest and most isolated communities - those very communities that very often have no access to systematic health services\*

Likewise, the national breast-feeding campaign itself was built on a structure that focused on supporting communities themselves all over the country, taking advantage of women's clubs, breast-feeding groups and other local community action groups. It was implemented based on a structure that uses the commitment of government and community groups linked together in a manner that assured a major carefully planned and implemented effort during the intensive period of the campaign.

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\* So far CNBB estimates that the campaign has reached 180 dioceses, 2,750 parishes and 50,000 Church communities

Social mobilization efforts, including the use of modern media technology, when appropriate and called for, should build on and support community organization and leadership structures that have the capacity to mobilize grassroots participation for problem solving, essential in any self-sustaining social development process.

#### **IV - The foundation for a social mobilization approach**

The Country Programme strategy negotiated with and approved by the Brazilian Government spells out five lines of action (four direct action - Child Survival and Development - as well as start-up in primary education; children in especially difficult circumstances (street children); women's development; and basic services in the Northeast; and one support line of action - studies, research, and evaluation plus information and communication).

For the latter, the Government of Brazil has established that UNICEF engage in a special effort ... "to stimulate a process of sensitizing all levels of society about the critical situation of children" and "to mobilize public opinion so that [the public] participates in the solution of the problems of children", thereby giving UNICEF a specific mandate to engage in social mobilization.

#### **V - The Situation Analysis**

The management of a social mobilization strategy as practiced by UNICEF in Brazil requires an understanding of the interdependency and interrelationship between **first**, two traditional elements of UNICEF's programming approach: the situation analysis of women and children; and the implementation of specific programmes and projects, and **second**, the social mobilization function itself.

The social mobilization process is a highly effective way to one, link programmes and projects to a large number of supporters, and two, encourage very large numbers of individuals, families, associations and groups to undertake their own efforts at solving the problems of children, including their own and to support public policies addressing those problems. Once this is understood, the analysis of the situation of children needs to be examined in that light. The process therefore becomes:

- (i) The demographic and statistical assessment of the situation of women and children at national, regional, and local levels;
- (ii) Assessment and review of the national and local children and women-related social policies, programmes, and actions and identification of policies, programmes and actions that are called for, and
- (iii) The assessment of the feasibility of collaborating with or supporting others based on the agreed upon Brazil/UNICEF Country Programme through: (a) direct programmes or projects, (b) advocacy to stimulate others to act, and (c) strategic alliances so that those involved mobilize their own and other institutions and groups to act in specific ways on behalf of women and children.

This analysis is a continuous one, not one carried out once every three to five years at the start of a programming cycle as was traditionally the case in UNICEF's country programme approach. It requires looking not only at the traditional institutions that act in social areas, but also at non-traditional allies like the mass media, major NGOs, universities, religious groups, etc., in terms of their potential for promoting solutions to children's problems.

A method of analysis is called for that takes the traditional activity of situation analysis and puts it to the test of providing the basic information required for going-to-scale with practical actions benefitting worst-off women and children. This process therefore is one that goes beyond supporting a set of programmes and projects pre-determined for a fixed time period, and moves towards maximizing many parties' contributions to solving serious women and children's problems by mobilizing specific groups around commonly shared goals. In UNICEF's case, this means mobilizing others for action towards achieving goals shared with UNICEF's programmes and projects, but which does not always necessarily require UNICEF's full time programme support or involvement for implementation.

## **VI - The Situation Analysis in the Context of Social Mobilization: Goals-Oriented Proposals for Action**

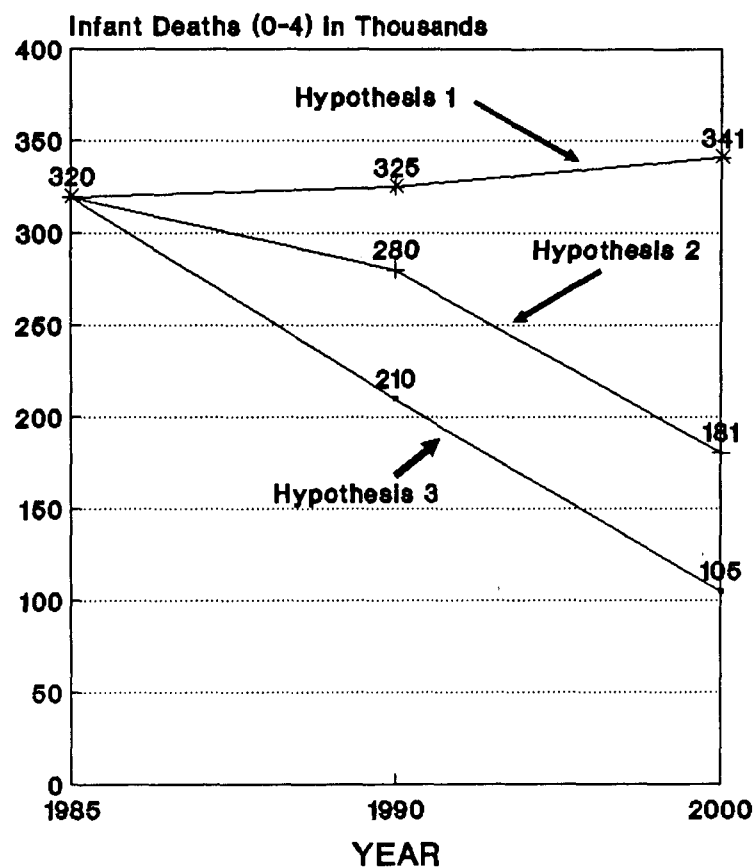
Technically well done situation analysis documents that are prepared specifically to have an impact on the political and policy making process are an important tool in the social mobilization process. In Brazil, for example, such a targeted situation analysis was prepared that responded initially to a series of requests from senior members of Government and other leaders. It was required that a document be prepared that:

- (i) Was goal-oriented, that is, specific not only in terms of problem analysis but in solution proposals relevant to Brazil, e.g. save 287,000 lives of under fives by 1990 and 2,100,000 by the year 2000 through a nationally applied child survival/primary health care strategy centered on child survival actions and focused specifically in the country's pockets of poverty (see Figure 1);
- (ii) Addressed goals in terms of the country's capacity to solve specific child problems, in UNICEF's case, in (a) areas of UNICEF mandate covered by a country programme agreement, and (b) where UNICEF was able to support actions that would solve problems.
- (iii) Presented content in a way that was easily readable, understandable and usable by senior government officials and/or their staff, as well as other decision-makers in society\*.

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\* The current version (second edition) of this document is entitled Brazil's social debt for mothers and children: what can be done by the Year 2000, June 1986, UNICEF Brasilia (translated from the original in Portuguese)

**FIGURE 1**  
**DEATHS OF BRAZILIAN CHILDREN PER YEAR**  
**(UNDER 5 YEARS OF AGE)**



**Key:**

- Hypothesis 1 - If situation persists / no change
- Hypothesis 2 - If Historical trend persists
- Hypothesis 3 - If a child survival strategy is implemented

**THE NUMBER OF CHILDREN SAVED**

1986 - 1990			1985 - 2000	
DEAD	SAVED		DEAD	SAVED
1,612,625	0	Hypothesis 1	4,964,430	0
1,510,875	101,975	Hypothesis 2	3,784,045	1,180,385
1,325,650	286,975	Hypothesis 3	2,898,950	2,055,480

The goals-oriented nature of the strategy further requires UNICEF to respond to new developments as they emerge, to seize new opportunities as they arise, and to work with new partners which promise to help improve the situation of children, all within the context of the GOB/UNICEF Country Programme Agreement in force.

## **VII - A new dimension of the situation analysis: demystification, decentralization and democratization**

While the situation analysis and proposal preparation process has certain dimensions as described above, in the context of a broad based social mobilization, the decentralization and democratization of these activities are also essential aspects of a more permanent societal dialogue and social change process.

People must be involved in the process of analysis of the situation of their children. In this way they become the authors of the result and the probability increases of their becoming involved, one, in formulating proposals and in supporting solutions and, two, in the mobilization of others in support of their proposals and following up on them. The democratization of this effort is fundamental to a permanent social mobilization.

The Brazilian Child and Constitution campaign of the National Commission of the Child and the Constitution\* (an effort to assure that the rights of the Brazilian child were appropriately included in the new Constitution), for example, has its roots in a specific effort to catalyze groups all over the country to analyze the situation of children at the state and local level.

At one point during the process of the campaign, over 600 local groups met all over Brazil making recommendations to state commissions in each state that finally were presented during a national meeting of the Commission to the President of Brazil, on the President's request. The result was a draft amendment that was submitted to the

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\* Composed of seven ministries: Education, Health, Social Welfare, Labour, Justice, Culture and Planning; plus the Brazilian Bar Association, the Brazilian Paediatrics Society, World Organization for Pre-School Education, National Council of Women's Rights, National Journalists' Federation, National Front for the Defense of Children's Rights, the National Movement for Street Boys and Girls and UNICEF.

Constituent Assembly based on a petition signed by over one million three hundred thousand Brazilians. The draft amendments became the basis for the text approved by the Constitutional Assembly in May 1988 (452 in favor, 8 against, 2 abstentions).

### **VIII - The importance of the interrelationship between components of the Country Programme Strategy**

As stated above, the management of a country programme strategy that extensively uses social mobilization requires not only that three basic components are addressed but most importantly, that the inter-relationships between (i) ongoing situation analysis/proposal development, (ii) programme/project development and collaboration, and (iii) social mobilization be understood and managed effectively in order to obtain maximum effect.

The "Life to the Child" programme, of the State of Ceará provides one example of how the interrelationships between these components were managed in search of a permanent mobilization on behalf of children in this Northeastern state. Diagram I shows these relationships and how the Ceará process has evolved over time. In terms of situation analysis/proposal preparation, programme/project collaboration and social mobilization the linkages between the 16 events listed, in terms of UNICEF's contribution, have been conscientiously managed. The interdependence has become clearer and therefore this management has been more rigorous as the importance of the social mobilization management process became evident and the management tools sharpened in response over the past three years.

### **IX - Managing the interrelationships between ongoing mobilization efforts**

Just as the interrelationships or linkages between components need to be managed the potential linkages between specific social mobilization activities need to be understood and enhanced in order to maximize results and impact.

### Example

An analysis of the situation of children showed that the single most important killer of infants in Brazil was dehydration due to diarrhoea (60,000 deaths per year: most in the Northeast). The elimination of this killing illness alone could bring Brazil to an IMR of 50 by 1990 instead of by the Year 2000 (as would be the case if the historic trend continued), thereby saving well over 500,000 lives over that period.

The National Conference of Brazilian Bishops (CNBB) decided to accelerate on a national scale one of the IMR reduction actions - oral rehydration therapy - already included in a full set of child survival actions in its Child Pastorate Programme being carried out in neighbourhood projects in two-thirds of the dioceses in the country. The result was a proposal for the Child Pastorate Programme to mount and conduct a National ORT Campaign. The ultimate goal was to reach at 15 million families starting during the last four months of 1987, with the delivery of a basic message, a consciousness raising around ORT, communicating what it is capable of doing, in the first phase of a four phase campaign to be conducted through 1989/1990.

The ORT campaign of the CNBB was supported by the Brazilian Paediatric Society (SBP) that has an ongoing working relationship with UNICEF in support of Child Survival and Development actions. The President of the SBP participated in the launching of the campaign and has made a TV spot. The National Street Children Movement, formed as the result of the UNICEF assisted Street Children Project in Brazil agreed to support the ORT campaign through its network of 400 street children projects. The Child Hope Programme II (1987) of TV Globo (seen over a 10-day period in October of 1987 by over 80 million Brazilians) placed a major emphasis on the technical content of Church's ORT effort. The support of the National Advertising Council was critical in assuring free broad-based media distribution of educational messages. The Ministry of Health is a participant and the Child Pastorate Programme this year will distribute ORT packets throughout its network in order to help overcome serious distribution bottlenecks existing in the formal health system. Government health systems in a number of states are distributing to their clientele the Church-produced information kit that includes information on the salt/sugar remedy, on the government



produced ORT packets. The private sector supported this effort in many ways including everything, from the free or partially subsidized production of spoons specially designed to assure an appropriate salt-sugar mixture, to the free advertisement on salt, sugar, and egg cartons on how to prepare an ORT salt-sugar home remedy. This effort to eliminate infant death due to dehydration provides an example of how, cumulatively, the public and private sector institutional base can be significantly broadened and the overall effort enhanced when linkages are built in support of a critical, life saving, mobilization effort.

## **X - Levels and characteristics of social mobilization**

The social mobilization experience in Brazil so far permits one to differentiate characteristics and objectives of mobilization depending on its content and level. While the levels described are not completely exclusive, an understanding of them has helped to orient work in this area.

### **Level I - direct action**

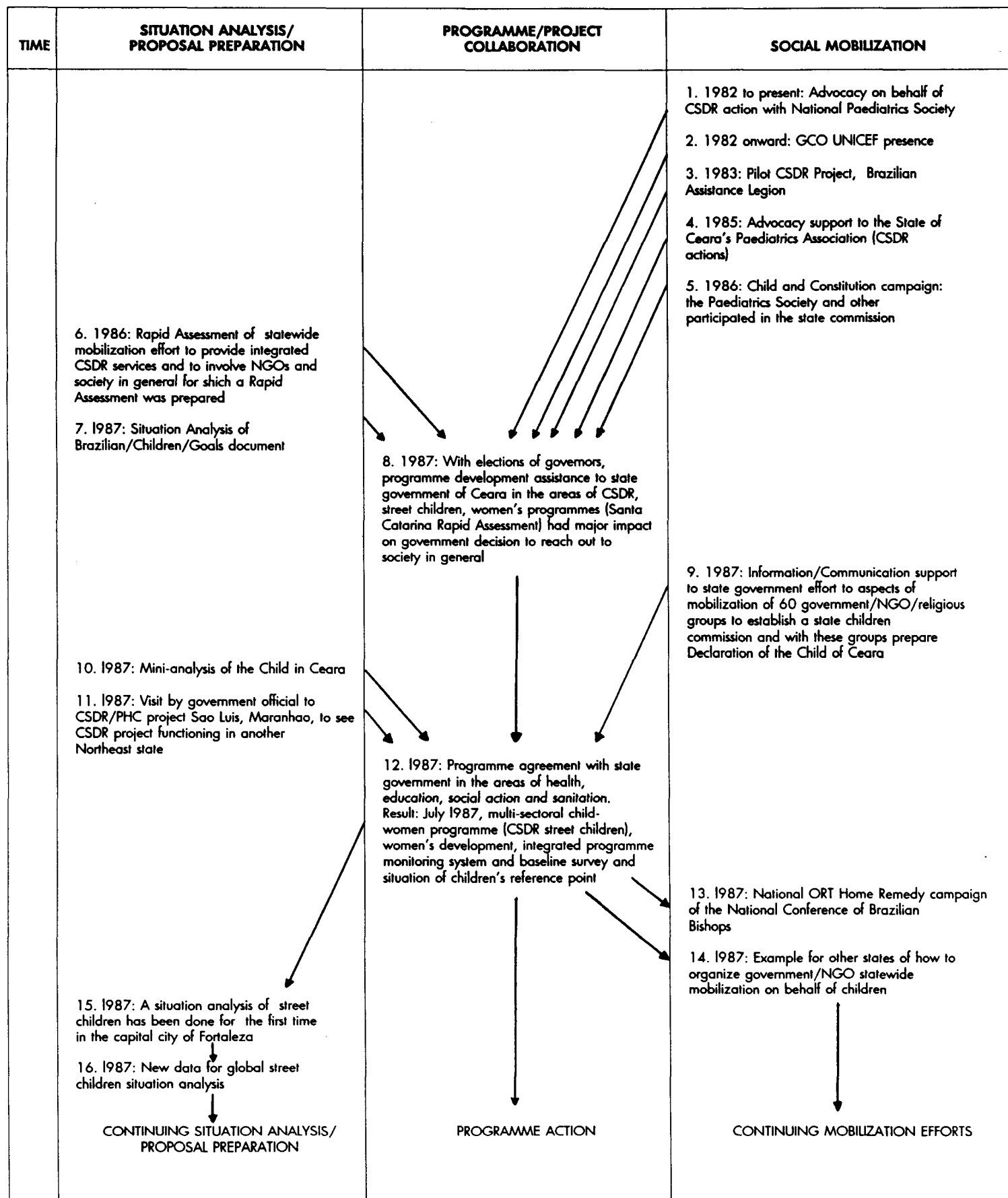
The first level of mobilization is to stimulate and support community involvement and participation to reinforce direct participation by individuals, families or groups on behalf of children, especially their own children.

### **Examples**

- 1) National Breast-feeding campaign, Brazil, 1982: the mobilization of society in general, via a major year-long TV campaign, combined with a strong programme of support via women's clubs, health system support, and a new hospital rooming-in policy, had an important impact on the practice of breast-feeding in Brazil.

# DIAGRAMME I

## SOCIAL MOBILIZATION MANAGEMENT CONTEXT MAP - THE CEARA EXAMPLE



- 2) Vaccination campaign, 1990: the broad based use of TV, radio, and newspapers combined with strong technical advocacy within government services, has been key in Brazil in mobilizing 400,000 volunteers staffing 90,000 vaccination posts in the country twice a year. This process assures that some 18,000,000 children are vaccinated annually against polio\*.
- 3) Pro-Child Programme, 1984-86: a programme developed in Santa Catarina that achieved statewide municipalization of child development/creche services throughout the state with the major involvement of the population. A state level NGO was created sustain this effort. A broad array of social communication methods were used to achieve this goal\*\*.
- 4) The National ORT Campaign, 1986-90 of the National Conference of Brazilian Bishops, as described above, is a direct national social communications effort using TV, radio, and the press to stimulate and sensitize the population in general, backed up by the Child Pastorate Project structure that is the link to the Church's large number of community based organizations now existing in the 313 dioceses of Brazil. Additional participation included; state, municipal and federal agencies and other professional organizations, especially the Brazilian Pediatric Society, NGOs, and the Ministry of Health. By people, on a massive scale, learning and acting to prevent and reduce the consequences of dehydration on their own children, an important contribution is expected to be made towards saving almost 60,000 lives a year as this campaign progresses through 1989-90.

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\* The nation-wide campaign is again linked with the community-based health programmes supported by UNICEF in the Northeast and nation-wide (Child Pastorate), and community health workers have been instrumental in raising participation in vaccination campaigns of the poorest families among whom they work.

\*\* See A Rapid Assessment (Cervini, R.; Leon, R.; Johnson, T.; Tupiassu, A.): A Experiencia de Desenvolvimento Infantil Pro-Crianca, December 1986, Santa Catarina. UNICEF, Estudo de Caso.

## Level II - in support of direct action

This level is an intermediate stage of mobilization. This is where specific proposals are supported at a level where operational responsibility subsequently can be assumed to implement actions benefitting children and save lives, or have other impacts on the well-being.

### Examples

- 1) The Life to the Child programme, State of Ceará, has mobilized 1,300 representatives of 92 organizations (Government and NGO) to plan and start-up actions that have as their final objective reducing the IMR and solving other serious child-specific, women, and street children problems. A basis for statewide service delivery has been laid.
- 2) The State of Alagoas Youth Issues process has established a process that has included the First Meeting on Youth Questions in that state. A network of government and NGO groups participated that are committed to solving street children and working children problems. They have outlined a set of specific proposals formally presented to the state government, with NGO cooperation, aimed at solving the problems of debilitating and ineffective holding of youth in institutions and the absence of appropriate alternative educational programmes and work opportunities. This process continues and the recommendations are being acted upon.

## Level III - Consciousness Raising

The third level of mobilization is one where the focus is to stimulate analysis of the situation of women and children and to provoke a positive response in terms of the analysis. It stimulates general, broad-based sensitivity and awareness, creating a predisposition to support specific proposals when they are made.

## Examples

- 1) The Child and the Constitution campaign which stimulated strong support for a section on the basic rights of the child in the new Constitution was successful. This, once promulgated, can be the basis for more targeted and stronger Level II and Level I actions in each state as they in turn produce their own new legislation based on the rights included in the Constitution.
- 2) The creation and support of the National Street Children Movement (now a formal association with a National Commission, commissions in each state and some 400 participating local groups) that itself supports more effective Level II and Level I actions reaching and helping specific groups of street children via training, publications, internships, workshops and evaluations. The Movement also now carries out its own local and national mobilization activities.
- 3) The Child Hope campaigns of TV Globo that started in 1986 with the production of a nine and half hour telethon on the rights of Brazilian children that reached 60 million people. In a subsequent major advocacy effort to provoke more interest by society in solving serious children's problems, the Child and Hope Campaign II in October 1987 reached an estimated average of 83 million Brazilians each day during a 10-day period. It addressed children's rights and protection issues, as well as discussions and concrete examples of what was being done by Brazilians in support of children, in some 40 regular network programmes covering everything from news and economic reporting to the shows of Brazil's best known entertainers.

## **XI - Conclusions and Observations**

What has been briefly described above is one international institution's experience in one country. What follows is an attempt to generalize some conclusions and observations from these experiences that can be debated in terms of broader application.

- 1) To maximize the impact of many organization's human and financial resources in a country, social mobilization is an important tool and it requires a management

approach that interrelates (i) the situation analysis/proposal development, (ii) programme/project and (iii) social mobilization components, each integrated in an overall strategy.

- 2) In order to maximize the social mobilization potential of an organization, what is required is a move away from the traditional and to shift towards a more quickly responsive management approach. "Ad hoc" working group structures or arrangements, focused on specific opportunities for specific proposals and actions, should become a normal aspect of management. This creative and responsible use of human resources within the context of rapidly evolving opportunities, are a challenge that will put pressures on organizations that have fairly traditional management styles.
- 3) In a specific country, the capacity for an institution to engage in effective social mobilization in the present and future, depends to a large degree on a perception of past effective action by government, NGO, and society in general.
- 4) Support to specific projects/programmes and projects that have proven themselves to be effective in concrete ways are fundamental to such credibility.
- 5) The mobilization strategy approach must be goals-oriented. Programmes/projects and social mobilization activities, while there may be actions quite different in nature, nonetheless should address common, easily-understood global goals and proposals capable of solving serious problems in a given society.
- 6) Decentralization and democratization of the situation analysis/proposal development process to citizens groups stimulates and strengthens the potential for permanent mobilization and sustained action. Social mobilization efforts should build on and support community organization and leadership structures that have the capacity to mobilize grassroots participation for problem solving that is essential in any self-sustaining social development process.

- 7) Information systems which permit communities to follow the effects of their efforts in reaching the specific child goals are important for maintaining mobilization of communities in support of child rights.
- 8) Promotion of a positive UNICEF image in the media as a consequence of effective collaboration on the ground benefiting women and children, shared during fundraising activities, had as a spin off the consequence of strengthening UNICEF's bargaining capacity in the programme negotiation process.





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## **LOCAL CONTRIBUTION RAISING IN THE CONTEXT OF SOCIAL MOBILIZATION: THE UNICEF BRAZIL EXPERIENCE - 1986-1990**

by  
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**UNICEF Brasilia**  
**November 1990**

### **I - Introduction**

Local fundraising in Brazil has been pursued within an overall strategy of social mobilization for the well-being of the Brazilian child. It has provided 50% of all supplementary financing obtained for the 1987-1990 UNICEF Brazil Country Programme. In-kind contributions to UNICEF-supported efforts have also been extremely important. Seeking these resources has never been an isolated activity aimed exclusively at raising contributions for UNICEF, but has been an activity that is related to and is a product of other kinds of mobilization to raise awareness and concern and to stimulate and support concrete actions on behalf of disadvantaged women and children. Within the overall Country Programme strategy that combines (i) ongoing situation analysis, (ii) support to concrete programmes/projects, and (iii) social mobilization around Country Programme goals and objectives, UNICEF contributes to mobilize society in general to take an interest in the situation of children and to take action to achieve goals for improved children's well-being. An effective strategy along these lines has been essential to effective local contribution-raising as well (See Diagram I).

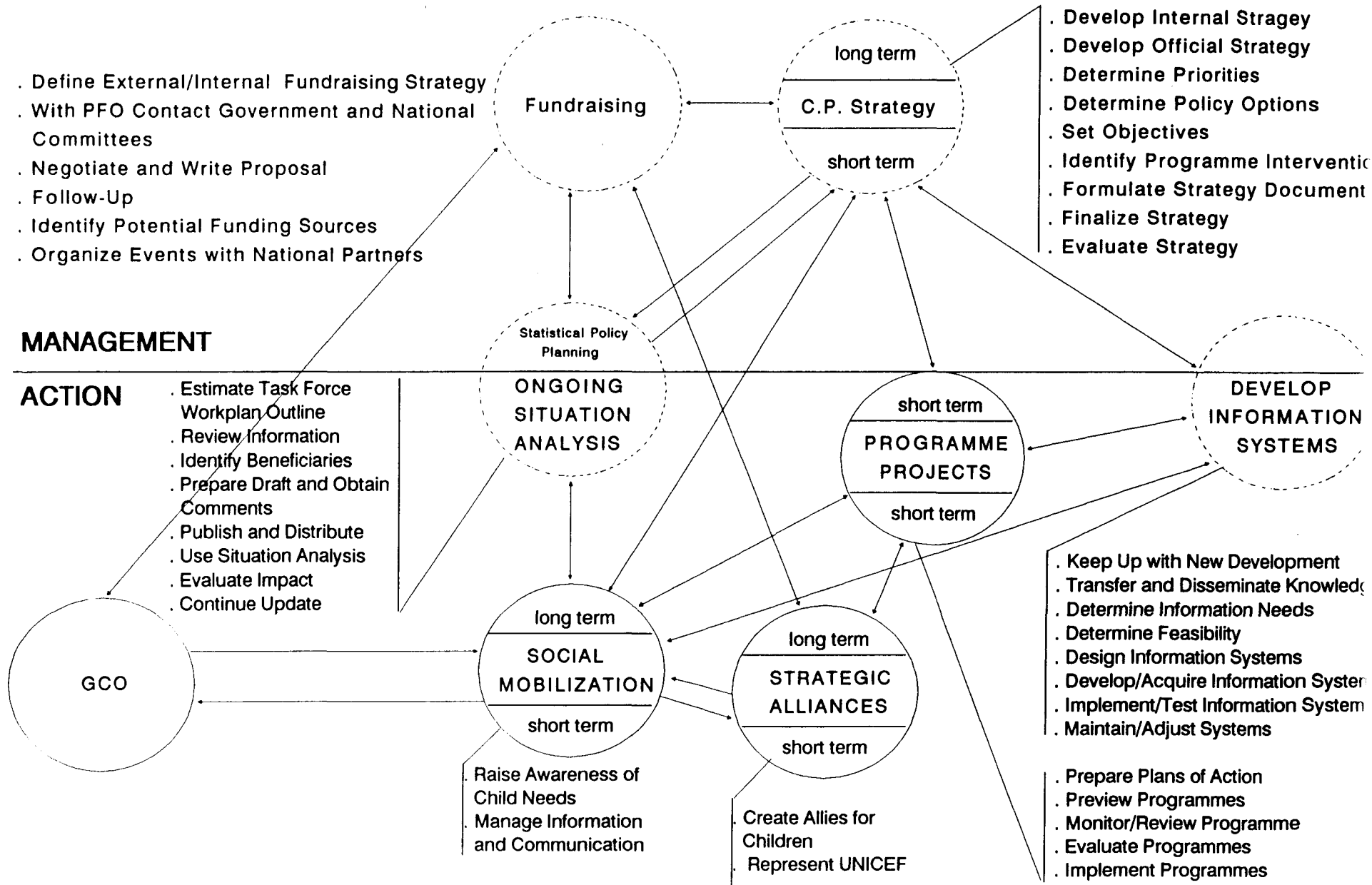
The sources of contributions in Brazil are as follows:

- (i) Cash contributions to global funds/general resources:
  - (a) GCO - through sales
  - (b) Government of Brazil - through annual contributions
- (ii) Cash contributions directly to the UNICEF Country Programme used to finance previously approved supplementary funding components of programmes or projects from:
  - (a) The Government of Brazil;
  - (b) Special major fundraising efforts, especially Child Hope of TV Globo that is a combination of consciousness raising, social mobilization, and fundraising that have occurred annually since 1986;
  - (c) Special events that are one time only sources of contributions; and
  - (d) Cash donations that are made spontaneously.
- (iii) Private sector in-kind contributions to programmes and social mobilization efforts produced as a result of private sector and mass media involvement in programme development and action\*.

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\* These contributions are not to be confused with the counterpart contributions by Governments or NGOs for UNICEF assisted programmes understood as part of a project agreement and that include personnel costs, transportation, reproduction costs, supplies etc. For example, in late 1990 when all else failed and Government was not able to make happen the mobilization effort for the Second National Multi-Vaccination Day, one TV Network (Globo) assumed the responsibility of running its own intense mobilization for the 15 days previous to the National Day. The effort was very successful. The commercial value of this campaign, if the Ministry of Health had paid for it, would have been US\$ 2 million. On the first National Day in 1990, the Ministry did spend US\$ 1 million on the mobilization effort.

**Diagramme 1**  
**UNICEF Brasilia Country Programme Approach**



## II - Everything is related to everything else

UNICEF has traditionally been held in high regard in Brazil by middle class Brazilians whose contact with UNICEF originally was through a long standing and very effective Greeting Card Operation that sold at its peak in the early 1980s some 10 million cards a year. Increasingly in the 1980s, UNICEF broadened its programming approach and built a major social mobilization component into it. One result was many more Brazilians heard more and more about children's problems, became involved in understanding and addressing these problems, and saw UNICEF's name more and more frequently in the news in association with these efforts. Just two examples of this come from the Child and the Constitution Campaign, supported by UNICEF, where at one point in time 600 groups met throughout Brazil to analyze the problems and rights of children that ultimately resulted in an alternative text on the chapter on children's rights in the Constitution, and subsequently when 1,300,000 Brazilians signed a petition to the Congress supporting the alternative text it became the basis for what was finally incorporated into the Constitution. UNICEF association with these types of efforts not only created an environment that was propitious for support to children's rights actions but also ultimately facilitated subsequent direct cash (and in-kind) contributions to UNICEF. In one sense, in countries where UNICEF is involved in the implementation of a visible goals-oriented country programme strategy (see Paper I, "Mobilization for Assisting Vulnerable Groups: UNICEF Experience in Brazil 1984-1988"), the groundwork is also allowed for greatly expanded local fundraising. This fundraising and other forms of contributions themselves therefore are an outcome of the overall country programme strategy. The reverse is also true in that the public exposure gained by UNICEF and its proposals and collaboration during the telethons of the Child Week, established an understanding of respectability and seriousness that thereafter facilitated negotiation with counterparts.

## III - How?

New local fundraising of the type that has evolved in Brazil over the past 5 years has especially grown out of the strengthened relationships established with the major and complex network of important formal and informal strategic allies, especially those in the

private sector and the mass media. The strengthening of the fundraising effort itself happened over time as it became more clearly identified as a function that required special attention on its own as in relation to and as a result of the overall Country Programme Strategy (see Table I).

#### **V - Contribution in-kind vs fundraising: quite different forms of generosity**

Cash contributions as well as contributions made in the form of products (publications, ORT spoons, decals, shopping bags with facts-for-life messages, school notebooks printed with the vaccination schedule, radio and TV spots or commercials, etc.) and services (creative time to produce posters, TV "commercials", scripts and TV and radio air time and print space in the media) have both been important to UNICEF's work in Brazil. The process of obtaining and using in-kind contributions is similar and related to that of raising cash contributions and therefore also directly related to UNICEF's child mobilization effort. The very process of social mobilization is one that places UNICEF in a working relationship with professionals and institutions in the world of communications and marketing that has a great potential for significant in-kind contributions. Likewise, these professionals themselves have working relations with the private sector that can be the basis for obtaining significant additional in-kind contributions.

Over the past six years the value or type of contribution of this type are listed below. As one can see they can be rather significant. (See Table I and Annex I for details of the in-kind contribution estimates).

#### **V - The role of key institutions and individuals**

In Brazil in 1990 alone over 200,000 Brazilians have made cash contributions to UNICEF (totalling an estimated US\$ 1 million) in a single 8-day campaign period and hundreds of individuals and firms have made in-kind contributions to UNICEF-supported programme efforts. The actual number of key groups or individuals directly involved in planning and developing the opportunities, the means, and the actual obtaining of these contributions with the UNICEF social mobilization team has been relatively small given the size of the effort and the results.

TABLE I

LIST OF RESOURCES GENERATED IN BRAZIL 1985-1990  
(in US Dollars)

YEAR	TV GLOBO CHILD HOPE CAMPAIGN	OTHER CONTRIBUTIONS SPECIAL EVENTS	GOVERNMENT CONTRIBUTIONS		GCO CONTRIBUTIONS (**) (****)	IN-KIND AND SERVICE CONTRIBUTIONS (*****)
			UNICEF BRAZIL	UNICEF NY (**)		
1986	1,505,811	800	145,000	100,000	751,000	4,500,000
1987	146,575	10,400	36,486	100,000	1,048,000	4,038,000
1988	2,906,713	36,747	52,000	100,000	653,000	5,535,000
1989	601,975	1,000	-	100,000	1,563,000	7,791,500
1990	(*) 1,000,000	10,112	-	(***)	-	8,364,000
TOTAL	6,161,074	59,059	233,486	400,000	4,015,000	30,228,500

(\*) US\$ 300,000 received, plus US\$ 700,000 estimated to be received

(\*\*) Credited to General Resources in NY

(\*\*\*) End of year contributions still not registered

(\*\*\*\*) Source: 1986-88 GCO Brazil and New York; 1989 - UNICEF Compendium of Contributions by Main Donors, p. 5

(\*\*\*\*\*) Estimates by the National Advertising Council of Brazil

This limited number of key groups or individuals are not brought into the UNICEF process only to be asked for some form of contribution, when it is decided by others that a contribution is needed, they typically have had a long term working relationship that has systematically made them part of the Brazilian programming process that UNICEF supports and that in some cases goes back a decade.

One critical instrument that has linked UNICEF with a significant network of mass communication, national, NGO, and private sector groups is a coordinating committee that was established five years ago originally as a technical committee made up of the Brazilian Paediatrics Society (14,000 members - the third largest in the world), the National Council of Brazilian Bishops' Child Pastorate IMR Reduction Programme, and UNICEF. Its purpose was to develop the content for a major oral rehydration campaign building on ongoing work of the Catholic Church's IMR Reduction Programme. Based on the requirements of the work first on oral rehydration campaign and then additionally on the UCI effort, and eventually in the field of children's rights, the group evolved into a coordinating committee that includes the participation of Brazil's largest TV network (Globo), the National Advertising Council, the Brazilian Association of Radio and TV Stations, the Radio-Broadcasting Union of Brazil, the national network of 128 Catholic radio stations (UNDA), the Pan-American Health Organization, the Ministry of Health, and the ABRINQ Foundation for Children's Rights (a private sector foundation).

Many of these Brazilian participants have been involved, through this committee, in working systematically for over five years in jointly programming and trouble-shooting UNICEF-related goals-oriented programme efforts. Many of these very same people have been the agents or brokers, in the process of identifying sources, on and off of the committee, to raise funds and obtain in-kind contributions.

One critical relationship has been that with TV Globo, Brazil's largest TV network. Although Globo has been a member of the coordinating committee and has been very important in its professional and air-time contributions to the committee's programme efforts, UNICEF's work with Globo preceded and goes well beyond this relationship. It started originally as a one-time-only involvement in the early 1980's in relation to the successful Brazilian national breast-feeding campaign. In the mid 1980s, the relationship

was re-established on a systematic basis with a small but influential and highly creative group in Globo responsible for, amongst other things, institutional and public service campaigns.

Based on this joint work the relationship evolved into a phase of more and more systematic in-kind contributions to country programme efforts and finally the offer by Globo (cheerfully accepted by UNICEF) to assume an intense Child Hope fundraising, help consciousness raising and communications campaign about Brazilian efforts to reduce IMR and improve conditions of street children that now, in 1990, has gone through its fifth annual cycle.

One other key actor that also started working with UNICEF in the early 1980s on the breast-feeding campaign has been the National Advertising Council (CNP). The National Advertising Council is a private association formed by representatives of major broadcasting networks, marketing and advertising agencies in Brazil. This institution works as a representative forum for discussion and coordination of their roles and responsibilities, towards marketing and advertising in Brazil. The CNP has systematically supported the national social communication campaigns assisted by UNICEF for the last five years.

One individual from one CNP public relations firm has been key in this relationship. This individual through his firm has not only consistently provided the highest quality TV, newspaper, poster, and radio messages for a tiny portion of their market value (basically the most immediate production costs)\* but via the CNP has provided access to free time on TV, radio, and in the press that has been very substantive and that would otherwise have been inaccessible. It is important to note once again in this case that the original working contact in the early 1980s that was renewed in the mid-1980s, was established not around contribution raising, but rather it was built on working on programme related mobilization issues together.

These kinds of brokers/partners provide many of the leads for the UNICEF Social

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\* Presently UNICEF works with two marketing agencies providing this type of outstanding professional services.



Mobilization team to follow-up on but many times do much of the actual work or act as intermediaries to get others to make contributions for UNICEF-supported programmes or mobilization efforts. They are key participants in this change-making and results producing process in Brazil, not just contributors of contributions.

## **VI - The importance of the Country Programme Design**

There is no point in raising local funds for support to country programme activities if the funds cannot be taken in and used. The design of the UNICEF Brazil Country Programme Strategy takes this requirement into account. The approach is not one of "post facto" preparing independent and separate "stand alone" supplementary funding projects. Programme lines of action are defined within an overall programme perspective and with specific goals that include general resources and supplementary funding sources of financing for carrying out activities to achieve goals for the life of the country programme. As locally raised cash contributions are made they are used to finance the going to scale of supplementary funding components of the ongoing programme activity already approved and supported by UNICEF in Brazil.

## **VII - Fundraising**

Has been a major contributor to general resources from Brazil for many years. During the economic boom year of Brazil in the seventies sales and income grew significantly. With the economic recession in the early 80s sales and income dropped with a gradual upturn in income during the second half of the 1980s. The upturn undoubtedly was due to the excellent management of GCO in Brazil over a prolonged period of economic crisis, clearly helped by the increasingly more visible profile UNICEF has assumed in the middle-class buying public eye given the country programme mobilization strategy aided importantly by the annual TV Globo Child Hope campaign during the second week of October. During this week children's issues, UNICEF advocated child interventions, and UNICEF itself are mentioned with great frequency during the peak viewing hours on (depending on the year) from 60 to over 200 national and regional TV programmes and in hundreds of appeals for funds.

In recent times, the most significant Brazilian cash contributions to UNICEF in Brazil

used directly to finance UNICEF's Country Programme have almost exclusively come from the Globo Child Hope Campaign (see Table I).

The Government of Brazil (the Ministry of Foreign Affairs) has contributed US\$ 100,000 a year to General Resources, a modest but consistent annual contribution the Government has been making since the 1970s.

Likewise, GCO has made important contributions to General Resources as well, to the amount of US\$ 4,015,000 from 1986 to 1990.

Over the same period the TV Globo Child Hope Campaign has done not only unprecedented consciousness raising that has played an important role in getting the child on the national political agenda but also has been responsible for significant local financial contributions to UNICEF's Country Programme. Efforts equivalent to US\$ 6,100,000 (50% of the supplementary funding raised for the 1987-1990 UNICEF Country Programme in Brazil came from this source).

Given the importance of this latter effort, it is detailed and reviewed in the next section of this paper.

### **VIII - The TV Globo Child Hope Experience**

Each year UNICEF's Social Mobilization team works with a TV Globo group on the Child Hope Campaign, in defining: (i) the principal themes around which fundraising will take place; (ii) the major programme-related and child-related issues that would be emphasized during the information/communication component of the campaign; (iii) subject matter and groups or individuals suggested for interviews for the regional and national television programmes assuring that Brazilians examples and Brazilian solutions to the children's problems specifically identified that year were put on the air; (iv) interviews with UNICEF figures outside of Brazil (e.g. the Regional Director, the Executive Director); and (v) participation in the opening and the closing of the Child Hope campaign (interviews with the UNICEF Representative). Additionally, UNICEF: (i) records on tape the major broadcasts of the campaign; (ii) monitors intensively the

Child Hope week-long activities, and (iv) in the course of the week and in follow-up provides information on the results.

Below is a year-by-year summary of the Child Hope Campaigns.

## **CHILD HOPE CAMPAIGNS - 1986-1990**

### **1986**

#### **I - FUNDRAISING THEMES**

- "Save a Life", in support of child survival, IMR reduction actions
- "Help a street child", in support of street children projects

#### **II - PROGRAMME-RELATED THEMES**

- Situation Analysis of Children
- Child survival examples
- Street children - violence against children and effective projects
- Children's rights
- Constitutional priority for children and adolescents

#### **III - FUNDRAISING APPROACH**

- Fundraising through telethon
- Three phone numbers automatically registered donations in three different amounts that were automatically debited by TELEBRAS (the National telephone company) on the telephone bills
- Donation of higher amounts and other types of donation, through a separate phone number

#### **IV - DONORS**

- 63.000 people made donations by telephone
- Many other in-kind contributions

#### **V - DURATION**

One day

**1987****I - FUNDRAISING THEMES**

- Child Survival and Development
- Street children issues

**II - PROGRAMME-RELATED THEMES**

- Child survival, with emphasis on the national ORT campaign
- Constitutional rights of children with emphasis on parliamentarians' discussions
- Street children, focusing mainly on work and violence
- Adjustment with a human face - the impact of the economic situation of children
- Actions by communities and government projects in assistance to children and adolescents

**III - FUNDRAISING APPROACH**

- No telethon
- Special "Child Hope" bank account opened for deposits in the Federal Savings Bank agencies in Brazil

**IV - DONORS**

- Individual contributions to the bank account and in-kind contributions

**V - DURATION**

One week

1988

I - FUNDRAISING THEMES

- Child mortality reduction
- Assistance to street children

II - PROGRAMME-RELATED THEMES

- Children's rights: the "new rights of children"
- Situation of children in Latin America and the Third World, adjustment with a human face (interviews with T.Albanex and J.Grant)
- Child survival, focusing on child mortality reduction strategies
- Street children, showing alternative projects of assistance
- Projects benefitted with funds raised in previous years

III - FUNDRAISING APPROACH

- Fundraising through telethon (one full day) and also during the special programme week (donation registered and paid on the phone bill)
- Fundraising through banks, with a "Child Hope" account open in all bank agencies (16,000) in the country
- "Sale" on Rio Stock Exchange of "Child Hope" stocks

IV - DONORS

- 345.000 people made donations by telephone
- The Rio de Janeiro Stock Exchange sold 21.100 "Child Hope" stocks
- Other cash contributions

V - DURATION

One week

## **1989**

### **I - FUNDRAISING THEMES**

- Child survival and development: immunization and ORT
- Street children - children's rights

### **II - PROGRAMME-RELATED THEMES**

- Situation of children and adolescents in Brazil
- The Child, a National Priority
- Guarantee of children's rights with "absolute priority"
- Basic health and nutrition care
- Children's Decade, situation of children in Latin America (interviews with T.Albanez and J.Grant)
- Convention on the Rights of Children and the Constitution of Brazil (interview with J.Donohue)
- Projects benefitted with funds raised in previous years

### **III - FUNDRAISING APPROACH**

- Fundraising through telethon donations registered on and paid with phone bill
- Fundraising through a special bank account at Banco Itau
- Fundraising through mail, in collaboration with the Brazilian Mail and Telegraph Agency

### **IV - DONORS**

- 222.000 people made donations by telephone
- Other cash contributions

### **V - DURATION**

One week

## 1990

### I - FUNDRAISING THEMES

- Children's rights - violence
- Child survival and development
- Child education and development

### II - PROGRAMME-RELATED THEMES

- World Summit for Children
- Convention on the Rights of Children
- Situation of children and adolescents in Brazil
- Implementation of Children and Adolescents Code in national legislation
- Projects benefitted with funds raised by Child Hope
- Children and Adolescents work
- Basic health and nutrition care
- Violence - extermination of street children
- Violence and neglect against children and adolescents
- Literacy, learning and school drop-outs
- Immunization and vaccination coverage
- The work of Child Pastorate in reducing child mortality
- Project approved by the Child Hope project of the previous years
- Facts for Life

### III - FUNDRAISING APPROACH

- Fundraising through a special national Bamerindus Bank account number

### IV - DONORS

- 205.000 people made donations by telephone
- Other cash contributions

### V - DURATION

One week

There are two important activities that had a major impact on the nature of the content and the success of the campaign each year. The first is negotiating with the Globo team what the major themes will be that will be the basis for fundraising, as well as public information, and advocacy.

The second has to do with the laborious task of preparing guidelines, programme by programme, national and local, identifying days, time, programme, theme, and contact person responsible for either being interviewed or being visited in relationship to a project. This is a major effort by the UNICEF Social Mobilization Group each year. In 1989, for example (Child Hope IV), such information was prepared for 41 national programmes and 205 local television programmes (see attached examples of the national and local guidelines: Annexes II and III).

## **IX - Lessons learned**

TV Exposure: In defining the major themes and identifying the individuals and projects that are to be included as on-the-air examples of what the themes represent in Brazil, national and local institutions and figures are put in the limelight, not UNICEF. It is important to assure that institutions and individuals be given broadcast space and an opportunity to be heard in appropriate ways. Campaign appearances of this type with massive public exposure (e.g. one programme alone, "Fantástico", is seen by 60 million Brazilians) can cause strain on working relationships and provoke reactions that could hinder the advance of programme work if not properly managed. The campaign is not a UNICEF campaign, but a campaign for children, done by TV Globo, showing Brazilian grassroots solutions to Brazilian children's problems. Only the funds go to UNICEF.

Documentation: One has to carefully manage the risks involved in dealing with large scale national and local coverage of children's issues. The journalism function of any major network is independent and cannot be ordered about in terms of what is and what is not to be broadcast. However, since UNICEF's name is inevitably associated with this effort, it is important to work at assuring that the subjects and the content of reporting and programming be consistent with the type of serious role that UNICEF has in a country. In order to assure that these questions are addressed effectively, three



approaches are used in the course of the work: (i) UNICEF keep a low profile on TV during the campaigns; (ii) in discussions about the guidelines for programmes, UNICEF strives towards balanced coverage, providing a mix of government and non-governmental contacts, examples and interviewees; and (iii) UNICEF's team responsible establishes the terms under which the organization is associated with the overall campaign effort.

Resources for direct action benefitting children: Funds raised through these public campaigns that permits hundreds of thousands of individuals to make modest contributions must be used towards concrete actions that directly benefit children in Brazil, the results of which can be relayed and communicated to the public, during the subsequent Child Hope shows.

The right appeal for funds: UNICEF must have a proposal for the use of the funds that is consistent with UNICEF's strategy and objectives in the country programme. It should be easily understandable, easy to communicate, brief and also appeal to the general public. This is important since the appeals for funds are normally very brief and are repeated all day long during the week-long event, paralleling the consciousness raising, information, and advocacy efforts. The proposal however, should be sufficiently broad to allow flexibility in the use of resources, permitting adjustment according to real world situations within which programme actions always take place. This means emphasis has to be on down-to-earth lines of action and programme areas meaningful to the general public, but not identifying specific projects or specific places.

Reporting: Projects funded from previous years' campaigns are filmed for subsequent years' Child Hope efforts. It is important to be careful in selecting the projects that are suggested for filming and reporting on, and projects must not only be identified, but be briefed ahead of time before a journalist team visits. This point is particularly important, since not every project has visible results to show (which is understandable in only one year) and not every project or group likes to be in fact filmed and put on the air.

Technology helps: The two most efficient and productive means of collecting funds have been through (i) TELEBRAS (the national Government-owned telephone company) and the associated regional telephone companies, and (ii) banks, either individual or in one

case the national federation. Most Child Hope funds donated have come via TELEBRAS that coordinates the regional telephone companies involvement. Telephone company computers automatically registers the phone number of the caller who dials the special Child Hope numbers of that year and the person pays as part of their monthly phone bill. Different numbers on the same year indicate different values of contributions and, one year, payments were spread over 12 months on the monthly phone bill. TELEBRAS's willingness to collaborate with UNICEF and TV Globo has been fundamental to the efficient collection of funds. Banks also have played a significant role by providing one bank account number for a specific Child Hope Campaign into which contributions can be made in agencies throughout the country and registered electronically in one central location. One year, when the national federation of banks agreed to do this, over 16,000 agencies of most Brazilian banks participated. Additionally, there are other lessons that have been learned. Not only in relationship to fundraising efforts like Child Hope of TV Globo, but also in other contribution raising (cash and in-kind) with other groups as well.

Key people with a special commitment to children: It is important to find and form a relationship with key people in the organization who have a special commitment to the cause of children. This has been a crucial factor in the effectiveness of these campaigns and in the support by the private sector. When one finds key individuals in each organization who have a special commitment to children they more readily become the principal movers in these efforts in a very convincing way. They are the ones selling the importance of children's issues to the rest of their own organization. These people must get every possible support and encouragement from UNICEF, and they must have the freedom to act and develop their creativity.

Appropriate recognition: It is important to provide appropriate recognition for the really important work done on behalf of children by your allies. UNICEF Brazil has created different awards for those organizations and individuals who have made special efforts on behalf of children. The heads of the organizations involved in the fundraising effort most likely should be given public recognition, while the main movers behind the efforts most likely should be given more personal recognition for the very special and deserved efforts they make. Different forms of awards and recognition should be developed in order to meet various needs.

Informal relationships are important: Globo, the National Marketing Council, and more recently ABRINQ, and many other organizations and individuals have made extraordinary efforts on behalf of children in Brazil. While UNICEF makes formal agreements at times with these organizations, their commitment and almost all of their support work is based on "gentlemen's agreements" and mutual trust. The UNICEF Social Mobilization team's capacity to establish and maintain a professional relationship of mutual trust is the basis upon which all else is constructed.

Work style: There is a need to adapt to and go along with the working style of your partners. Flexibility, rapid response, (and from time-to-time crisis management), are the norm in this sort of enterprise. As a campaign draws nearer, this may require unforeseen trips, work on weekends, temporary redeployment of personnel and computers, etc.

## **X - The UNICEF Team**

Given that the fields of social marketing, information and communications make very important contributors for achieving country programme goals, for advocacy, consciousness raising, and fundraising, it is absolutely essential that the UNICEF office have a highly professional technically competent team with experience in these fields.

The team itself has to fit within the larger context of overall office management of the social mobilization effort. What has evolved in UNICEF Brazil is a social mobilization group now coordinated by the Planning Officer, reporting to the Representative who actually assume full responsibility for guiding the social mobilization effort with weekly Group meetings conducted around agendas carefully prepared by the Social Mobilization Group staff. This process is guided by an overall general Social Mobilization Country Programme Plan that is detailed more specifically on an annual basis.

The tools of social mobilization using mass media are a means of advocacy, information, communication, and stimulating involvement and participation (including fundraising). To do this the social mobilization effort of an office has to have a high level technical capacity to deal with these professional areas. Additionally, it is absolutely essential that

this team have the skills and patience to develop and maintain a working relationship of mutual trust with the world of mass media upon which all else is built. It is also necessary to have a high level technical programme capacity to assure that the content that goes into the mass media for various purposes is of the very highest quality, is correct and appropriate, and is consistent with and supports the goals-oriented strategy and programmes supported by UNICEF's overall country programme effort.

The challenge here is one of assuring that both the content and the means of mass communication are brought together in appropriate ways as well as assuring that appropriate activities are supported on the ground so that the mobilization effort is in support of real change at the community level. This is no small thing and has proven to be a constant challenge of programme management over the past five years. What has been learned is that professionals dealing with mobilization related techniques and methodologies are best understood to be outstanding at through-put. The issue of assuring that content or input and output is of the highest possible quality requires other skills that inevitably results in involving virtually all of the professionals working with the different fields of UNICEF's Country Programme to assure that the right information goes into the process at the right place at the right point in time and that the right messages come out. This is important for both fundraising as well as other mobilization-related work and for the positive institutional image of UNICEF.

## **XI - Conclusions**

UNICEF has learned in Brazil over the past five years that by managing an efficient goals-oriented Country Programme Strategy that takes advantage of the social mobilization potential of a country, not only is it possible to see important advances in the well-being of children but also it is possible for large numbers of people to participate in UNICEF's work by making cash contributions as well. This strategy has also produced, by virtue of its involving strategic alliances with the mass media and private sector, surprising in-kind contributions. This latter type of contribution fills gaps left when a formal programme counterpart does not produce agreed upon resources or much more frequently produces in-kind contributions that respond to new opportunities more quickly or for much larger populations than correspond to established and agreed upon goals.

While, as has been commented upon in the text, a key limited number of relationships in the private sector and the mass media have made possible mobilization of hundreds, even thousands of people to work on behalf of consciousness-raising as well as contribution-raising that benefits UNICEF's work, these programmes on their own would not produce the mobilization and contribution results obtained. An outstanding technical programme team has been fundamental in assuring the quality of the inputs and outputs of mobilization (and contribution raising) efforts, which though present had not been tapped previously. Once there was a country programme management process recognizing that a strategy which included effective social mobilization, continuous situation analysis and effective programme/project support, in order to maximize the potential of a country's response to solve children's problems was essential, then the presence of a small but highly competent team of people qualified in information, communication, mass media, marketing and social mobilization becomes fundamental. Without dedicated people with these skills neither contribution raising nor social and political mobilization would have been possible.

# ANNEX I

## IN-KIND AND SERVICE CONTRIBUTIONS FOR UNICEF ACTIVITIES IN BRAZIL

YEAR	INSTITUTION	ESTIMATED COST US\$
1986	<p>National Advertising Council: support to Child and Constitution campaign.</p> <ul style="list-style-type: none"> <li>- Technical and artistical support in production of 3 TV spots, 2 radio spots, press campaign announcements and design of posters and pamphlets.</li> <li>- Donation of intensive daily use of publicity space in the national media during 3 months (radio, TV, and press)</li> </ul>	4,500,000
1987	<p>Uniao Sugar: printing of ORT solution recipe on sugar packages (approximately 20 million in 2st half of 1987)</p> <p>Brasilia Poultry Farm: printing of ORT solution recipe on egg packages (approximately 300,000)</p> <p>Cisne Salt: printing of ORT recipe in salt packages for national sales (appr. 30 million)</p> <p>National Advertising Council: support to Child and Constitution campaign (2nd phase) and the National Child Rights Petition campaign:</p> <ul style="list-style-type: none"> <li>- Technical and artistical support in production of 4 TV spots and 3 radio spots. Design of posters and pamphlets for the Child and the Constitution campaign "Vote for me"</li> <li>- Donation of intensive daily use of publicity space in national media during 1st quarter and 2nd half of 1987</li> </ul>	<p>15,000</p> <p>8,000</p> <p>15,000</p> <p>4,000,000</p>

YEAR	INSTITUTION	ESTIMATED COST US\$
1988	Indaia Mineral Water: printing of ORT recipe in water bottles (one million)	5,000
	National Advertising Council: support to ORT multi-media national campaign and 3rd phase of national Children's Rights campaign ("Child, a National Priority") - Technical and artistic support in production of ORT campaign: 3 TV spots and one radio jingle, and 2 radio spots. Design of posters and training materials for mothers and health agents - For "Child and Constitution" campaign, one TV and radio spot, and poster "National Priority"	5,500,000
	ABRINQ: 500,000 / stickers with ORT recipe for rural areas (to be distributed by Ministry of Health field agents)	30,000
1989	Pao de Acucar supermarket network: printing of vaccination calendars in 120 million shopping bags for national distribution	40,000
	Escopo, Sobrindes, Formula (printers): printing of 60,000 posters on the Universal Declaration of Children's Rights	10,000
	Palheta Coffee: production of 20,000 balloons promoting article 6 of the Universal Declaration of Children's Rights	3,000
	ABRIGRAPH: printing of 15,000 copies of the training book "Children and Adolescents in the Constitution of Brazil" in support to NGOs	15,000
	Caixa Economica do Estado de Sao Paulo: promotion of a children's context on the rights of children. Printing of 20,000 posters, and journalistic coverage	10,000
	CBBA: elaboration and design of publicity material for ABRINQ/UNICEF context and book "Children and Adolescents in the Constitution of Brazil"	10,000
	Casa Sendas: Printing of ORT recipe and vaccination calendar in 1 million shopping bags	10,000
	Cia. Grafica C. Sarcinelli: printing of promotional material on ABRINQ/UNICEF context for the Children and Constitution campaign (posters, pamphlets, etc.)	20,000

YEAR	INSTITUTION	ESTIMATED COST US\$
	Cia. Suzano de Papel e Celulose: donation of paper for printing of promotional material for context and book "Children and Adolescents in the Constitution of Brazil"	10,000
	Editora Abril: dissemination of children's rights in its children's magazines (10 million) and promotion of a context on this theme	20,000
	Fotoptica: promotion of a photo context on children's rights (Brasilia, Rio, S.Paulo)	5,000
	Grupo America: dissemination of children's rights in 15,000 napkins	2,500
	Industria de Papel Simao: donation of paper for ABRINQ/UNICEF context and printing of 30,000 books "Child, a National Priority"	15,000
	Johan Fabber: donation of material for City/Citizen/Citizenship event (gifts)	2,000
	Mauricio de Souza Producoes: 1 TV spot and cartoon celebrating the 30th anniversary of children's rights	30,000
	Ministry of Education: materials and dissemination of context on constitutional rights of children among 20 million students of the official education network	15,000
	RIPASA: Donation of paper for ABRINQ/UNICEF context and publication of publicity and training material for ORT campaign	15,000
	TILIBRA: Dissemination of the Universal Declaration of Children's Rights in 2 million notebooks	10,000
	VASP & VARIG: transportation of stickers & posters with the ORT recipe for Northeast states	4,000



YEAR	INSTITUTION	ESTIMATED COST US\$
1990	<p>National Advertising Council:</p> <ul style="list-style-type: none"> <li>- Technical and artistic support to 2nd phase of ORT national multimedia campaign: 2 TV spots and 2 radio spots. Adaptation of training reference poster for community leaders and pamphlet for communicators</li> <li>- Support to Child, a National Priority campaign, 30th anniversary of the Declaration of Children's Rights</li> <li>- Donation of intensive daily publicity space in national and regional TV, radio and press for ORT and children's rights campaigns, Sequential emphasis on the campaigns over the year</li> </ul>	7,500,000
	Walbercy Camargo: donation of an animated film on Child, a National Priority	35,000
	ABRINQ-CBBA-Ziraldo donation of 10,000 illustrated posters on Child, a National Priority	10,000
	FAE: production of messages in 2 million school notebooks on immunization. 2 million vaccination calendars	10,000
	Ceras Johnson: Lay-out in 50,000 packages including messages on immunization and children's rights	5,000
	Pao de Acucar: printing of 60 million shopping bags with facts for life messages (ORT and immunization)	20,000
	ABRINQ and other institutions: manufacturing of one million measuring spoons for ORT solution	29,000
	<p>National Advertising Council:</p> <ul style="list-style-type: none"> <li>- Technical and design support for the regional phase of the ORT campaign: 2 TV spots, 1 jingle and 2 radio spots, re-edition of posters and publicity material for local newspapers and magazines</li> <li>- Technical and marketing assistance for children's rights campaign for Child and Adolescent Code; Child, a National Priority (1 TV and 1 radio spot); the national immunization campaign.</li> <li>- Donation of intense daily publicity space in national and specific regional TV, radio, and press media for ORT campaign, immunization campaign, 5th phase of Child and Constitution campaign, the World Summit on Children</li> </ul>	6,300,000

YEAR	INSTITUTION	ESTIMATED COST US\$
	<p data-bbox="349 332 959 562">Multi-Vaccination Day TV, radio, and printed press at national and regional level (TV GLobo plus other tv networks). Production of 4 tv spots, radio spots, and printed material (40,000 posters). Broadcast, publicity space, elaboration of lay-outs, technical and artistic support (jointly with Globo system of tv, radio, and press)</p> <p data-bbox="349 620 472 653">TOTAL</p>	<p data-bbox="1233 526 1362 558">2,000,000</p> <p data-bbox="1226 620 1369 653">30,228,500</p>

## ANNEX II

CHILD HOPE IV  
(SUGGESTED GUIDELINES - NATIONAL PROGRAMMES)

DAY	HOUR	PROGRAMME	THEME	ACTION
Monday 09 October	07:30	Good Morning Brazil	Interview w/ J.Donohue, UNICEF Rep to Brazil: use of Child Hope funds and goals for this year (UNICEF cooperation in Brazil)	John Donohue, phone 224-7145, UNICEF office (home 244-9323)
	08:00	Xuxa's Show	Breastfeeding	Luis Lobo
	12:30	Globo Sports	Statements and reportages with children assisted by the Mangueira project	Globo Sports
	12:30	"Today" news	Norms for marketing infant food: interview with Marilia Manson	National Institute of Food and Nutrition (INAN) tel. 347-2525, ext. 126
	19:55	National news	Oral Rehydration - reportage and testimonies on knowledge about home solution. Interview with Dr. Reynaldo Menezes Martins, Secretary General of the Brazilian Paediatrics Society	Phone: 286-2789, home 399-7213
	20:35	Globo news	Economic crisis and children: the 90s (perspectives)	Interview with J.Grant, Executive Director of UNICEF, 3 UN Plaza, New York tel. (212) 326-7028

ANNEX III

CHILD HOPE IV  
(SUGGESTED GUIDELINES - STATE OF ALAGOAS)

DAY	HOUR	PROGRAMME	THEME	ACTION
Monday 09 October	07:30	Good Morning	Interview with the person responsible for the Street Children Movement, Maria das Gracas Bezerra, on the rights of children and the Brazilian Constitution	Street children movement: Rua Dr. Luis Pontes de Miranda 42, room 220, Maceio, State of Alagoas. Tel. (082)221-4465
	19:35	TV on the Street	Reportage on the Macaiok project, in Maceio, handcraft activities for street children, a project supported by Child Hope funds	Fernando Perdigao Phone (082) 231-2555
Tuesday 10 October	07:30	Good Morning	FEBEM-Alagoas President, Maria de Fatima Borges. Emphasize the humanitarian assistance work of "Children's City"	FEBEM-AL, Av. Duque de Caxias 1352, Maceio, AL. Phone (082) 223-8038
	19:35	TV on the Street	Reportage with Minors' Pastorate, in Maceio - ice-cream factory assisting street children, a project supported by Child Hope funds	Angela Nascimento, phone (082) 223-2732

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## **IMPLEMENTING A GOALS-ORIENTED COUNTRY PROGRAMME STRATEGY: IMPLICATIONS FOR MANAGEMENT**

by  
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**UNICEF BRASILIA**  
**JUNE 1990**

### **I - The need for a New Management Approach**

The effective implementation of a dynamic, goals-oriented country programme strategy that incorporates the components of ongoing situation analysis, support to action programmes and projects, and permanent social mobilization efforts, has management implications. It requires a move away from the traditional and a shift towards a more radical, quickly responsive management approach. Ad hoc working group structures focused on specific opportunities for specific proposals and actions should become a normal aspect of office management. Human resource needs may be different from those in an office where a more traditional country programme is implemented, and these needs change faster, requiring flexible and responsive human resources management and special attention to training and "re-tooling" of staff. Internal and external human resources need to be used.

The dynamic and rapid response oriented nature of the country programme strategy requires well-developed planning, monitoring and evaluation systems. These need to be established using a combination of advanced computer technology and more traditional techniques. Financial management also needs to suffer important adjustments in order to respond to the special needs of the goals/response oriented approach.

Conflicts will occur and do occur in terms of having to operate in a framework of an overall fairly traditional management structure of UNICEF which requires specific proposals, specific job descriptions, well documented workplans, and a fairly weighted bureaucratic process, while a more radical approach may simply require more responsive and flexible mechanisms.

### Doing more with less

The challenge in managing an approach that responds to new opportunities as they arise and maximizes impact, is to do more with less.

A comparative analysis between the end of the previous country programme (1986) and the end of 1989 shows that resources managed by the Brazil Office have increased by 200%, the number of projects with which UNICEF cooperates rose by 160%, while staff increased by only 8%. In fact, if one looks at the annual increase in resources the office managed 400% in 1989, the increase in productivity was possible because of (a) heavy computerization of the Office, (b) staff training, benefiting 144 staff members between 1987 and early 1989, and (c) an approach to UNICEF cooperation which relies on selective strategic technical assistance and mobilization interventions by UNICEF project staff, rather than requiring their permanent presence in a particular project. The selective use of short-term consultants, tapping Brazil's pool of highly qualified experts has also contributed in an important way to this increase in productivity.

The rest of this document outlines the management implications of the dynamic country programme strategy approach in the areas of human resource and financial management and planning and monitoring.

## II - Human Resources Management

### What kind of people are needed?

**Situation Analysis.** The need of the country programme strategy for ongoing situation analysis makes it indispensable that the Office have a small team of highly qualified social scientists exclusively dedicated to this function. The team should be led by a specialist in quantitative analysis in the social sciences and should have at least one member with strong writing skills in the working language of the country.

**Support to programmes.** At least in the case of Brazil, the bulk of UNICEF's support to concrete programmes is technical cooperation, and the Office therefore needs a strong team of high-level technical experts, at least one per line of action. The high level is important in the case of Brazil, because of the relatively high level of technical staff encountered in the Government itself.

Not all project officers need to be specialists, however. There is also a need, particularly at the State level, for middle-level project officers who have strong experience and inside knowledge of the Brazilian institutional and political environment and technical area and very strong networking/alliance building skills. Because of the heavy reliance of the strategy on social mobilization, alliance building and goals formulation in Brazilian terms, heavy use is made of national professionals.

**Social mobilization and communications.** The Office needs a small team of professionals dedicated to communications and information support, and possibly one specific social mobilization post. In Brazil, the heavy emphasis on social mobilization has also called for the use of the local language, Portuguese, as the principal working language of the Office. Consequently, it has been very important that all international professionals receive intensive language training in Portuguese if they don't speak it when they arrive and make a serious effort to become fluent in the language.

**Electronic data processing/I'M.** The heavy reliance on computerization in programme monitoring, finance and all other areas of the Office (see section III below) made it necessary to have a small team of staff specifically dedicated to electronic data processing and information resources management.

**Team work approach.** The structure of the Country Programme around lines of action rather than a fixed set of projects requires that project officers, within their line of action manage a number of different projects, studies and mobilization efforts which can increase or change over time. The dynamic nature of the strategy requires that project officers are capable of effectively working in a team. Virtually no project officer can feel exclusive ownership of a particular project, but support to any one project takes place in a team effort. In addition, project officers of the same line of action, such as health, that work at the national level must effectively coordinate their actions with those working at the state level, because the national level actions (vaccination campaigns, etc.) need to be implemented at the state and local levels in each state.

Another team effort must take place across lines of action. The Women's Development line of action, for example, involves actions in the areas of health and education, and therefore needs to coordinate efforts with and draw on technical support from UNICEF officers in those two areas. Members of the communications and social planning teams are responsible for supporting all other lines of actions and are thus frequently involved in team efforts involving project officers of the different lines of actions.

The rapid response-oriented dynamic character of the country programme strategy calls for an entrepreneurial rather than bureaucratic management approach, both by part of project officers and management. This requires a certain set of skills and attitudes on part of the professionals, specifically the capacity to detect opportunities, be guided by goals, set priorities, maximize results with limited resources, easily adapt to change, work on many, sometimes different issues at once, and work in a fast-paced environment.

In order to assist staff to strengthen these capacities, UNICEF Brazil ran a management training workshop in October 1988, using the training package developed by UNICEF New York, but adapting it to the Brazil strategic reality by strengthening the focus on management by goals/objectives.



### Flexible, response-oriented human resource management

The goals/response oriented country programme strategy requires a flexible, responsive human resource management approach. Measures include the relocation of posts to new geographical areas of priority and the redeployment of personnel into new areas of responsibility, or redistribution of responsibilities among different posts, requiring changes in the job description of those posts. The Brazil Office has been able to manage these changes relatively smoothly, with the support from Headquarters and the Regional Office.

Other measures, which have proven equally necessary and important to the effective implementation of the Brazil country programme strategy, include the creation of new project posts, elimination of project posts which have become obsolete, up and down-grading of posts, and conversion from international to national, and vice versa. The nature of the country programme strategy demands that these changes cannot always be tied to and limited to a rigid budget cycle or country programme cycle. The following table gives an overview of the movements/changes in project posts over the past four years:

Table 1:                    Changes in Professional Project Posts, UNICEF Brazil, 1986-1990

	Na.Prof.	Int.Prof.
Creation	8	8 (+2 PO)
Elimination	1	-
Relocation	3	2
Conversion to Na.		4
Conversion to Int.	2	
Level upgrade	4	2
Level downgrade	3	1

**Note:** Some posts have gone through more than one of these changes simultaneously.

The need for these changes has sometimes entered in conflict with the bureaucratic requirements imposed by the more traditional management style of the Organization. Needed approval and processing mechanisms have not always allowed for changes as rapidly as needed.

UNICEF on an international level has increasingly been using international goals and targets as a mobilization tool and expects its field offices to do everything in their power to help countries achieve those goals. If the Institution is serious in using goals not just in mobilization but as a management tool, then a goals-oriented strategy like Brazil's may have to be used in an increasing number of countries in the 1990s and beyond. In this case, the Organization should be aware of the consequences such a strategy has for management, and may have to review its management structure and mechanisms in that light.

#### Training, Career Development, Staff Motivation

Training takes on an especially important dimension in a country programme strategy that continuously exposes UNICEF staff to new demands, thus requiring an ongoing process of upgrading and updating of skills. Training needs are identified in a joint effort between supervisors and their staff.

Overall, 144 people participated in training activities between 1987 and 1989, which means that on average, every staff member has participated in more than two training activities over the three-year period.(See annex for a breakdown of areas of staff training)

With the opening of a number of sub-offices in Northeast Brazil, UNICEF in 1988 introduced on-the-job training through exchange of high-level G staff between the Brasilia Office and the sub-offices. The training was regarded as highly beneficial both for the staff and offices visited. Administrative staff in Brasilia, for example, are able to much more effectively serve the needs of outposted staff once they learn first-hand the needs and conditions in the sub-offices.

**In-house internships.** With a view towards fostering career development, another type of on-the-job training for G staff through temporary internal rotation was introduced in 1989. Under this policy, staff can apply to be placed on a short-term assignment in a different section from their own, for up to six months. This practice allows staff members to familiarize themselves with a new area where a job is expected to become available. Previously, short-term personnel were hired to fill such assignments and would as a result always be more qualified than internal candidates once a job became available. Until May 1990, six staff have benefitted from this type of on-the-job training, and one staff made a career change with a promotion as a result (with a second staff member being currently considered for a new post with promotion).

Obviously, this policy does impose some costs on the Office in terms of a disruption in continuity of work in the post that is temporarily left for short-term personnel by its incumbent. In addition, some on-the-job training is provided to staff who may not ultimately end up working in the area in which they were trained. However, the UNICEF Brazil experience is that the benefits of the policy in terms of staff motivation based on new perspectives for career development and a change from the routine are well worth the price.

The issue of staff motivation is an important one in the demanding environment created by the goals-oriented approach. In addition to the rotation policy described, an annual award policy, introduced in 1987, is an attempt to foster staff motivation and staff morale. The policy gives awards for years of service (10,15,20 years) and a special award for outstanding dedication and cooperation to the team effort, which is provided through vote among staff. In early 1990, UNICEF Brazil nominated two staff members with outstanding performance evaluations to be considered for the UNICEF global staff award.

Efforts to foster the career development through promotion of deserving staff have been made over the past years, within the limits of a field office the size of Brazil's. The following table gives an overview of career development of national professional and G staff over the past four years.

**Table 2: Career Development in UNICEF Brazil, 1986-1989**

	No. of Staff		Total
	Female	Male	
promoted within GS category	11	5	16
within NO category	3	-	3
from GS to NO	2	-	2
from NO to IPSO	-	1	1
<b>Total</b>	<b>16</b>	<b>6</b>	<b>22</b>

### III - Management Systems

For the effective management of the country programme strategy it is fundamental that well developed management systems be organized, in order to provide adequate monitoring and follow-up of the very large number of actions and issues that need to be managed over time by a limited staff. Taking advantage of the latest computer technology saves time and money for the organization in the medium term. The Brazil Office therefore heavily invested in computer hardware, software and systems development over the past years.

#### Information Resources Management (IRM)

**IRM analysis.** UNICEF Brazil has approached information resources management in the context of overall management planning as a tool to improve programme and administrative operations. The Brazil IRM approach has had four dimensions:

- (1) Analysis of information needs and flows;
- (2) Design of appropriate information management systems and the implementation/adaption of New York-designed systems;
- (3) Administration of information management systems; and
- (4) Organization/rationalization of office functions.

UNICEF Brazil started its management information needs analysis efforts in 1985, before the IRM Taskforce was established in New York. Later Brasilia became one of the pilot offices for IRM analysis and thoroughly analyzed most programme and administrative/financial processes, using the formal IRM Office methodology. In the 1987 comprehensive IRM analysis exercise conducted in Brasilia, the Jakarta Office IRM analysis was used as a reference point. The Jakarta model was not entirely applicable, and some modifications were made based on the specific characteristics of the Brazil country programme strategy approach. Consolidated results and recommendations from the Brasilia IRM analysis were presented at Programme Management Information Needs meetings in New York.

**Computerized monitoring systems.** Based on the earliest information needs analysis, UNICEF Brazil began to locally develop computerized monitoring systems, using Lotus and D-Base. Some of these systems have gradually been replaced by the Global Field Support System. After a number of problems over many years with GFSS implementation, all modules except for the payroll module were being used in Brazil by the first quarter of 1990.

Project activities and financial implementation are monitored through a locally developed Project Workplan System which records lines of action, projects (by agreement of cooperation), sub-projects and activities, listing beneficiaries, type of intervention and planned UNICEF and counterpart financial input, dates and place of the activity and UNICEF person responsible. The codes used are those of the PIDB, and the system is set up so as to be integrated with the GFSS. Information is used to plan the transfer of funds and in management, planning and evaluation meetings.

Management and operational processes within the Office are monitored through the Office Workplan (Time Management) system which also has modules for monitoring events, official travel and annual leave. The system is designed to produce an integrated overall office workplan of all areas -- administration, finance, personnel, programmes, communication and information, and senior management. The system records activities, sub-activities, dates and persons responsible. Reports from the Office Workplan system

are used in bi-monthly management meetings and as a planning tool for senior management and section heads. The events module has been most consistently used, while the other modules have been used and updated during some periods and fallen into disuse during others.

**Other uses of the computer.** In addition to computerized monitoring systems and financial operations, the office has a computerized library system and data bank on indicators on women and children. Other data banks are ready to be used but have not been taken fully advantage of.

Through computerized telecommunications, UNICEF has access to a broad range of external data banks. When UNICEF Brazil prepared a study on the urban child for a meeting on this subject at the Innocenti Center, for example, a comprehensive bibliography was put together from different external data banks.

Since 1987, UNICEF Brazil has been linked to UNET, and since late 1989, telex has been run via computer.

The typewriter has almost been entirely replaced by the word processor, and virtually all staff have been trained in word processing. Graphics programmes are being widely used in the preparation of situation analysis reports, and desk-top publishing is beginning to be used.

Overall, the computer has become a universal and indispensable working tool in UNICEF Brazil -- Brasilia and sub-offices -- and its use has been thoroughly "democratized" through broad training. There is an EDP Assistant specifically assigned to training staff in computer use who has also prepared a number of self-training manuals in Portuguese.

To give an idea of the degree of computerization of the Brazil offices, the following table compares hardware and software available in UNICEF Brazil in 1986 and 1989:

Table 3: Computer hard- and software in UNICEF Brazil, 1986 and 1989

	1986	1990
Computers/ terminals	7	39
Staff per terminal	7.7	1.7
Printers	5	19
Software	9	43
Information systems	10	24

The Management Meeting

Another important management tool in UNICEF Brazil is the management meeting which takes place once every two weeks and brings together senior management, the heads of each programme area, including communications and information, and the Administration/Finance Officer. The agenda is prepared beforehand and includes all important items on which decisions need to be made that involve consultation with the Representative or that involve the heads of several sections or programmes. The management meeting serves a monitoring and information exchange function on the one hand, and a strategic planning, priority setting and decision-making function on needed follow-up action. The note for the record on the meeting clearly spells out action to be taken, deadlines and staff responsible and serves as an important instrument to assure follow-up.

One of the management meetings each month focuses on project activities in Northeast Brazil and is attended by senior project staff from sub-offices in the region. The other meeting focuses on national programmes, social mobilization and administrative/finance matters, including a review of administrative and programme budgets, financial implementation and funding status.

Other regular meetings complement the management meeting, including a weekly meeting with the Representative on personnel matters. Each section head is expected to organize regular scheduled meetings with staff of his/her section. Once a month, the Representative calls together all staff for a general, relaxed information exchange and gossip session.

#### **IV - Financial Management**

##### Management of programme funds

As explained elsewhere, the Country Programme is structured into broad lines of action. Programme budgets are prepared according to this structure, and within each line of action, funds are programmed in broad categories at the beginning of the year, which generally include programme support, training, and social mobilization. During the first quarter of the year workplans are prepared with each project partner under the various lines of action, and at that stage funds are allocated for specific activities. The data is entered into the computerized workplan system. New project agreements can also be made throughout the year as long as funds are available. If programmed funds are not spent as programmed in a particular project, workplans are revised and funds are reallocated to other projects within the same line of action. The Programme Planning Officer and Programme Assistant have the general overview of the programme budgets, and the Programme Planning Officer authorizes allocations for new activities that had not been programmed, and reallocations.

##### Financial management in a high inflation context

Brazil's high inflation of up to 30% a month during some periods over the past years have required considerable creativity and skill in financial management. Until mid-1988, agreements of cooperation were written and fixed in local currency, which led to a loss of value of funds during the normal time lag between the negotiation of an agreement and the actual resource transfer, causing an under-implementation of activities. To avoid this, UNICEF in mid-1988 adopted the official government index as the unit



of negotiation. In January 1989, the index was abolished, and UNICEF went back to negotiating in local currency, adjusting transfers by the official inflation index. Between 1986 and 1990, the Brazilian currency was changed three times, complicating financial management.

Internal financial monitoring is done in US dollars, but the variation between the inflation rate and the fluctuation of exchange rates means that the US dollar amount spent never exactly coincides with the amount originally budgeted. Close and careful financial monitoring and continuous reprogramming of funds become indispensable in this situation.

UNICEF also has to manage with extreme care the large amount of funds raised in Brazil in local currency. In order to avoid losses due to inflation, local currency funds held had to be invested in those money market instruments that yield the highest interest when this was necessary. The exchange of local currency for dollars with other UN agencies at the UN rate was a solution that saved UNICEF from having its local currency holdings frozen in various investment accounts under the most recent severe government economic plan. The experience proved how vitally important it is for UNICEF to closely monitor economic policy and financial developments in this country.

## ANNEX

Table 4: Number of staff trained by Area, 1987-1989

	1987	1988	1989	Total 87-89
Languages	1	11	29	41
EDP (estimate)	4	13	142	159
Technical workshops/ courses	12	8	-	20
Management, Admin./Finance	13	98	5	116
On-the-job training			6	6

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## **THE SITUATION ANALYSIS:**

### **REACHING TECHNOCRACY AND DEMOCRACY WITH DATA**

by  
**Ruben Cervini**  
**UNICEF Brasilia**  
**December 1990**

#### **I - Introduction**

During the second half of the 1980s UNICEF has intensified information and data production support activities, situation analyses, studies and research in distinct areas, as part of UNICEF's Country Programme. The objective of this paper is to register this experience, presenting concepts used, institutional strategies and results obtained in this process.

All activities presented can be inserted into the more general concept of "situation analysis". This was a basic component of the Country Programme strategy adopted by UNICEF in Brazil in the mid 1980s. A synthetic description of basic concepts adopted, can be found in, "Making a Difference for Children on Large Scale: The UNICEF Brazil Country Programme Strategy 1986-1990". The concepts presented here are based on the theoretical framework in the above cited paper.

#### **II - Situation Analysis**

We understand "situation analysis" as a social process of continuous knowledge and data production (monitoring in the broadest sense of the word) on (a) child welfare (situation

analysis in the strict sense); (b) actions aimed at children (programme/policy evaluation); and (c) the political-institutional context, for the general purpose of making children a priority in the political agenda of the country. For this reason, the process supports political advocacy and social mobilization actions, as well as the planning and execution of specific programmes, counting on the participation of several governmental (technical bureaucracy) and academic (universities, research institutes, etc), as well as non-governmental organizations.

Such a definition means that the situation analysis is a process consisting of different actions which can be grouped into two fields, the first more formal made up of systematic data and information production on child welfare and social policies; and the second, informal, agile, short-term, to meet the programme and immediate needs in terms of political advocacy as well as support to programmes and alliances with partners. This later refers to the "assessment of the feasibility of collaborating with or supporting others based on lines of action in the Brazil/UNICEF Country Programme through: (a) direct programmes or projects, and (b) strategic alliances so that those involved mobilize their own and other institutions and groups to act on a major scale in support of either ongoing projects or to work in specific ways on a major scale on behalf of women and children outside of the UNICEF programme/project context" (Donohue, John J. "Managing goals and targets at a Country Office level: the Brazil experience", UNICEF).

Three lines of action carried out by UNICEF-Brazil within the first mentioned field could be considered part of a broad concept of situation analysis,:

- a) Situation diagnosis: the identification of the priority needs, general and specific, of children, through the production of information (statistical or not) and the corresponding analysis, identifying possible goals and objectives;
- b) Programme and/or policy evaluation, for both processes and impact; and
- c) Methodology development: for the purpose of producing methodologies and/or instruments (see table 1).

In this report we shall discuss these three sets of activities.

**TABLE 1**  
**AIMS AND OBJECTIVES OF 'SITUATION ANALYSIS' COMPONENTS - UNICEF-BRAZIL**

COMPONENTS	AIMS	IMMEDIATE OBJECTIVES	MID-TERM OBJECTIVES
SITUATION DIAGNOSIS (Analysis and data)	Total population or large sectors	- To know the socioeconomic status of children in general or in specific contexts or space	<ul style="list-style-type: none"> <li>- Suggest policies (political advocacy) and support the general social mobilization (Political Agenda of the Country)</li> <li>- Suggest policies (political &amp; technical advocacy) and support specific social mobilization (sectoral Political Agenda - Government &amp; ONGs)</li> <li>- Support concrete programme planning, implementation and execution (technical support)</li> <li>- Support the implementation of innovative programmes (demonstrative programmes)</li> </ul>
	Specific population (target)	- To identify objectives concerning children well-being	
EVALUATION	Policy and Programmes Process	- Evaluate efficiency (objectives, methodology, instruments, costs, etc.)	
	Policy and Programmes impact	- Evaluate changes in the target population	
METHODOLOGY DEVELOPMENT	Instruments and/or Methodology advances	- Develop new procedures and techniques	

Though these activities may appear dispersed overtime, they are integrated through their articulation with the more global functions of political advocacy, social mobilization and technical support to programmes. In fact, their heterogeneous and irregular character enables them to meet the needs of this more dynamic overall processes.

The dynamic interrelation of situation analysis and other elements of the process consist, on the one hand, on the exchange of information and data which support social mobilization, political advocacy and technical support processes, intended to produce legal and political changes and to improve the management of programmes, and on the other on the effects produced by this information on the democratization process, generating changes in the current panorama.

Finally, the above mentioned concept of situation analysis implies the need to move away from the idea that it is an activity exclusively reserved for technical or academic groups, and to move in the direction of a broader social concept. In fact, the basic requirement to fulfil situation analysis goals is to instill these analysis into the social mobilization processes, where the actors themselves produce information and analysis and, in doing so, commit themselves to these goals, enhancing their specific demands.

We are therefore speaking of a heterogeneous process which develops different characteristics and instruments, in accordance with opportunities and the social space in which it occurs. They range from: (i) high technical level documents that support the adoption of or the commitment to certain policies, (ii) the production of reliable information and data to be used in the academic and technical milieu, (iii) the production of technical-political pieces to nurture the process of commitment on the part of technical State bureaucracies (at all levels), and (iv) the elaboration of simplified analysis and data - easily understood by communities, social organizations and the public opinion in general. The result of the situation analysis process should be capable of supporting the greater objective of placing child related issues on the political agenda of the country, at all governmental and non-governmental levels.

### III - Management

Over the past years, UNICEF in Brazil has greatly encouraged and supported the situation analysis effort, conforming to the aforementioned concept, and taking into consideration two important national characteristics during this period: (a) the existence of competent technical personnel and significant research carried out on systematic or special basis; and (b) the democratization and institutional decentralization processes that swept the country.

A glance at past experiences unveiled some of the operational criteria that presided over this UNICEF approach, all complying, in one way or another, with the present political reality and opportunity, (conditions of the country), effectiveness (established situation analysis objectives) and efficiency (cost-effective use of human and financial resources):

- a) Promoting situation analysis by diversified groups rather than doing (democratization of production);
- b) Should be easily understood and used (democratization of information);
- c) Should be capable of reaching different levels of the social, institutional and spatial structure (decentralization);
- d) Should contribute to the identification and consolidation of goals and identify target-populations (social mobilization);
- e) Should promote the assimilation of the results of situation analysis, even the most wide-ranging ones, into specific social processes (social mobilization);
- f) Should guarantee the credibility and good reception of information (effectiveness);
- g) Should be capable of using the research - data production - being carried out in the country on behalf of children (efficiency);
- h) Should encourage new actions in significant areas not yet explored, for the purpose of raising awareness;
- i) Should particularly support actions aimed at the production of continuous self-sustainable data and/or analysis systems (effectiveness/efficiency).

Through the implementation of the operational criteria and the basic concepts mentioned, UNICEF has had to assume situation analysis activities either directly or by supporting efforts of others. Besides the identification of significant thematic works (political/technical significance) and the promotion of their development (political/scientific advocacy), UNICEF either: a) undertook these on its own; b) supported activities being carried out, directly or through previously identified high level academic personnel or institutions, on the basis of a partnership or not; c) monitored and adopted, whenever suitable, information and data production processes and products; or d) supported the diffusion of the results obtained with research and studies in which it has been directly involved or which was of specific interest to itself and its collaborators.

In order to meet the demands of such a commitment, UNICEF had to manage its human and financial resources, according to basic criteria, such as:

- a) Approaching the situation analysis of each specific area as an essential element of all assisted activities, involving all the project and programme officers.
- b) Supporting the development and monitoring of these activities through the establishment of a Social Policy, Planning and Evaluation Section.
- c) Collaborating on new and different fronts when the opportunity presented itself without straying from originally identified key actors and counterparts.
- d) Organizing a network of people and institutions active in UNICEF's fields of collaboration reinforcing monitoring of the production process and the sharing of experiences whenever necessary.
- e) Allocation of funds for activities in these areas, along with the extensive use of the "seed money" concept, in order to encourage counterparts and allies to actually engage in situation analysis activities.
- f) Finally, it is necessary to increase the effective diffusion of the results obtained in the different activities.



**TABLE 2**  
**STUDIES AND RESEARCH ACTIONS - UNICEF-BRAZIL**

ACTIONS		LEVEL	
		NATIONAL/ GENERAL POPULATION	PROGRAMMES/ DECENTRALIZATION
1.  I N F O R M A T I O N	DATA	(i)  - Statistical Profiles	(ii)  - Research on Health (Ceara, Rio Grande do Norte & Sergipe)  - Street Children census
	CONTINUOUS SYSTEMS	(iii)  - National System of socioeconomic indicators on children and adolescents (SINCA)	(iv)  - Nutritional Surveillance System (Ceara, Pernambuco, S. Paulo)  - Child Pastorate Programme  - Basic Health Programme (Maranhao)  - Immunization
2.  DIAGNÓSIS/ OBJECTIVES		(i)  - "Social Debt to Children & Mothers in Brazil"  - "Children in Brazil: what to do?"	(ii)  - "The Child in Ceará"  - "Children and Adolescents in Sergipe"  - "The Child in R.G.Norte"
		(iii)  - "Child and the Constitution"  - "The situation of Street Children"	
3.  EVALUATION		(i)  - "Crisis and Children in Brazil"	(ii)  - "Pró-Criança Evaluation"  - "Avaliação do Manejo da Diarreia no Nordeste"
4.  METHODOLOGIES		. Nutritional Surveillance System (NSS) . Impact of Street Children Projects . Heloisa Marinho Early Development Card . IMR Trend/Goal Methodology . Poverty Map	

#### IV - Examples of what has been done

A list of the final or mid-term products of the situation analysis processes in which UNICEF has been involved in can be found in Annex I of this paper. They have been grouped under the several categories previously mentioned (data, diagnosis, evaluations and methodologies) and also relate to the main concern of covering wide range national categories (the population as a whole) as well as disaggregated State data and those specific to programme execution.

The significance of these types of studies and research can better appreciated through an analysis of illustrative examples. Table 2 in this text, outlines these examples, which shall be reviewed next.

##### Creating data

Data and information production has led UNICEF to work on many different fronts, sometimes related to a particular problem at a certain time, at (i) the national level or (ii) at more specific levels (data disaggregation), and sometimes supporting the insertion into existing of continuous information production systems children and women related themes focusing on (iii) populations or (iv) programme target-clientele groups.

- (i) UNICEF's relationship with the Brazilian Institute of Geography and Statistics (IBGE - the census department of Brazil), the federal institution responsible for the production and distribution of the main official statistical compilations in Brazil (census, the National Household Survey, the Civil Register, the Monthly Employment Survey, etc) is UNICEF's longest and most solid working partnership in the country in this field. The two institutions have been working together since 1979, for the purpose of producing and analyzing information on the situation of children in the country (see Annex II for a list of resulting publications). Based on the belief that it would be very enriching to undertake a detailed exploration of continuing and special or one-time-only research carried out in the country, gathering significant information for the development of a child situation profile, IBGE/UNICEF produced and released many publications during the eighties. The series, "Statistical

Profile of Children and Mothers in Brazil" (see Annex II), features varied themes (health, nutrition, child mortality, fertility, demography, etc), that was made possible by the establishment and maintenance of an enthusiastic group of technicians within the IBGE, very much concerned with children affairs. UNICEF's financial contribution, essentially, covered the publication cost, with the IBGE covering those of processing, analysis and labour, plus those related to field research.

The same partnership has also made possible the use of information obtained from on-going research and the assimilation of child- related themes - plus its more significant indicators - into specific research. It also explains how, in 1985, the special supplement of the National Household Survey (NHS) addressed specific socio-economic aspects of children's and adolescents' lives, allowing for the collection of representative information on the population under 17 years of age, living in the metropolitan areas of the country. The 1984, 1985 (metropolitan areas) and 1986 versions of the NHS included questions that allowed for the calculation of child mortality rates, (Brass method), that were supported and encouraged by the interinstitutional project. Another example: since 1985, questions on low birth-weight and rooming-in practices have been included in the Medical-Sanitation Assistance Survey, as a result of the exchange of information and suggestions between the two institutions.

This project is a good example of cost-effectiveness and efficient mobilization of national resources that has produced the critical mass of information that now exists on women and children today in Brazil.

- (ii) UNICEF support to field research in different thematic and geographical areas allowed for the collection of opportune and significant information which greatly contributed to the mobilization and political advocacy processes, as well as to UNICEF's action in general. In this vein, household surveys on children's health and nutrition were carried out in three northeastern States (Ceará, Rio Grande do Norte and Sergipe), in partnership with the respective State Health and Planning Secretariats. These surveys gathered representative data at the State level, previously unknown in most of the Brazilian States, especially in the northeastern region. For

example of the kinds of results that came from this effort see table 3 that shows the evolution of certain health/nutrition indicators in one of Brazil's poorest states, Ceara. A number of activities directly gathering data on street children were also supported. The census of street children sleeping in the streets, carried out by IBASE\* allowed, for the first time, the gathering of relevant information for the critical revision of conceptual and political and policy positions on the matter.

No doubt these and other similar actions were made possible due to the assistance of capable technicians and scholars, who guaranteed high level surveys, but also due to the effort of committing and mobilizing national institutions in support of the surveys, considered essential elements in the definition and implementation of policies on behalf of children.

- (iii) The growing concern with the impact of adjustment policies on child welfare encouraged UNICEF in the development of continuous information system at the national level. As a result, IBGE/UNICEF developed the National System of Indicators on Children and Adolescents (SINCA), with the participation, through an Interministerial agreement, of all social information sources of the federal ministries. The main objectives of the System are (a) the production of a continuous and up-dated data bank, based on information supplied by regular research, available in different levels of disaggregation and accessible at low cost; (b) the regular diffusion of key-indicators, through the Children and Adolescents Bulletin - Social Indicators.

A longtime tradition of joint programme and data-related work with the sources of information in ministries and with major information users (such as the CBIA\*\* for example) rendered possible the mobilization and integration of different technical groups around the idea and implementation of this national system.

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\* Instituto Brasileiro de Analises Sociais e Economicas (Brazilian Institute of Economic and Social Analysis).

\*\* The Brazilian Centre for Children and Adolescents is the national institution responsible for youth policy in Brazil.

TABLE 3

**CHANGES IN SELECTED MATERNAL AND CHILD HEALTH INDICATORS  
IN THE STATE OF CEARA 1987 - 1990**

This table summarizes the beginning and end results of a series of indicators of maternal and child health in the state of Ceara during the Jereissati Government. Unless otherwise stated the figures are for children 0-35 months of age.

INDICATOR	OCT/DEC 1987	JUN/AUG 1990	% DIFFERENCE
Direct Infant Mortality (< 1 year/1000 livebirths)	57	39	-32
Infant mortality due to diarrhoea (%)	28	13	-54
Child consulted physician in last 3 months (%)	35	47	+34
Child given ORS in last case of diarrhoea (%)	23	32	+39
Children 12-23 months with BCG vaccine (%)	58	81	+40
Children 12-23 months with 3 doses of DPT vaccine (%)	50	63	+26
Children 12-23 months with measles vaccine (%)	65	76	+17
Children 12-23 months with 3 doses of Polio vaccine (%)	73	85	+16
Children with growth chart (%)	67	85	+27
Children < 1 year with weight noted on growth chart	9	25	+168
Malnutrition (2nd + 3rd grade Gomez) (%)	8.0	5.4	-33
Malnutrition (Wasting < - 2SD) (%)	2.4	1.9	-21
Malnutrition (Stunting < - 2SD)	27.6	21.1	-24
Institutional births (%)	70	78	+11
Prenatal Coverage (%)	65	68	+5

#### Comments

1. The two surveys, although meant to be the same methodologically, have different sample sizes. In 1987, 10,868 women were found in the survey areas, against 8,561 in 1990. Despite this the samples appear essentially the same with regard to female literacy and economic indicators. The differences found between 1987 and 1990 are unlikely to be an artefact caused by differences in methodology.
2. The Direct Infant Mortality Rate is based on deaths of children born to mothers aged 15 - 49, during the last three years period. It is not comparable with the Infant Mortality Rate computed by the indirect method of Brass. It does permit comparison of recent mortality in the three years prior to each survey.
3. The one third reduction in mortality and malnutrition are in themselves consistent. The reduction in mortality seems mostly due to reduction in diarrhoeal morbidity, since other causes of infant mortality were reduced little. Reduced diarrhoeal morbidity will reduce malnutrition rates.
4. The improvement in child health service access indicators is also consistent with the reductions in mortality and malnutrition. Child contact with the health service increased by at least 30%.
5. The vaccination rates do not reflect the results of the major multivaccination campaign in September 1990, and are similar (but slightly better) to the 1989 coverage data. Coverage rates for 1990 will be much higher.

(iv) The development of programme management information systems through monitoring systems of service delivery, has also been an area in which UNICEF has been involved. During 1986/1988 three UNICEF supported basic health programmes achieved the full implementation of computerized monitoring systems, which were developed over several years. One is the national monitoring system of the Child Pastorate Programme of the National Conference of Brazilian Bishops, the other the local system of the Basic Health Project (AISMIN) in São Luís, Maranhão, which is set up as part of a statewide system that monitors the public health system. The third was the Brazilian Assistance Legion (LBA) which reached 2 million pre-school children, beneficiaries of a supplementary feeding programme in 5 northeastern states. All these systems consist of two parts, a data bank containing basic data on the project beneficiaries and project staff and volunteers and the monitoring system itself, which contains monthly updated data on project performance. The systems probably represent the first effort recorded in Brazil to apply modern computer technology to the monitoring of community-based primary health care projects, and rely on the community health workers for the data collection, many of whom are just barely literate.

Another of UNICEF's field of interest in the area of continuous information production is that of infant nutrition.

Since 1987, UNICEF has been supporting the design and implementation of nutrition surveillance systems (SISVAN) in three states of Brazil, Ceará and Pernambuco, both in the Northeast, and São Paulo. In all, data collection is based on the growth chart, which has the advantage that it reinforces the routine practice of health personnel of weighing all children that come to the health post and of using the growth chart in health centers where data collection takes place. All three have two objectives, namely, to provide data on the incidence of malnutrition among the child population and for planning decisions on how to upgrade health and nutrition services.

We should mention that presently, the federal government has assumed the responsibility for implementing SISVAN at the national level, and that these experiences are being taken into account in the design of the final version of the system. Moreover, the idea of incorporating all the information supplied by the Child Pastorate Programme\*, into the national SISVAN has also been accepted.

Finally, we should draw attention to UNICEF's supportive action for the implementation of a Ministry of Health vaccine coverage monitoring system: With the commitment to reach 80% vaccination coverage for children under 1 year by the end of 1990 and the need to assure that this coverage is maintained afterwards, the need for appropriate and centralized monitoring tools was analyzed and deemed necessary. UNICEF support manifests itself in many different directions, bearing fruits such as the development of software, training and information analysis. The systematic effort carried out by UNICEF in the sense of improving the awareness that vaccination is a basic child right, and the efficiency recorded in this area, have been two basic conditions for implementing and sustaining the project.

With UNICEF help a data bank was created by the Ministry of Health in Brasilia, containing vaccination coverage data on all municipalities in the Northeast. This was the basic source for a series of instruments containing simple concise information which was fed back down to the municipal level through a series of channels, including the Church, the Paediatric Society, and by direct mail to mayors and town councilmen.

#### Analyzing data and proposing policies and goals

Information production cannot be separated from the process of analysis: the former already implies the latter. UNICEF has been involved in the information and data analysis processes as well as in the identification of goals at national and State levels, working singly or in collaboration with technicians and scholars who are clearly committed to this area of child-data work, and often also with key people in the social-political mobilization processes.

(i) Two wide-ranging documents on child situation were produced in the country, during

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\* The Catholic Church IMR programme that now reaches one million children and that has a management information system that UNICEF helped develop.

the second half of the 1980s: "The Social Debt of Children and Mothers in Brazil" (1986) and "Child in Brazil: what to do?" (1990). The former was elaborated in the early days of the New Republic (1985) and featured a brief yet well founded and objective analysis of the situation, policies and goals to be attained by the years 1990 and 2000, based on the then available information. A first version of the latter document was elaborated by UNICEF in 1989. Taking advantage of the larger volume of information supplied by actions in this field (see item i above), this document up-dated diagnosis and goals for the nineties. This first version was appropriated and enriched by technicians of the federal planning organ, resulting in a joint publication released in 1990.

The elaboration of these two documents was made possible by the existence of two favourable conditions within UNICEF. First of all, the high technical level of UNICEF staff collaborating in the situation analysis effort. Second, the existence of a unit in UNICEF committed to this work.

- (ii) At the same time, and in accordance with the growing trend of decentralizing cooperation, UNICEF also supported situation analysis at the state level. In Ceará, many surveys have been carried out since 1986 in the fields of health and nutrition, namely the "Health Diagnosis of Ceará children" (health surveys, SISVAN Ceará, Maternity System), pre-school education, ("Creches Comunitarias...Um Caminho" Community Day Care Centres.. A Way), on the socio-economic status of children, adolescents and street children ("Fortaleza Street Boys and Girls Profile"). The same type of action was replicated in Sergipe and Rio Grande do Norte, in partnership with the Health and Planning Secretariats, with these results broadly disseminated in the two States.
- (iii) Finally, there were cases in which social mobilization partners took on the responsibility of performing children situation analysis as an essential task. The two most significant examples recorded in this period are (i) the one which took place during the Child and the Constitution Campaign, when a large number of local groups (some 600) engaged in this effort as a means to enhance the objectives of the process and the draft text of the constitution, and (ii) the situation analysis



performed by street boys and girls during a 1986 mobilization that has had policy implications subsequently in UNICEF and government in Brazil.

### Analyzing Policies and Programmes

As we mentioned before, a broader and wider-ranging notion of situation analysis also includes the discussion of the political adequacy, *modus operandi* and impacts of policies and programmes. In this context, evaluation actions become extremely important in order to efficiently promote changes and redirect existing policies, as well as implement new policies and programmes. Since UNICEF includes these approaches, they were assumed at different levels and contexts, from global policies to the detailed analysis of the impact of specific programmes. What follows are examples for both levels.

- (i) The growing concern with the definition of a line of action regarding the impact of adjustment policies on child welfare made room for public policy evaluation within institutional spheres. In 1984 Brazil participated in UNICEF's international World Recession and Children Project ("Adjustment with a Human Face"), by presenting a case study. In 1988, amidst clear signs of restrictive trends in the economic policy, after the failure of the Cruzado Plan, UNICEF-Brazil promoted a series of studies on the impact of recessive policies on child welfare in different fields (health, nutrition, education, labour). These studies were presented in a national seminar organized by the University of São Paulo, and the Pediatrics Society of Brazil whose participants undersigned a recommendation for basic childhood policies, broadly disseminated by the media. "The high level participation and timely coincidence of the event with a major discussion of Brazil's future economic order in the Constituent Assembly generated major nationwide media coverage of the seminar and issues discussed" (Annual Report 1988, p. 19). This material was later on brought together in the book, "Crisis and Childhood in Brazil - The impact of economic adjustment policies" that was quickly out of print.

The viability of this line of action was ensured not only because of the economic conditions of the country, but also as a result of UNICEF's ability to identify and mobilize people in key institutional roles, building advantageous institutional partnerships, and with highly respected professionals from different areas willing to join hands to address the question of "adjustment with a human face" in Brazil.

- (ii) The existence of a State level policy for the integration and strengthening of actions on behalf of children in the age bracket 0-6 (the "Pró-Criança" Programme of Santa Catarina), on the one hand, and the growing decentralization of responsibilities recorded in this area, at national, State and municipal levels, on the other, encouraged UNICEF to promote a rapid assessment of that programme. The evaluation allowed for the cataloging of the main concepts, strategies and operational alternatives of the programme, the main problems and the lessons learned. The close relationship, uniting programme managers and the UNICEF rapid assessment team, opened doors and was perhaps the most important contribution to the successful completion of the study that subsequently had a major influence on 0-6 programme development in the Northeast.
- (iii) Considering that diarrhoea is one of the main causes of infant mortality in the Northeastern region, in 1989 a group of governmental, non-governmental and international (PAHO/WHO and UNICEF) institutions already working together in this field sponsored a survey on local alternative diarrhoea treatments for children under five. ("Avaliacao de manejo da diarreia no Nordeste do Brazil"). It supplied information on the coverage levels of diarrhoea treatments, including different methods of oral rehydration, and identified the main problems in this field. The reliability of these results was backed by the high technical level of the professionals involved, but also and above all, by the collaboration of an experienced community focused primary health care organization. The results were used to modify the oral rehydration programme in the Northeast.

## Proposing new methods

Data and information production implies application of specific methodologies. Methodological concerns can be identified in all the activities UNICEF has been engaged in over the past few years (see Annex I). The research work on behalf of children has lead to the application or development of innovative institutional and technical methodologies. UNICEF has managed or participated in processes of methodology application and/or innovation, in action or in information production. The overall effect is that it is possible to identify a number of projects whose main - or at least one of the most significant - goals, were advancing methodological procedures or instruments.

The principal objectives to be fulfilled are: (a) improving the process of situation analysis; (b) help the emergence and consolidation of new politically relevant fields of knowledge; or (c) stimulate proposals for and produce alternative and innovating actions.

The fulfillment of some or combinations of these goals, justified concrete attention to methodology, from data analysis to institutional arrangements for the purpose of data production:

- (i) The old data and new methodologies: The analysis of data produced with new methodologies allow for the reintroduction of relevant themes. The 1985 Poverty Map, based on municipal data supplied by the 1980 census, strongly emphasized methodological advances in the treatment of information. The Child Mortality Rate goal for the nineties proposed in a recent paper (Child in Brazil: what to do?) was based on the methodological treatment of available information on this indicator. ("A Taxa de Mortalidade Infantil e Pre-escolar no Brazil: Comportamento Historico, Projecao e Metas").
- (ii) New instruments and/or methods: one of the most outstanding examples in this area is perhaps that of long-term support to the production of a standardized early child development measurement scale, conceived by the Heloisa Marinho Foundation. In a different field, such as that of Children in Especially Difficult Circumstances (CEDC), we find the development/application of a special methodology to count street children in large metropolitan areas, such as Rio de Janeiro and Fortaleza. In

this field also, the will to improve the available information on the impact of assistance programmes to street boys and girls led to an innovative methodology to measure project impact on children through a set of behaviour and attitude indicators.

- (iii) New arrangements and institutional processes: sometimes, the production of new information requires institutional changes. A good example is the Nutrition Surveillance Systems (SISVAN), which requires specific indicators, data collection and processing instruments, as well as organizational structures suitable to each context, in order to function properly. UNICEF collaboration with the SISVAN units of Pernambuco, Ceará and São Paulo has focused on meeting this type of need.

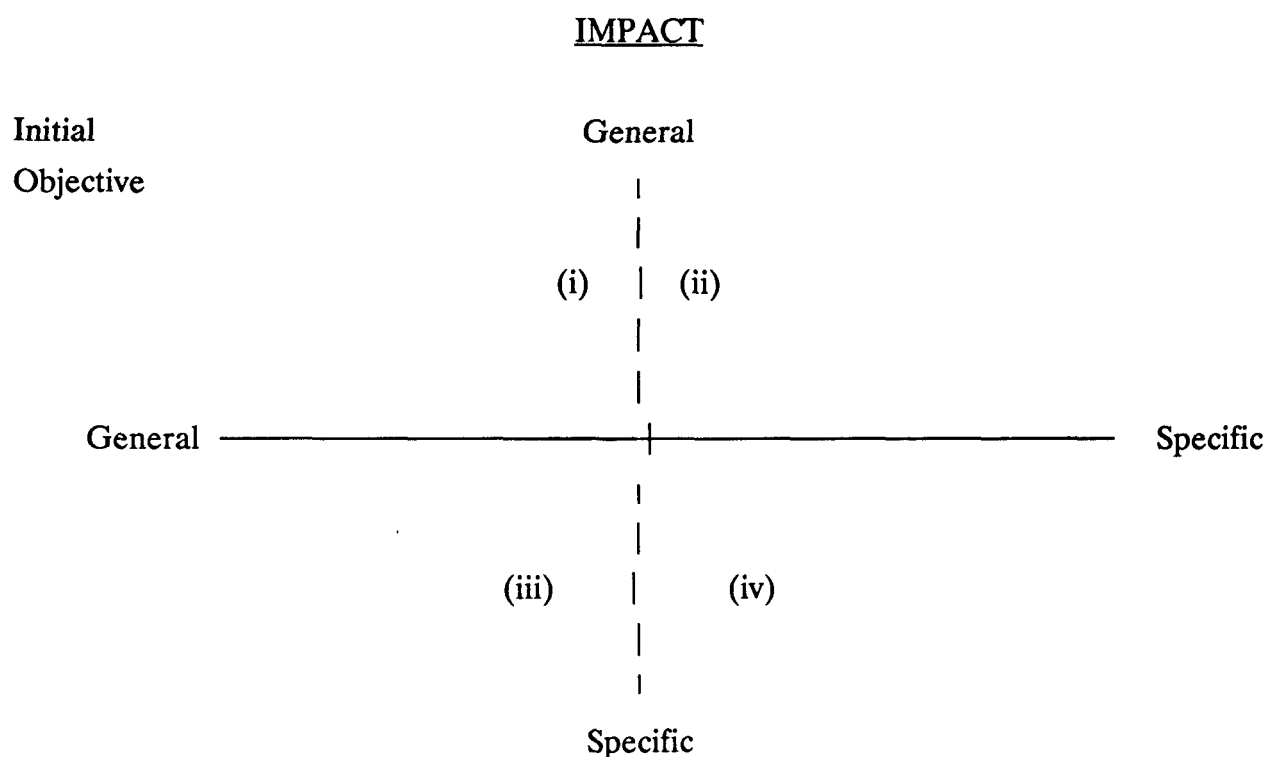
The need to promote high levels of efficiency in the assistance programmes for children in especially difficult circumstances stressed the importance of improving their self-evaluation ability. Thus, the development of adequate self-evaluation approaches were enhanced, as well as organizational structures capable of contributing to evaluation processes.

- (iv) Going to scale in Brazil - helping a nation to learn: the National Long Distance Training Programme (SINCAD) proposes an alternative methodology for the efficient transmission of experience and information on Brazilian children and adolescents to a large and varied number of institutions and individuals nation wide. Besides the relevance and interest of the content, the success of this programme will depend on the ability to develop the most adequate methodological instruments and strategies for large scale impact of the "knowledge packages" developed.

## **V - Use of Studies and Research**

The general goal of the production of data, diagnosis, evaluations and methodologies, as we have mentioned, is to promote popular awareness (public opinion), social mobilization and political and technical advocacy actions. The different ways to reach this objective can be classified through the crossing of two variables: (i) the initial or planned objectives or uses, and (ii) the final impact achieved beyond the original one [planned after first publication or use]. When beginning any study or research, the utilization of

its results can be planned in a narrow highly targeted way as well as in a broader way with more open and general targets. On the other hand, the utilization or the impact effectively attained by the research once concluded might well go beyond what was planned. Some consequences in use cannot be fully anticipated when a study or research is carried out. In the following diagram the relationship between planned objectives and final impact of situation analysis are shown.



We will use some of the activities mentioned above to illustrate four possible situations in the use of studies and research:

- (i) Some actions are aimed broadly at community, professional and institutional needs. They lack a specific unitary target and can be incorporated into heterogeneous processes. Data production and diffusion via different means (the Statistic Profile of IBGE and the SINCA Bulletin are good examples). This data is appropriated and used by many different agents, into either general (public opinion) or specific processes. In this case, the impact would be better evaluated through the identification of changes in attitude/pronouncements and the social awareness of problems, based on the information obtained.

- (ii) Sometimes, certain actions are drawn out for the purpose of producing general information, aiming at no particular actor or process. Conceived to take advantage of certain political opportunities, they are incorporated and used in advocacy as well as programme related processes. The "Pró-Criança" programme (see item 3.ii) was evaluated in 1985, for the purpose of recording and promoting this experience, considered of great interest and value to all groups and individuals providing assistance to children in the age bracket 0-6. However, a particular political context and the interest of subsequent commitment of collaborators transformed this material into a fundamental piece in the elaboration of a strategy plan adopted in the state of Ceará, in 1987. At that time, no-one could have forecast the impact the document was to have on specific processes.
- (iii) A number of UNICEF support actions were originally conceived of with quite limited objectives, nevertheless their impact grew in importance, beyond the expected.

The Nutrition Surveillance System (NSS) experience, supported by UNICEF over the past two years, was restricted to specific state areas and populations, although it was potentially capable of major expansion. At present, the Health Ministry has now committed to establish a child nutrition monitoring system at the national level, and is incorporating the state NSS results in the policy formulation process - a good example of the generalization of specific experiences.

Documents such as "The Social Debt" and "Children in Brazil" were originally conceived as instruments of political advocacy in order to back dialogue with concrete relevant written proposals with the high ranks of the federal government. At first such texts were elaborated exclusively by UNICEF staff members to cause specific impacts on the formulation of federal policies and programmes, but ended up provoking unexpected outcomes. "The Social Debt" supplied information that attracted CNBB to join health actions aimed at reducing child mortality in the Northeastern region (at present, one million northeastern children are being assisted by CNBB programmes). "Children in Brazil", distributed to NGOs and governmental organs, was adopted as reference material by several national NGO institutions. This document also made an important contribution engaging the Brazilian society and government in "The Child -Absolute Priority" campaign.

(iv) Finally, there were a number of actions for specific purposes or goals, directed to specific problems and agents, which provoked impact accordingly. Research on diarrhoea management, sponsored by several national and international institutions, was conceived to produce reliable information on diarrhoea incidence and treatment, and provided subsidies to safe expansion of coverage of Oral Rehydration Therapy in the Northeast. In doing so, it contributed to the consolidation of the activities carried out by the member institutions of the Basic Health Action Support Group, focused on the redefinition of policies and the strengthening of actions.

Concluding this brief review, we could say that the actions involved in the general concept of "Situation Analysis" range from one extreme, where the means-end logic operates as the main reason, to the other, where the relationship between the means and the end is obvious, to the other extreme where these relationships are far less obvious given the heterogeneity and dispersion of possible impacts. This lack of obvious relationship should not mean that criteria such as efficacy and efficiency are relinquished. In fact these criteria are constantly applied in the network of relationships which connect the basic elements of the Brazil Country Programme Strategy, placing the child, above all else, as the number one priority of the political agenda of the country.

TITLES	DESCRIPTION	INSTITUTION	YEAR	STATUS
STATISTICS AND INFORMATIONS				
Perfil Estatístico de Crianças e Maes no Brasil	Statistical data published for the International Year of The Child.	IBGE	1979	published
Perfil Estatístico de Crianças e Maes no Brasil - Características socio-demograficas 1970-77	Statistical data based on 1977 census and NHS 77.	IBGE	1982	published
Perfil Estatístico de Crianças e Maes no Brasil - Aspectos nutricionais e demograficos	Nutritional status of children and women, based on Household survey of 1974-75	IBGE	1982	published
Perfil Estatístico de crianças e maes no Brasil - Situacao de Saude 1981	Health status of children and women according to NHS 81 and PAHO.	IBGE	1984	published
Estatísticas sobre a situacao do Menor no Brasil - 1980	Statistics on minor's situation in the country, based on 1980's census.	IPEA/IPLAN	1985	published
Perfil Estatístico de crianças e maes no Brasil - Mortalidade Infantil em areas urbanas	Statistics of childhood mortality in Brazil, according to NHS 84.	IBGE	1986	publishec
Saude da Mulher no Brasil: Bibliografia anotada	Bibliography covering several areas of women's issues.	F. Carlos Chagas	1988	completec
Perfil Estatístico de crianças e maes no Brasil - Sistema de acompanhamento da situacao socio-econo.	Monitoring system on the socio-economic situation of children and adolescents.	IBGE	1988	publishec
Perfil: A situacao da fecundidade - Determinantes gerais e características de transicao recente	Fertility data according to NHS 1985, based on metropolitan area and large regions, with a historical perspective.	IBGE	1988	publishe
Directory of Institutions working with the promotion of women	Inventory of all relevant Brazilian institutions working on promotion of women. This list includes names, addresses, responsible, allocated funds, etc.		1989	in proce
Crianças e Adolescentes -	To process, analyze and make public in a	IBGE	1989	publishe



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TITLES	DESCRIPTION	INSTITUTION	YEAR	STATUS
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## STATISTICS AND INFORMATION

Indicadores Sociais - Volume 1	systematical way, strategic indicators on the situation of low income children and women, according to different sources.			
Perfil Estatístico de crianças e mães no Brasil - Sistema de acompanhamento da situação socio-econômica.	Monitoring system on the socio-economic situation of children and adolescents - 1981-83-86 north, northeast, southeast, south and west-center region.	IBGE/FUNABEM	1989	published
Perfil Estatístico de crianças e mães no Brasil - Mortalidade e Saúde Infantil na década de 80	Analysis of the transformations in childhood mortality during the 80's, and the positive action of some policies.	IBGE	1989	published
Perfil Estatístico: a situação socio-econômica da criança e adolescentes no Brasil/1985	Analysis of the social status (education, labour, mortality, etc) of children and adolescents in different metropolitan areas for NHS 85.	IBGE	1990	completed

TITLES	DESCRIPTION	INSTITUTION	YEAR	STATUS
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DIAGNOSIS				
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Estudo do Aleitamento Materno na grande Sao Paulo e na grande Recife		CEBRAP	1981	Completed
Mulher, sociedade e estado no Brasil	To understand the women's needs, know their problems and discuss their role in society.	UNICEF	1982	Published
Extensao e caracteristicas da pobreza no Brasil	Presentation of some estimates of the poverty in Brazil and characteristics of poor and non-poor households/families.	IPEA/IPLAN	1983	published
Da-se aula - Rocinha	Audiovisual about the situation of women.		1983	completed
Eu preciso trabalhar	Studies about types of labour and their conditions.	MPAS/SAS/FUNABEM	1983	Published
A mulher e seus filhos na politica urbana	Data and analysis about the economic question and the female labour force, the participation of the women as heads of families, and of those with small children.	PRMD	1984	completed
A menina de Rua	Debate on the problems of the street girl under varios aspects, focusing on the experience in Recife.	PRMD/UNICEF	1984	published
Geracao de Renda	Evaluation of experiences related to organization and function of low income groups organized for economic activities.	PRMD/UNICEF	1984	completed
O problema alimentar no Brasil	Actual situation, policies perspectives and proposals.	UNICAMP	1985	published
Identificacao de grupos mulheres de baixa renda organizados para desenvolver atividades economicas	Identification, in Rio de Janeiro, of experiences of income generation developed by groups of women who have in common their relationship with the informal market.	PRMD/UNICEF	1985	completed
Modos de vida e representacao	Alternative assistance to street	UNICEF/SAS/FUNABEM	1985	completed

TITLES	DESCRIPTION	INSTITUTION	YEAR	STATUS
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MONITORING				
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SISVAN - F. SESP Pernambuco	Nutritional situation of children under 5 years.	F. SESP/PE	1988	in process
SISVAN - Sec. Saude Sao Paulo	Nutritional situation of children under 5 years.	Sec. Sao Paulo	1988	in process
SISVAN - Sec. Planejamento Ceara	Nutritional situation of children under 5 years.	S. Plan. Ceara	1988	in process

TITLES	DESCRIPTION	INSTITUTION	YEAR	STATUS
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DIAGNOSIS				
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dos meninos de rua	children.			
Escola tambem para Meninos de Rua	Study about the questions related to street children's need.	MPAS/SAS/FUNABEM	1985	Published
Desenvolvimento social, desnutricao e mortalidade infantil: o que e possivel fazer?	The problem, the causes of malnutrition in the region, the context of strategies and nutritional programmes in Latin America, goals for 1990.	MS	1986	completed
O menor que dorme na rua do Rio de Janeiro	Research on children who sleep on the streets in Rio de Janeiro.	IBASE	1986	completed
Ecologia da desnutricao na infancia	Analysis of the evidence of the relationship between socio-economic variables and nutritional status.	CNRH/IPEA	1986	Published
Brasil: evolucao da mortalidade infantil no periodo 1977-1984	Child mortality rates of the large regions of the country, according to group causes of larger programing importance.	MS	1986	published
Condicoes de vida nos municipios paraibanos	Indicators at municipal level for the purpose of indentifying inequalities which characterize the standard of development for the country and for northeast.	FIPLAN/PB IPLAN/IP	1986	published
Gravidez na adolescencia	Studies about the adolescents before the law, sexual education, pregnancy, high risk,...	IPLAN/IPEA/Chagas	1986	published
As escolas comunitarias e a participacao feminina	To analyze via interviews, the topic "woman" in community schools.	PRMD	1986	published
A divida social para com as maes e criancas brasileiras - O que fazer ?	It gathers a set of solid information about the situation of children and adolescents and presents measures to improve the indicators for the welfare of children.	UNICEF	1986	published
Diferencias espaciais na qualidade de vida no Brasil - 1980	To provide an overview of the different levels of socio-economic development in Brazil.	IPEA/IPLAN	1986	published

TITLES	DESCRIPTION	INSTITUTION	YEAR	STATUS
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## DIAGNOSIS

Relatorio final do encontro mulher face a face -Rasgan	Areas: Health, women's education.		1987	completed
E possivel educar na rua?	Studies about labour conditions of the street educator.	FUNABEM/UNICEF/SAS	1987	Published
Brasil: Aspectos da mortalidade infantil pre- escolar materna	To analyze the mortality pattern of the priority population of public health programmes: the maternal-infant group, evaluating their programming implications.	INAN/MS	1987	completed
Child Health in an urban context	Factors of risk in a Rio de Janeiro slum.	U. London	1988	completed
As escolas comunitarias: uma experiencia alternativa	Presented in the IUPERJ and FINEP seminar about the urban/energy crisis and alternative development: Rio de Janeiro case.	PDCU	1988	completed
Situation of Women in Pernambuco	To help university take into account women's needs in curriculum and extension programmes		1988	in process
Relatorio do levantamento de criancas de rua - Municipio de Fortaleza	To forecast and locate street boys and girls, define a sample to be researched via questionnaire.	IBASE	1988	completed
Pesquisa do desmame em 4 capitais brasileiras	To evaluate the weaning rates in 4 states of Brazil in view to develop appropriate educational procedures.	Segundo Brasil	1988	completed
Meninas de Rua (foi porque o amor valeu)	The situation of street girls in Recife.	OAB/PE FUNABEM/PE	1988	published
Perfil do menino e menina de rua de Fortaleza	To draw a basic profile of street children of Fortaleza, which allows joint actions based on the noted reality.	SAS/Ceara	1988	completed
A saude das criancas cearenses	To gather information about some indicators of infant health in the state of Ceara.	IPLANCE/S.Saude Ce	1988	published

TITLES	DESCRIPTION	INSTITUTION	YEAR	STATUS
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DIAGNOSIS				
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Pesquisa sobre tratamento da desidratacao por diarreia via TRO - Municipio Araucaria, PR	To evaluate the mother's procedure in relation to diarrhea and the use of ORT by the population.	U.Fed.Parana	1988	completed
Crianças de rua: um estudo das suas fundamentacoes demograficas	Approximation to the aspect of social development of street children, by studying cases of their demographic bases.	UNICEF	1989	completed
Estimativas das necessidades de pacotes de soro reidratante oral para crianças brasileiras		UNICEF	1989	completed
Se essa rua fosse minha	A research about the reality and experience of Recife's street children.	F.J. Nabuco	1989	Published
Sinfonia: Afinando os instrumento da educacao		UNICEF	1989	published
Estudo de avaliacao do manejo da diarreia infantil no Nordeste do Brasil	To evaluate the care of diarrhoeal diseases in children under 5 years old in northeast states including the domestic care and by the basic health services and calculate their incidence.	OMS/OPS,DINSAMI et	1989	published
A Situacao da Saude da Crianca no Rio Grande do Norte	Information about the health status of children in Rio Grande do Norte.	Sec. Saude	1989	completed
Escolas para classes populares	Research about conventional school system and alternatives in several states of the country.	PUC/SP	1989	in process
A Situacao da Saude da Crianca em Sergipe	Information about the health status of children in Sergipe.	Sec. Saude	1989	completed
Crianças e Adolescentes no Brasil: A Vida Silenciada	Dossier about violent deaths of children and adolescents in Brazil: 1984-1989.	IBASE-MNMMR	1989	completed
Condicao da Mulher Mae, e Mulher Chefe de Familia	Situation of low income women in relation to health, education, occupation and leisure in Pernambuco.	FESP/UNICEF	1989	completed

TITLES	DESCRIPTION	INSTITUTION	YEAR	STATUS
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DIAGNOSIS				
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Avaliacao da Implantacao do Programa de desenvolvimento de SUDS	Critical analysis of the process and the implementation of SUDS, analysis about the possible impacts on labour offer, analysis of the decentralization process in varios levels of government.	IPEA/UNICEF	1990	completed
A Crianca no Brasil: O que Fazer?	Gathering of a set of solid information about the situation of children and adolescents and presents measures to improve the indicators for the welfare of children.	IPLAN/UNICEF	1990	published

TITLES	DESCRIPTION	INSTITUTION	YEAR	STATUS
PROGRAM EVALUATION				
Sao Luis Comparative Study	To provide information on child mortality, morbidity and nutritional status and use of Health Services 2 years after AISMIN implementation.		0	in process
Avaliacao do Impacto Nutricional da GOBI-FFF	To compare the speed of child growth in the project with community health agents promoting GOBI, and with control groups outside the project.		0	completed
Estudo Sao Luis TRO KAP	To evaluate the efficiency of ORT in Sao Luis and the project AISMIN.		0	completed
Second Sao Luis Study			0	completed
Custos sociais de diferentes experiencias de atendimento a meninos de rua	To verify by studying cases, the social costs of three different experiences attending street children.	CNRH/IPEA	1983	published
Construindo um espaco: Mulher e Saude numa experiencia urbana	Considerations, result of preliminary research, which tried to evaluate the repercussion of the work developed in "Rocinha" slum, Rio.	PRMD	1984	published
Rocinha Maes e Vidas	Statements from women who participate in the health project of "Rocinha" slum.	PRMD	1985	published
Experiencia de desenvolvimento infantil - PRO-CRIANCA	Critical analysis of psychosocial development experience of child between 0 and 6 years in Santa Catarina state, between 1983 and 1986.	UNICEF	1986	Published
Mulheres, participacao e Saude: uma experiencia	To make public, tasks of the health projects of the community of Rio.	FLACSO/CNDM	1987	published
To light a Candle: Final report of the alternative services for street children project	Analysis of the UNICEF/SAS/FUNABEM alternative services to Street children project, 1982-1986 and its institutionalized policy impact	UNICEF/SAS/FUNABEM	1987	completed
Audiovisual-Saude da Mulher num espaco comunitario	Dossier about the experience of "Rocinha" slum (PCDU) done by their own participants.		1987	completed



TITLES	DESCRIPTION	INSTITUTION	YEAR	STATUS
PROGRAM EVALUATION				
Registro e sistematizacao de uma experiencia em educacao: Escolas comunitarias	Data collection for analysis of the implementation and consolidation process of 11 community schools from 1980 to 1983 in some slums of Rio de Janeiro.	PRMD	1987	published
Estrategias da mulher pobre para a sobrevivencia da familia e acoes do estado e/ou agencias privadas	Identify alternatives of poor women to face crisis and evaluate the state and international organization's answer.	PUC-RIO	1987	completed
Avaliacao do impacto de programas alternativos nos meninos de rua	To develop and test, in action, a methodology to verify the impact of programmes on growth and personal development of street children.		1988	completed
Extensao dos servicos publicos as comunidades de baixa renda do municipio do Rio de Janeiro	Analysis of process, impact, results, institutionalization, private community costs.	IBAM	1988	completed
Avaliacao do Programa nacional de aleitamento materno na grande Sao Paulo e na grande Recife	Description and analysis of the results of the national programme evaluation on breastfeeding.	CEBRAP/FINEP/MS	1988	Completed
Avaliacao de programas da Secretaria do Menor de Sao Paulo	Evaluation of the minor's secretariat programme in Sao Paulo and exposition of the policies developed.	Sec. Menor/UNICEF	1988	completed
Pesquisa de avaliacao da campanha do soro caseiro	To know the conditions of life of families in the communities reached by the campaign and to evaluate the impact of this campaign.	IBASE/Pastoral	1988	Completed
Extensao dos Servicos Publicos as comunidades de baixa renda do municipio do RJ	Evaluation of urban community development program of "rocinha" slum.	SMDS/UNICEF	1988	published
Relato de experiencia: O projeto de educacao basica para a baixada fluminense		MEC/EDUCAR	1988	completed
SOS Corpo - Seminario de Metodologia de praticas em saude da mulher	Reflection on experiences of feminist organization with groups of women, popular health groups and health		1988	completed

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TITLES	DESCRIPTION	INSTITUTION	YEAR	STATUS
PROGRAM EVALUATION				
	professionals with public institutions.			
Avaliacao do programa integrado de apoio ao menor em Goiania	Evaluation of youth support programmes, including field work and interviews with students, teachers and coordinator.	UNICEF	1989	published
Pesquisa quantitativa - Avaliacao de propaganda - Soro Caseiro	To evaluate the level of knowledge of the population in relation to the phase 1 of home made solution campaign.	AD HOC	1989	Completed
Estudo avaliativo da acao crianca-esperanca/Meninos de Rua	To provide comprehension on the innovative experience studied, verifying the impact, validity and efficiency.	UNICEF	1989	completed
Sao Luis Baseline Study: Pesquisa Nutricional em areas de populacao de baixa renda de Sao Luis 1984	To provide information about infant mortality, and the nutritional status and the use of health services before the implementation of AISMIN.	CIS/MA-SEPLAN	1989	Completed
Creches Comunitarias...um caminho - A Experiencia do Ceara	Programme conception, the objectives and methodology of research, analysis of information about day care centres and their articulation with popular movements, conclusions and proposals.	SAS Ceara/UNICEF	1990	published

TITLES	DESCRIPTION	INSTITUTION	YEAR	STATUS
ADJUSTMENT AND SOCIAL POLITICS				
Estudos basicos para criancas de populacoes de baixa renda	Analysis and suggestions for a child and poor family policy.	CNRH/IPLAN/IPEA	1979	published
Proposta para o atendimento a criancas carentes de 0 a 6 anos de idade	Summary of the situation of children between 0 and 6 years old and their mothers and proposed strategy for intervention.	SAS/MPAS	1982	published
Da assistencia educativa a educacao assistencializada	Characterization study and attendance costs to needy children between 0 and 6 years old.	CNRH	1983	published
Recessao mundial e Infancia	Research about impact of world recession on children.	IPE/USP	1984	published
Desigualdades sociais no Nordeste	Collection of studies which will subsidize interpretations, policies and programmes referring to social tendencies of the regional question of northeast.	CNRH/IPEA/SUDENE	1985	published
O bom menino	Studies on decree "O bom menino".		1986	Published
O Menor e a Pobreza	Socio-economic and demographic situation of youth in Brazil and Northeast.	IPLAN/IPEA/SUDENE	1986	published
A Crianca e a Constituicao como processo de mobilizacao social -1a fase	Evaluation of social mobilization process since the beginning of the constitution campaign, considering three phases.		1987	published
Proposta extraida do I Encontro de Mulheres do Maranhao "Abrindo os olhos e Botando a boca no mundo"	Proposals in: reproduction rights, health, women's health and community participation, rural workwomen, elderliness, participation of women in society.		1987	completed
O menino, o trabalho e a lei	Studies on the labour legislation for the child and adolescent.	MPAS/SAS/FUNABEM	1987	Published
Politica social e combate a pobreza	Theory of social policy, fight against poverty and technical approaches.	TZE	1987	published

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TITLES	DESCRIPTION	INSTITUTION	YEAR	STATUS
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ADJUSTMENT AND SOCIAL POLITICS				
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Politica x Tecnica no Planejamento	Projection on the context of power structures and on the social change. Evaluating used techniques in projection and evaluation.	UNICEF	1987	published
A educacao basica no NE - Desempenho atual e perspectivas	To evaluate and analyse problems which seem to perpetuate in NE region and identify the fundamental implications of these problems for the poorer population.	UNICEF	1987	completed
Tendencias da prod. e demanda de alimento	Tendency of production and demand of food before agricultural policy.	INPES/IPEA/SEPLAN	1988	completed
O financiamento do SUDS na perspectiva de estados e municipios: pontos para reflexao	Decentralization, fiscal reform and unified and non-unified health system, points for consideration.	UNICEF	1988	completed
Crise e Infancia no Brasil	Research of cases about the impact of economic adjustment policies.	USP/IPE	1988	published
A qualidade do trabalho das agentes de saude no Maranhao	Relation between agent/population. Impact on health. Subsidy for planning. Efficiency of the documentation system.	PRODDIMA-GTZ-AISMI	1988	completed
A crianca e o adolescente na lei organica municipal	What we, as a community, can do to assure the rights of children and adolescents in the municipality's basic law.	DCA/UNICEF	1989	published
A Crianca e o adolescente na Constituicao do Brasil	Explanation of constitution, its basis, the reality, initiative and actions.	DCA/UNICEF	1989	published
Brasil Crianca-Urgente	Series of articles about the project of children and adolescent's statute.	Pedagogia Social	1989	published
Crianca e Adolescente: Prioridades Nacionais - Prioridades Municipais.	Informations about the new role of the municipality in social politics.	DCA/UNICEF	1989	published
Aspectos socio-educativos e sugestoes para uma politica	Analysis on the situation of children between 0 to 6 years old, regarding	F. Carlos Chagas	1989	completed

TITLES	DESCRIPTION	INSTITUTION	YEAR	STATUS
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ADJUSTMENT AND SOCIAL POLITICS				
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nacional de educacao da crianca de 0-6 anos	public policies and legal context.			
Politica de Ajuste com Dimensao Humana	Publication representing a selection of texts from "A situacao mundial da infancia de 1987 ate 1990", about the topic adjustment with human dimension.	UNICEF	1990	published

TITLES	DESCRIPTION	INSTITUTION	YEAR	STATUS
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METHODOLOGY				
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Situacao socio-economica dos Municipios - Estado de Sergipe	To sistematize and show a set of information and develop methodological aspets to be used in other brazilian municipalities.	CNRH/IPEA IBGE et	1984	published
Paulo Freire e os educadores de rua	Pedagogy of work on the street.	UNICEF/SAS/FUNABEM	1985	Published
Indicadores sociais, teoria e pratica	Social indicators: introduction, definition and extension, systems, social theory and model.	CNRH/IPEA	1985	published
Study of Alternative Strategies for assisting Children with learning difficulties	Develop and test improved methods of teaching young children with learning difficulties in municipal schools of Niteroi, RJ		1987	in process
Programas de acompanhamento do crescimento: analise das balancas atualmente em uso no Brasil	To evaluate some models of weighing actually used in Brazil, in Sao Luis, Fortaleza, Recife and Rio de Janeiro.	UNB/UNICEF	1987	completed
Estandarizacao da escala da Heloisa Marinho.	To develop and test simplified methodology to monitor the development of children in different realities in northeast and south of the coutry (Brasilia, Florianopolis, Fortaleza).	IPHEM	1987	completed
State of the Art Study: Measuring & Monitoring early child development in Brazil	Compare 4 child development monitoring methodolgies currently in use in Brazil in terms of theoretical framework instruments, application and usefulness in community-based progs.		1987	completed
Manual de Diagnostico comunitario de saude infantil	Exhibition of the methodology and techniques for realization of research in health and nutrition areas.		1990	completed
Manual do usuario do cartao do desenvolvimento IPHEM	To develop and test simplified methodology to monitor child development in different realities of northeast and south of the country (Brasilia, Florianopolis, Fortaleza).	IPHEM	1990	un process

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## TITLES

## DESCRIPTION

## INSTITUTION

## YEAR

## STATUS

## METHODOLOGY

A taxa de mortalidade infantil  
e pre-escolar no Brazil:  
comportamento historico,  
projecao e metas

Research on the child mortality rates,  
their historical behavior, projection  
and objectives, focusing on those under  
5 years old.

UNICEF

1990

completed

## ANNEX 2

## HISTORY OF PROJECTS WITH THE BRAZILIAN INSTITUTE OF GEOGRAPHY AND STATISTICS (IBGE) AND THE APPLIED ECONOMICS RESEARCH INSTITUTE (IPEA)

Works and documents elaborated and published1978

"A Planning Perspective for Children and Youth" (working document) Document no.783

"Suggestions for Cooperation in Programme Development between SUBIN and UNICEF". Document presented to SUBIN. Document no.784

"Una Metodologia Simple para la Evaluacion Monetaria de los Servicios Sociales Basicos", by Eduardo Bustelo. Presented to IPEA by the author.

1979

Documents presented to IPEA:

- a) "Urbanization and the Vicious Circle of Poverty. The Case of the Urban Child in Brazil," by J.L. Carvalho and Uriel de Magalhaes, of Getulio Vargas Foundation.
- b) "The Child and the Urban Environment in Brazil," by G. Semenzato and I de Castro.

Estudos Basicos para Crianças de Populações de Baixa Renda. Joint study by IPEA and UNICEF, published by both institutions.

"Orientaciones de Politica Social para el III Plan Nacional de Desarrollo de Brazil," by Eduardo Bustelo. Presented to IPEA by the author.



"Proyecciones de Poblacion Ocupada Total y Sectorial. Brazil 1980, 1985 and 1990," by Eduardo Bustelo. Presented to IPEA by the author.

"Modelos de Politica Social y Servicios Basicos," by E. Bustelo. Presented to IPEA by author.

"Servicios Basicos Interconectados: Una Estrategia para el Desarrollo Social en Brazil?" by E. Bustelo. Presented to IPEA by author.

"Macromodelling: Una Experiencia de UNICEF en el Campo de la Experimentacion Numerica," by E. Bustelo. Presented to IPEA by the author.

Perfil Estatistico de Crianças e Maes no Brazil Statistical data collection in honour of the International Year of the Child.

1980

Documents presented to IPEA:

a) Document 8017 - "Resumo de Avaliacao do Plano de Integracao do Menor na Comunidade PLIMEC - Projecto Mangabeira."

b) Document 8018 - "Avaliacao Ex-Post de Programas de Natureza Social."

"Operacionalizacion de la Pobreza en el Contexto del Planeamiento Social," by E. Bustelo. In: "Qualidade de Vida". State Planning Secretariat of Sergipe, Aracaju.

"Opciones Sociales y Consequencia Economicas: El Caso de Brazil," by E. Bustelo. Presented to IPEA by the author.

1982

"Custos Sociais de Diferentes Experiencias de Atendimento a "Meninos de Rua," by Evair A. Marques, Guadencio Frigotto, Paulo Simpson Filho, Sandra Sa Carneiro. UNICEF/IPEA, Brasilia

"Cambio, Estratificacion y Contraste Regional en Brazil: Analisis de Algunos Aspectos de la Estructura Socio-Economica." by Ernesto A. Isuani (UNICEF) and Elizeu F. Calsing (IPEA).

"Da Assistencia Educativa a Educacao Assistencializada - um estudo de caracterizacao e custos de atendimento a criancas de 0 -6 anos de idade." by Maria Aparecida C. Franco, Rio de Janeiro. Document presented to IPEA and Social Assistance Secretariat of the Social Welfare Ministry.

"Extensao e Caracteristicas de Pobreza no Brazil," by Elizeu Calsing. IPEA, Brasilia.

#### 1984

Situacao Socio-Economica dos Municipios - Estado de Sergipe. Elizeu F. Calsing and others. IPLAN/CNRH/UNICEF, Serie Instrumentos para Acao no. 1, Brasilia

"Caracteristicas Sociais do Nordeste - apresentacao de algumas desigualdades," by Elizeu F. Calsing, IPEA, Brasilia.

"A Formacao de Recursos Humanos em Odontologia: Expandir ou nao os Cursos de Graduacao," by Solon Magalhaes Vianna, Brasilia. Doc. No.20, CNRH/IPEA.

"Analise das Transformacoes na Estructura de Emprego na Decada de Setenta e Algumas de Suas Perspectivas na Decada de Oitenta," by Paulo T.A. Paiva, Maria Regina Nabuco e Simone Vanjam, Brasilia. Doc. No.22, CHRN/IPEA.

Perfil Estadistico de Crianças e Maes no Brazil - Aspectos de Saude. IBGE/UNICEF/PAHO.

#### 1985

"Politica de Saude: Algumas Questoes," by Solon Magalhaes Vianna e Sergio Francisco Piola, Brasilia. Doc. N. 21, CNRH/IPEA.

Indicadores Sociais. Teori e Pratica, by Michael Carley, Zahar Editores.

O Problema Alimentar no Brazil, by Claudio de Moura Castro e Marcos Coimbra, UNICAMP, Campinas, S.P.

Desigualdades Sociais no Nordeste, by Calsing and others, CNRH/IPEA-UNICEF-SUDENE. Series Instrumentos para Acao No. 2.

"Arquivo de Dados Economicos, Relacao de Variaveis." IPEA/IPLAN/CNRH, Brasilia,

"Estatisticas sobre a situacao do Menor no Brazil - 1980." IPEA/UNICEF, Brasilia.

"Os 800 Municipios mais Pobres do Brazil," report presented to Special Secretariat of Community Action of the Presidency IPEA/UNICEF, Brasilia.

"Ordenamento Socio-Economico dos Municipios Brasileiros." IPEA/UNICEF, Brasilia.

"Tipologia Socio-Economica dos Municipios Brasileiros, uma proposta metodologica." IPEAN/UNICEF, Brasilia.

## 1986

Ecologia da Desnutricao na Infancia. Roger Shrimpton. IPEA/UNICEF, Series Instrumentos para Acao No. 3.

Situacao Socio-Economica dos Municipios - Estado da paraiba, FIPLAN/IPEA/UNICEF, Series Instrumentos para Acao No. 4.

"Ordenamento Socio-Economica dos Municipios por Estado," IPEA/UNICEF (20 States).

"Pobreza no Brazil - Uma Analise Recente," by Augusto Costa, In O Menor e a Pobreza, IPEA/UNICEF, Series Instrumentos para Acao No. 5.

"A Situacao Socio-Economica do Menor no Nordeste," by Viero Schmidt and Elizeu F. Calsing, In O Menor e a Pobreza, Serie Instrumentos para Acao No. 5.

"Arquivo de Dados Sociais - Relacao de Variaveis." IPEA/IPLAN/CNRH, Brasilia.

Perfil Estatistico de Crianças e Maes no Brazil: "Mortalidade Infantil no Brazil," IBGE/UNICEF.

"Niveis de Qualidade de Vida no Brazil" by Ruben Cervini and Freda Burger, IPEA/IPLAN-UNICEF.

Gravidez na Adolescencia by Carmen Bassoso and others, IPEA/C.CHAGAS/UNICEF, Series Instrumentos para Acao No.6.

"Indice de Situacao Educacional - ordenamento educacional das micro-regioes brasileiras," by Elizeu calsing. IPEA-MEC.

"Tipologia Educacional - construcao de conglomerados espaciais." IPEA-MEC.

#### 1987

Politica Social e Combate a Pobreza, by Sergio Abranches and others. Jorge Zahar Editor, IUPERJ/IPEA/UNICEF.

#### 1988

Perfil Estatistico de Crianças e Maes no Brazil: a taxa de fecundidade, IBGE/UNICEF.

"A Educacao Basica e a Politica de Ajuste," by Jose Amaral Sobrinho, IPEA/UNICEF.

"Analise de Política Social do Ponto de Vista dos Programas," IPEA/UNICEF.

"Políticas de Ajuste e Programas Alimentares e Nutricionais," by Ana Maria Peliano, IPEA/UNICEF.

"Os Serviços de Saúde Durante a Recessão," by Sergio Piola, IPEA/UNICEF.

"O Mercado de Trabalho do Menor em Época de Crise," by Ricardo Roberto de Araújo Lima, IPEA/UNICEF.

"Tendências da Produção e da Demanda de Alimentos Face a Política Agrícola," by R. Delgado, IPEA/UNICEF.

"Educação e Trabalho: opções e oposições na vida da criança," by L.A. Machado da Silva, IPEA/UNICEF.

"O Menor no Mercado do Trabalho: atualização de informações," by Freda Burger, IPEA/UNICEF.

"Educação Pré-escolar e Constituição," IPEA/UNICEF.

"A Mortalidade Infantil no Brasil - 1980-1986," by Celso Cardoso da Silva Simões, IPEA/UNICEF.

"Causas de Óbitos Infantis - 1986," by Roberto Becker, IPEA/UNICEF.

## 1989

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Perfil Estatístico de Crianças e Mães no Brasil - Mortalidade infantil e saúde na década de 80 - IBGE/UNICEF.

I Boletim: Crianças e adolescentes - Indicadores sociais - IBGE/UNICEF.

"As consequências da pobreza sobre o bem-estar das crianças e adolescentes no Brasil," IPEA/UNICEF.

"Aspectos socio-educativos e sugestões para uma política nacional de educação da criança de 0 a 6 anos no Brasil," by Malta Campos, IPEA/UNICEF/Fundação Carlos Chagas.

"Educação e Trabalho," IPEA/UNICEF.

"Processo de Implantação do SUDS - Algumas Considerações," by Sérgio Piola, IPEA/UNICEF.

1990

Perfil estatístico de Crianças e Mães no Brasil - Situação do Menor nas Áreas Metropolitanas -1985, IBGE/UNICEF.

A criança no Brasil: o que fazer? - IPEA/UNICEF

Perfil estatístico de Crianças e Mães no Brasil - Sistemas de Acompanhamento da Situação Socio-Econômica de Crianças e Adolescentes - 1987 (2 volumes) IBGE/UNICEF.

II Boletim: Crianças e Adolescentes - Indicadores Sociais IBGE/UNICEF.

"A Criança e o Adolescente Trabalhador no Brasil na Década de 80," by Ruben Cervini e Freda Burger, IPEA/UNICEF (in preparation)

"Causas e consequências da participação do menor no mercado de trabalho," by Ricardo Paes de Barros, IPEA/UNICEF.

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## **CEARA, NORTHEAST BRAZIL: GIVING PRIORITY TO THE CHILD AT THE STATE LEVEL**

**by Barbara Schmidt-Rahmer  
UNICEF Brasilia  
December 1990**

### **I - Introduction**

Ceara is the Northeastern State where UNICEF Brazil has been able to go furthest in implementing, at the state level, its Country Programme Strategy combining the promotion of situation analysis, broad mobilization for policies in favor of children and support to concrete programme. The State has offered special opportunities for effective UNICEF intervention: The State Government exhibited the strong political will to improve the situation and was open to new accepting ideas and technical assistance on how to do so; the public administration was committed and able to follow through proposed actions, and an important degree of technical competence existed within the State.

The results of four years of action for children by the State, supported by UNICEF, have been illustrated by a 1990 survey which shows an important reduction in infant mortality and malnutrition, the greatest increase in immunization coverage of any state in Brazil and important increases in the practices of oral rehydration and growth monitoring. Additional achievement are the increase in coverage and improvement in quality of day care and pre-school services and the creation of a children's rights movement to follow up on the implementation of the new Child and Adolescents Statute (Estatuto da Crianca e do Adolescente) in the State.

## **II - The Situation of Children in Ceara**

Ceara is one of Brazil's poorest states. Half the population of six million is under 18 years of age, and 20% or 1.2 million are children under 7 years of age. 32% of the population, including 370,000 children under 7, live in the five municipalities of the greater Fortaleza metropolitan areas. 60% of Ceara's families live in poverty, earning half the minimum wage per capita or less, and 25% live in absolute poverty (up to one quarter of the minimum wage per capita). 76% of children under 18 live in households without adequate sanitary facilities and/or without piped water.

A 1987 baseline study supported by UNICEF showed the infant mortality rate in the State to be 102 per 1,000. Diarrhoea, acute respiratory infections and complications during birth were identified as the major causes of infant and child death. Almost 28% of children under 3 years of age surveyed in 1987 were shown to suffer from chronic malnutrition as measured by the height for age indicator, while 8% suffered from moderate or severe malnutrition as measured by the Gomez scale.

Coverage of pre-school services was very low, the State Government only maintained eight day care centres in the Capital, with none in the interior. A survey on street children in the Capital, Fortaleza yielded an estimate of about 10,000 street children in that city. The interior of the State is subject to cyclical droughts which cause great migration from the rural areas to the Capital and urban centres in other states. Emergency employment programmes are generally used to ameliorate the immediate social effects of those droughts but have seldom contributed to long-term development.

## **III - UNICEF Strategy in Ceara**

The 1986 State Government elections placed some of the people with whom UNICEF had cooperated in a pilot primary health care project into important government positions. Their request, UNICEF cooperated with the Governor-elect's transition team in defining the new State Government's social policy for children. First, UNICEF shared with the team a UNICEF sponsored rapid assessment of the Pro-Child Programme of the southern State of Santa Catarina, which had probably been the most successful inter-sectoral



programme for pre-school age children implemented by any state government in Brazil. UNICEF later recruited the person who had developed and coordinated the Pro-Child Programme to be the Resident Project Officer in Ceara, along with another Project Officer with experience in maternal and child health and immunization.

UNICEF signed an overall agreement of cooperation with the State Government and specific supplementary agreements with the State Departments of Planning, Health, Education and Social Action. The first challenge was to overcome traditional non-cooperation and even competition between different sectors and institutions dealing with child-relevant policies and programmes. For this purpose, a broad information and mobilization seminar, entitled "Life to the Child" was held in June 1987, which brought together 1,300 people from over 30 governmental and non-governmental institutions dealing with children. The seminar resulted in the "Letter of the Child of Ceara," addressed to and approved by the Governor, which committed the State Government to a comprehensive inter-sectoral programme to improve the well-being of Ceara's children and to the establishment of a State Commission on the Child.

After the seminar, the State Health Department launched the "Life to the Child" Programme. Despite the initial intention to incorporate other department's efforts under this unifying theme, the Programme continued to be identified just with the Health Department. Inter-sectoral cooperation would only be achieved through an effort in which no single institution was allowed to dominate and all were allowed to maintain their identities and specific programmes while coordinating their policies and undertaking some joint actions.

Respecting these terms, UNICEF was able to act as an effective go-between to keep the different sectors and institutions interested in coordinating their efforts, and the inter-institutional Commission on the Child was eventually established by Government decree in December 1988. Its members include the State Planning, Health, Education and Social Action Departments and the State University. UNICEF participates in an advisory capacity.

The Commission holds meetings every other week, publishes a quarterly newsletter reporting on major efforts on behalf of children in the State and sets up working groups on specific child issues, as needed. It has helped to coordinate actions for the child by different institutions, reducing duplication and, most importantly, has given everyone in the State's public sector a sense that the child is today an important priority issue on the State's political agenda.

The UNICEF strategy in Ceara between 1987 and 1990 evolved along the following interactive lines:

#### Support to situation analysis and continuous monitoring systems

A comprehensive baseline study on infant/child mortality, the health and nutrition status of children under three years and on selective other socio-economic indicators was supported in 1987. Covering 8,000 households throughout the State, it was the second largest sample survey of its kind that had been conducted to that date in Brazil. It yielded a wealth of data that were widely disseminated to planners, policy-makers and the media at state and local levels for planning and mobilizing purposes. A follow-up survey on the same indicators was supported in 1990, with additional extensive information on the situation of women, in order to measure the results of Government efforts during this period.

UNICEF has also supported the creation of a nutrition surveillance system in the State (starting in the Capital) that is now incorporated into a national effort and has cooperated in improving the system to monitor routine immunization coverage and epidemiological surveillance. Specific studies and project evaluations were supported, such as a survey on street children in Fortaleza, a study on children's situation in the State's fishing districts, and evaluations of the State Community Health Worker's and Community Day Care programmes. The State's universities have been important actors in these efforts (see below) and have also promoted a number of regional and local situation analysis meetings and studies in the State, with UNICEF's technical support.

### Support to concrete action

UNICEF has provided technical and financial support to the following programmes in the State: immunization (cooperation with the State Health Department and with five municipal Health Departments of the greater Fortaleza metropolitan area); "Life to the Child " programme; Community Health Worker Programme; community day care and pre-school programme.

### Social Mobilization and Communication

Results of situational analysis and of action programmes have been used to mobilize institutional allies and the public for actions benefitting children. Facts for Life messages, immunization coverage data broken down by municipality and data from the nutrition surveillance system were sent to all mayors along with suggestions for action. Radio journalists were trained to use their medium to inform and mobilize parents for immunization and oral rehydration. Women mayors and city council women of the State were brought together in meetings to be mobilized to make special efforts for women and children.

### Alliances with universities to expand actions into the State's interior

Ceara's Federal, State, two regional universities and the University of Fortaleza form an academic network that covers the whole State, including the interior. UNICEF was aware that universities, with their qualified human resources and infrastructure could make an important contribution to situation analysis and training if they could be persuaded to build children's issues into their research, teaching and extension programmes. The universities responded to this challenge, as they had been seeking a meaningful social role for themselves. Among their important contributions was the organization of seminars in sub-regions of the State that brought together people from local governments and NGOs to analyze the situation of children in their sub-region and formulate action proposals.

## Reinforcement and follow-up at State and local levels of national actions supported by UNICEF

UNICEF made sure that national and state level initiatives benefitting the child would reinforce each other in Ceara. Three major national actions supported by UNICEF received special attention and were followed up in Ceara: (i) the intensified EPI effort to achieve Universal Child Immunization by 1990 (state level cooperation in immunization actually began before the intensified push for UCI in the Northeast but was further strengthened with it), (ii) the National Oral Rehydration Campaign led by the National Conference of Brazilian Bishops, and (iii) the struggle, led by people's movements and NGOs, to pass and implement a comprehensive Statute to guarantee children's rights. All of those three efforts have been particularly successful in Ceara, probably because they reinforced and were complemented by the state-level initiatives listed and general political priority given to children's issues in the State.

### **IV - Major Actions and Results in each sector**

#### Health

##### **The Community Health Worker's Programme**

This programme was born out of an unforeseen opportunity. In 1987 the new State Government implemented a large emergency employment programme in response to one of the State's cyclical droughts. Determined to have the programme contribute to the long-term development of the State, the Government, encouraged by UNICEF, allocated 6,000 of the emergency jobs to poor women affected by the drought and trained them to be community health workers. Their job was to make home visits and organize meetings with parents to promote breast-feeding, oral rehydration and immunization. The emergency programme was phased out after about a year, but the good initial results of the health agent's work convinced the State Government to restructure and maintain the Community Health Worker's Programme. Forty-five of the State's poorest and smallest municipalities in the interior were selected for pilot efforts, and 1,700 community health workers were newly selected through an entrance exam and interview. Previous

experience in community work and references from community organizations was an important criterion. The newly selected health workers received two months training (some less) and were now expected to monitor children's growth and encourage pre-natal care of pregnant women, in addition to the three interventions mentioned. The health workers were integrated into the public health system and report to a health professional in the nearest reference facility; they are not formally employed but receive a monthly stipend in the amount of the minimum wage; and each health worker is responsible for an average of 100 families. In 1990, the Programme was expanded to cover 84 municipalities of the interior (almost half the State's municipalities) holding 23% of the State's population and 33% of the population of the interior. A total of 2,900 health workers attend 290,000 families, an average of 80% coverage in the municipalities assisted.

A rapid assessment of the Programme was completed in September 1990 and shows the following principal results: Routine immunization coverage in the rural municipalities with health workers is between 11 and 16 percentage points higher for the different vaccines than in rural municipalities without the Programme; the percentage of pregnant women seeking pre-natal care (86.5%) is 83% higher in rural municipalities with the Programme than in those without it; and more than twice as many children surveyed had been weighed at least once in the past three months in rural municipalities covered than in those not covered. The study identifies some weaknesses in the supervision of health workers, inadequate training and insufficient supplies of materials and medicines, and authorities are being alerted to correct these problems.

### **"Life to the Child" Programmes**

The principal objective of this programme has been to systematically incorporate primary health care into the public health system of the State, improving quality and expanding coverage. The Programme trained or retrained over 1,000 high-level and mid-level health care professionals throughout the 14 administrative health districts of the State, motivating them to assume their important role in educating mothers about primary health care. Municipal health departments received technical assistance on how to implement PHC, and facilities that were in need of equipment and supplies received

them. Special oral rehydration rooms were created in 120 health posts and centers where 77,000 children were attended in the first year alone. In the periphery of the Capital, Fortaleza, the Programme also established six integrated service centers for children, comprising primary health care, nutrition and day care programmes, four early stimulation centers for child disability prevention and ten nutrition programme for malnourished children. "Life to the Child" also promoted a broad social communication campaign on immunization and oral rehydration supported by corporate sponsors.

### **Immunization and diarrhoeal disease control: The Inter-Institutional Group for the Defense of Child Health**

UNICEF provided technical support to the State Health Department's immunization programme since 1987. Activities in 1987-88 included a survey of the State's health system to identify obstacles to routine immunization delivery, motivation and training of public health personnel, improvement and better use of the coverage monitoring system, and social communication campaigns for routine immunization and vaccination campaign days. BCG vaccination was introduced in maternities and administered to children after birth. As a result, universal coverage for this vaccine has been achieved in the State.

1989 marked the beginning of a new phase of cooperation in immunization and CDD, with the establishment in the State of the Inter-Institutional Group for the Defense of Child Health. In addition to the major Government institutions responsible for public health, this group included important non-governmental organizations active in child health promotion, such as the National Conference of Brazilian Bishops' Child Pastorate Programme and the Ceara Paediatrics Society, which coordinates the group. The group's formation has been encouraged by the National Coordinating Group for the Defense of Child Health, which had been set up in 1987 to coordinate the National Oral Rehydration Programme. Actions promoted by the Ceara group represented the intensification in the State of the national efforts in CDD and immunization promotion, and additional resources were channeled in the State for this purpose.

An information package on immunization with action proposals and municipal coverage data, and on Facts for Life communications materials on immunization and oral rehydration was sent to all municipal heads and health departments; mobilization meetings and training workshops were held for radio communicators on immunization and oral rehydration, against using FFL; a mobilization seminar on CDD was organized bringing together all municipal heads and health secretariats to engage them in the massive distribution of measuring spoons for the home-made sugar and salt solution to every family in the State with young children; five video clips on primary health care interventions were aired on two of the State's major television channels. Additional mobilization and training actions were targeted specifically at those municipalities with less than 40% immunization coverage, aimed at health workers, malaria monitors, school teachers, rural extension workers, and community leaders (church workers, heads of neighborhood associations, etc.).

A comparison of the results of the 1990 comprehensive survey with those of the 1987 baseline survey shows the following improvements in health and nutrition indicators: Between 1986 and 1990, Ceara had the highest increase in immunization coverage of any state in Brazil, moving from being one of the states with lowest coverage to being among the six states with highest coverage (1989: BCG 100%, measles 82%, DPT 62%). The practice of growth monitoring increased by 162% between 1987 and 1990, from 9% to 25% of children under three having been weighed in the last month; use of oral rehydration increased by 39% (56% in the Capital), to 32% of all cases. Child deaths from diarrhoea dropped by more than half, from 28/1000 to 13/1000, while overall infant mortality dropped by 32% in the three years. Moderate and severe malnutrition declined by 33%. A comparison of the results with those of other studies undertaken in Northeast Brazil shows that there was an appreciably greater improvement in indicators for Ceara than for the Northeast overall.

### Community-based day-care

UNICEF cooperated with the State Government in developing a community-based day care and pre-school programme (PAPI). Between 1987 and 1990, 175 community day-care centers were established under the programme, attending 16,266 children under six.

Fifty-seven of the centers are located in the Capital and 118 in the interior, in a total of 49 of the State's 178 municipalities. Before the programme, the State had only eight institutional day care centers in the Capital. With the new centers, the State's coverage of day care services increased by 375% at a relatively low per capita cost.

The programme is an inter-institutional effort between the State Social Action Department, the State Child Welfare Foundation and the (federal) Brazilian Assistance Legion, which provided the maintenance costs of the centers. In some cases, municipal governments were also involved. The programme was innovative in that it was run in a partnership between community and Government. Community organizations (neighborhood associations, mother's clubs, church groups, etc.) that wanted and had the capacity to organize day-care services (many had already done so informally), could apply to the programme for assistance. The community had to provide the locale and the personnel to run the center, and Government provided funds to improve the space, acquire needed equipment and cover maintenance costs. The programme also provided training and technical supervision and monitoring.

The day care centers were to serve not merely as a place to provide early stimulation, education, preventive health and nutrition services to children, but also as a focal point for parent education and community organization around other social needs. With this goal in mind, day care administrators and monitors were trained in issues like community organization, responsible parenthood/family planning, hygiene and alternative nutrition, in addition to the skills immediately related to child care and early education.

A 1989 evaluation of the programme, supported by UNICEF, demonstrated the benefits in terms of coverage, low cost, promotion of child development, and community participation, while showing some weaknesses in the pedagogical and health care aspects of the services provided. Training was subsequently reinforced in those areas. The study also showed the amount of the per capita maintenance grant and remuneration of monitors to be insufficient, leading to a high turnover of monitors.

The community organizations involved in the programme took the initiative to organize the First State Meeting on Community Day Care, with the support and participation of the government organs involved. In the meeting, proposals were discussed on how to continue and further strengthen the programme. In 1990 the programme was affected by across-the-board cuts or delays in federal funding from the Brazilian Assistance Legion.



## **Strengthening local capacity to improve the situation and guarantee the rights of the child**

Brazil's 1988 Constitution mandates the decentralization of responsibility for social policy-making and programming to municipal governments. This applies to the policies and programmes affecting children, and many municipalities, especially in the interior, do not have the technical capacity to assume this important role.

Moreover, the comprehensive Child and Adolescent's Statute which was drawn up by a broad coalition of institutions led by a grassroots children's rights movement, in a major national effort supported by UNICEF and became law in October 1990, call for the establishment of state and municipal Councils for the Defense of the Child and Adolescent. These Councils have an equal number of participants from Government and society (including people's movements and NGOs) and assume a consultative role in policy-making and programming affecting children, as well as a monitoring role regarding the implementation of the Child and Adolescents's Statute and protection of children's rights.

Ceara's five universities, especially the State University system with its regional campuses in the State's interior were able to make an important contribution to strengthening technical capacity at the municipal level through training, and to promoting the creation of municipal councils and the State Council through mobilization.

Starting in 1988, UNICEF signed agreements of cooperation with initially three and later all five universities in the State. The Federal University of Ceara already had established an inter-disciplinary teaching and research nucleus on the child (NUCEPEC). UNICEF has provided technical and financial support to the University to build up a documentation center on the child which would service the whole State. The nucleus, in cooperation with the Federation of Fisherman's Association, undertook an analysis of the situation of children in the State's fishing districts and now supports an education project in a joint effort with local Government and NGOs. The University also provides technical assistance, upon request, to municipalities on the formation of the municipal councils.

The State University of Ceara is a member of the State's Inter-Institutional Coordinating Commission on the Child and has been responsible for publishing the Commission's quarterly newsletter "Our Child", which is distributed widely within the State Government and to all municipal governments and has become an important instrument of situation analysis and information exchange on programmes for children. The State University also organized an inter-disciplinary graduate course on pre-school education for teacher trainers and public planners and administrators, with assistance from UNICEF.

The regional universities of Cariri and Acarau organized regional seminars on social policies for the child and children's situation in their regions, targeted at municipal leaders, municipal professionals dealing with children, people's organizations and NGOs. Specific training needs were identified, and the universities then played an important role in training pre-school and day care administrators and monitors, health personnel and community workers.

In response to the passing by Congress of the Child and Adolescent's Statute, the five universities joined with other organizations and movements in the State to form the Ceara Movement for the Creation of Municipal Councils for the Defense of the Child and the Adolescent in May 1990. Participants include the State Government's Child Welfare and Social Services Foundations (FEBEMCE and FUNSESCE), Associations of Mayors and First Ladies, the two major federations of labour unions, the Street Children Movement, the Youth Pastorate of the National Bishops' Conference and the Ceara Paediatrics Society, in addition to the universities.

On behalf of the Movement, the Federal University's Child Nucleus published, with UNICEF's support, a simple cartoon pamphlet on children's rights and on how to set up the municipal councils. The pamphlet was distributed to municipal governments, NGOs, community and neighborhood organizations throughout the State. The universities facilitated regional meetings on the Statute in different parts of the State, which were followed up by local efforts to organize the councils. In October 1990, a Commission was formed to draft the law to regulate the State Council, the members of which will be selected by representatives from the municipal councils. By December 1990, many municipalities, including the Capital, had their councils in place, making Ceara one of the states where the process is most advanced.

## V - Conclusion and Future Perspectives

Ceara is today one of the Brazilian States where political priority is given to children's issues and where a number of concrete programme and mobilization efforts have been implemented that have had an impact on the well-being of children throughout the State. Five strategic elements were especially important in contributing to the achievements of the past four years:

- (i) Inter-institutional cooperation within and across sectors, involving Government, NGOs, people's organizations, universities and the mass media to organize their efforts around a common cause, the child.
- (ii) Preparation of a baseline study and follow-up survey after three years, and support to other evaluation studies and monitoring systems which, combined, produce data for planning, mobilization and better targeting of programme to the populations and municipalities most in need.
- (iii) Broad mobilization and alliance-building efforts combined with support to concrete programme action.
- (iv) Local capacity-building through training and information-sharing.
- (v) Support to State and local policy initiatives in favour of the child that seize the specific opportunities and respond to the specific conditions of the State, while at the same time taking advantage of national-level initiatives for the child and assuring their implementation at State and local levels.

The former mayor of Fortaleza, who, while in office, had given high priority to children and with whom UNICEF had established an excellent working relationship, was recently elected the new Governor of the State. This represents a new political opportunity to continue and consolidate the efforts carried out so far and to further strengthen the priority given to children in Ceara.

Despite the achievements of the past four years, coverage of primary health care services is still far from universal, infant mortality continues to be unacceptably high, and coverage of pre-school services is still low. A very special effort will need to be made in the area of basic education, which did not make much progress over the past years. The work accomplished should provide a sound basis upon which social policy can further be expanded and improved in order to promote the well-being of Ceara's children on a massive scale.

The existence of municipal councils - hopefully in all municipalities in the future - and a State Council for the Defense of the Child and Adolescent with important participation from organized society will assure the attention of Government to continue to give Ceara's children a special place on the State's political agenda.

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## **MAKING DEMOCRACY WORK FOR CHILDREN**

### **UNICEF AND BRAZIL'S STRUGGLE FOR CHILDREN'S RIGHTS**

by  
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**JUNE 1990**

#### **I - Introduction**

Brazil today has one of the most advanced constitutions in the world as far as children's rights are concerned. Adopted one year before the International Convention on the Rights of the Child, the Constitution incorporates most of the Convention's principles, and goes further than the Convention on some points. A comprehensive children's rights bill was passed in the Senate and, at the time of this writing, is close to being voted on in the Chamber of Deputies. It is considered the most advanced legislation on children in Latin America. Profound institutional reform in Brazil's child services system, anticipating changes mandated by the bill, is already in progress.

The following pages tell the story of four years of struggle to have the rights of children guaranteed and respected in Brazilian law, institutions, policies and programmes. The protagonist of the story is the Brazilian people, especially the men and women who formed Brazil's national children's rights movement and their supporters from government, the judiciary, the private sector and the mass media. UNICEF, seizing the historical opportunity of Brazil's democratic transition, participated in the advocacy effort for children's rights. Strategically using its credibility as a non-partisan advocate for children and technical expertise, UNICEF helped forge alliances, had a technical input into the legislative drafting and institutional reform processes as well as in the social communication campaigns used, and acted as an advocate in strategic fora.

The UNICEF Brazil country programme strategy (described elsewhere), which is goals-oriented and combines ongoing situation analysis, support to concrete action/demonstration projects, and social mobilization efforts, provided an appropriate framework for an effective UNICEF contribution to Brazil's efforts to promote children's rights.

## **II - The Child and the Constitution**

In May 1986, 700 street children from all parts of Brazil and leaders from over 200 projects offering services to street children came together in Brasilia for the first National Street Children Congress. During the Congress, which was organized by Brazil's National Street Children Movement and supported by UNICEF, the children gave public testimony of the major problem they were exposed to: violence.

### How it all began

The First National Street Children Congress set a clear public sign that a national organized struggle for children's rights had begun in Brazil. Times had changed. An event such as this would have been unthinkable in Brazil just a few years earlier. When UNICEF began to work in Brazil in the street children area in 1982, it identified some two hundred local non-governmental projects that attempted to develop alternatives to the traditional public model of assistance to street children.

According to its critics, the traditional public assistance model, backed up by the legislation which is now to be substituted, the Youth Code, regarded the street child primarily as a potential criminal and undesirable social element. Children just by virtue of being poor and on the street, could be picked up by police and sent to one of the state's child welfare institutions. These institutions tended to be large, impersonal, overcrowded and for many a training ground in crime. They did not make a systematic effort to offer educational and recreational programmes or do anything to help the child break away from life on the street and reintegrate him/herself into the school system or job market. To the contrary, the institutions became part of the problem. The child would be released from the institution or run away only to return to the street, be picked up again, etc..

The Alternative Services for Street Children Project, started in the early 1980s, promoted jointly by the National Child Welfare Foundation (FUNABEM), the Social Assistance Secretariat (SAS), and UNICEF helped to systematize alternative approaches to attending street children's needs, promoted training events and seminars and the adoption of those approaches by the public sector. At the same time, the Project encouraged the networking and organization among projects and people working in the area. It became increasingly clear that profound legal, institutional and policy changes were required if the situation of all children was to be improved. With the gradual opening of space for democratic expression and participation in Brazil, many projects began to get involved increasingly in advocacy efforts on behalf of street children. This trend culminated, in 1985, in the foundation of the National Street Children Movement, with a network of commissions in each state of Brazil.

The 1986 Street Children Congress helped to reorient the UNICEF/SAS/FUNABEM project towards a focus on the prevention and reduction of violence. Violence prevention was to be achieved through support to community-based efforts, supported by the public sector, that offered educational, recreational, vocational training and income-generating opportunities to children, thereby preventing their need to seek out the street. Violence reduction was to be achieved through the combination of (a) support to advocacy and mobilization efforts for children's rights and (b) technical support to institutional reform efforts in the juvenile justice, police and public youth welfare systems.

In the area of children's rights advocacy, the 1987 constitutional drafting process was perceived by UNICEF and its partners as a historical opportunity to insert the children's rights issue into the political and legislative agendas and make it a subject of broad public debate.

### Organizing for the Child and the Constitution

In September 1986, the Ministries of Education, Health, Social Welfare, Labour, Culture, Planning and Justice signed an inter-ministerial decree to form the National Commission on the Child and the Constitution. UNICEF mobilized important NGOs to participate in the Commission, including the National Conference of Brazilian Bishops (CNBB), the

Brazilian chapter of the World Organization of Pre-school Education (OMEP), the Bar Association of the Federal District, the Brazilian Pediatric Society (SBP), the National Front for the Defense of Children's Rights, the National Federation of Journalists and later the National Street Children Movement. The National Council on Women's Rights, a Government organ, also joined.

In August and September 1986, efforts were made to mobilize governments and NGOs at state and local levels all over Brazil. The Ministry and State Departments of Education promoted debates on children rights among school children in public schools, NGOs promoted meetings and discussions, involving over 600 local groups. State Commissions on the Child and the Constitution were formed.

In October 1986, the first National Meeting on the Child and the Constitution was held in Brasilia, bringing together over two hundred delegates from the twenty-six states of Brazil who submitted proposals for children's rights guarantees for the constitutional draft which grew out of the local debates in each state. On the first day of the meeting, President Sarney invited the members of the National Commission to present to him their proposals. On the last day, two thousand children came together in front of the Congress building to symbolically hand over to the President of the National Commission their children's rights proposals for the Constitutional draft. The act was witnessed by the Minister of Education and several Congressmen and reporters.

The Child and the Constitution Campaign, as it began to unfold, rested on four strategic elements which were developed simultaneously:

- First, an effort to organize sectors of government and society, from the federal down to the local level, to promote a systematic analysis of the situation of children, debate of children's rights and needs for reform to achieve the respect of those rights, formulation of proposals for constitutional amendments that genuinely reflect the popular will, and civil acts, at strategic moments, to give visible public expression to the organized society's concern with children's issues. The events described were part of this first element.



- Second, a massive national social communication campaign, involving contributions from the advertising industry through the National Advertising Council, artists and the mass media, aimed at mobilizing the public in general as well as drawing the attention of electoral candidates and later elected members of the Constituent Assembly to the children's rights issue, so they could not afford to ignore it.
- Third, outreach to the mass media via the provision of information and data on the situation of children and encouragement to give coverage to the events organized under the first element, which helped to create news on children's rights.
- Fourth, direct face-to-face lobbying of electoral candidates and representatives of the Constituent Assembly.

UNICEF was involved in the first, second and third elements.

For the social communication campaign UNICEF mobilized the National Advertising Council (CNP) which in earlier years had shown its commitment to children's issues by supporting the National Breast-feeding campaign in 1982. The first phase of the campaign took place right after the election to the Constituent Assembly. The centerpiece was a poster of a child with the slogan "Constituent Assembly 1986, vote for me!", which was massively distributed all over Brazil and went up in public schools, health centers, community centers, child welfare agencies etc. In addition, five different whole-page advertisements appeared in daily newspapers with the largest national circulation, and one television and four radio spots were produced and broadcast during this first phase.

#### Mobilization during the drafting process

After the opening of the Constituent Assembly in February 1989, the National Commission consolidated the proposals received from state commissions and prepared a first set of written proposals which it submitted to the Constituent Assembly. At the state and local levels, the mobilization continued with debates in state legislative

assemblies, children's demonstrations, and a nation-wide signature campaign on an open letter addressed to the Assembly asking that children's rights be guaranteed in the constitutional draft.

The social communication campaign accompanied each phase -- opening of the Assembly, submission of proposals -- with a new set of posters and ads, the new slogan being "Constituent Assembly, fight for me!".

In May 1987, the second National Meeting on the Child and the Constitution was held in Brasilia with the more than 200 delegates from the state commissions, and on the last day of the meeting, the delegates and a group of children, in a truly historic act, submitted to the President of the Constituent Assembly the petitions from each state signed by 1.3 million Brazilians supporting a new section in the Constitution on Children's Rights.

In June 1987, the National Commission divided itself between its governmental and non-governmental components, and the non-governmental groups founded the Forum for the Defense of the Child and the Adolescent, DCA. UNICEF continued to support both factions.

The rules of the constitutional drafting process permitted the submission of people's amendments to the Constituent Assembly. These amendments had to be written and backed by civic organizations and had to carry the signatures of a minimum of 30,000 voters. Both the National Commission and its non-governmental off-spring prepared separate amendments, and together they managed to collect some 120,000 signatures. In subsequent discussions, a consensus amendment was reached, which was primarily based on the non-governmental draft. In September 1987, the amendment was formally included in the first constitutional draft approved by the Assembly's Drafting Commission.

During the following months, members of the Forum DCA and the National Commission continued to monitor the voting process and lobbied key members of the Assembly. Large scale public mobilization involving a mass media advertising campaign and civic event was again used in May 1988, just before the whole Constitutional Assembly, with

435 votes in favor, 8 against and 2 abstentions, approved the inclusion of the chapter on children's rights into the constitutional text. In July 1988 the children's rights chapter received its final approval and thus became part of the Constitution inaugurated on October 5th, 1988.

### Results of the Campaign

The Child and the Constitution mobilization effort achieved far more than its immediate goal, to incorporate children's rights guarantees into Brazil's Constitution. It placed children's issues on the top of the agenda of public and political debate in Brazil and created an irreversible movement of public consciousness and concern about children, which no Brazilian politician today can afford to ignore. One indicator of this public interest is the amount of media coverage on children's issues. In 1987, UNICEF commissioned a study on the media coverage of children's issues between July and December 1986, the early stages of the Child and the Constitution Campaign. The study found that in those six months, 2,744 articles on children's issues, between news and editorials were published in Brazil's newspapers and magazines, and 72 television reports on children's issues appeared on the four major national channels and three local channels in Rio and São Paulo.

In addition, the Child and Constitution mobilization effort stimulated the awareness and search for reform within the public institutions dealing with children in Brazil. The effort also resulted in the creation of a permanent national children's rights movement, the Forum DCA, the members of which have become increasingly more experienced and sophisticated in their political work of lobbying legislators and policy-makers, and building multi-partisan alliances in defense of the child. This is bound to have a lasting positive effect on the situation of Brazilian children.

It is remarkable to note the significant support to the Campaign provided by the private sector, in particular the advertising industry and television networks and other media organizations. The total cost of the campaign to UNICEF was US\$ 14,000. The contributions of the National Advertising Council, between free production of television and radio spots, mobilization of artists to donate their artwork, free expertise in the

design of messages, and donated media space and time to run spots and ads, was estimated at US\$ 4.8 million. The Ministries participating in the Campaign, principally the Ministry of Education, financed an important part of the reproduction of campaign posters and handled their distribution to the school system, at an estimated cost of US\$ 88,000. The Campaign clearly demonstrated the potential for in-kind contributions by the private sector to the cause of the child, and proved to be remarkably cost-effective for UNICEF. (See Paper III "Local Contribution-Raising in the context of Social Mobilization: The UNICEF Brazil Experience 1986-1990")

### What the Constitution says

The new Constitution incorporated the principal rights affirmed in the Universal Declaration of Children's Rights and calls on the state, family and society to give absolute priority to the protection of children and to the measures necessary so that children's rights are, in fact, guaranteed.

The other innovations of the children's rights chapter include the call for universal access to maternal and child health care and pre-school services, which are stated as a right as well, and the right to legal defense. Finally, and this is perhaps the most revolutionary aspect of the Constitutional chapter, it calls for society's organized participation in the formulation of social policies and programmes for the child, as well as in the monitoring and control of their execution.

UNICEF commissioned a comparative study by a legal expert between the Brazilian Constitution and the International Convention on the Rights of the Child. The study found that the Constitution incorporates the majority of the Convention's principles, except for those on refugee children, because Brazil has never had significant numbers of refugees, and this is not a political issue here. The disposition on society's participation in monitoring the respect for children's rights and designing policies that guarantee such respect is actually an advance that goes further than the Convention.

### III - Children's Rights in Ordinary Legislation

The children's rights struggle did not end with the proclamation of the Constitution in October 1988. The principles established by the Constitution called for profound changes in complementary legislation, and needed to be incorporated into state constitutions and new municipal legislation. The overall tendency of the new Constitution is to decentralize power in those areas which directly affect the well-being of Brazil's majority to the municipal level and to call for the establishment of mechanisms of local people's participation. The post-constitutional scenario thus called for a continuation of the children's rights struggle at the federal and state, and later municipal fronts.

#### Organizing to continue the struggle

The following phase of the children's rights advocacy effort could be expected to be a much tougher battle than the previous one, because vested interests of the officials of the National Child Welfare system (FUNABEM/FEBEM) and juvenile justice systems were at stake, and they would thus organize to develop their own legislative proposals defending the status quo. A new strategy was required which had to center around targeted advocacy with the specific sectors whose support was vital to the adoption of new legislation, and such advocacy had to use well developed technically and legally sound arguments. At the same time, the organization and mobilization of society and civic groups had to continue to be strengthened, but the role of social communication campaigns was diminished.

The sectors that most needed to be mobilized in favor of legal change for the child included

- Juvenile judges and public prosecutors;
- Leaders of the National Child Welfare Foundation (FUNABEM), and State Welfare Foundations or their equivalent (FEBEMs).

Other sectors whose support would be useful and who were also targeted for mobilization included

- The private sector;
- Academics, universities;
- The mass media.

Parallel to the mobilization of those sectors and supported by key elements from them who had been won over early on, members of Congress had to be mobilized.

The main initiative in the whole process continued to come from the Forum DCA, Brazil's major children's rights movement and network of NGOs. From the beginning, and fundamental for its effectiveness, the Forum counted on the systematic support from legal experts, a small number of juvenile judges advocating change, and a small number of leaders from the Child Welfare system who were important allies in mobilizing their peers.

UNICEF defined its own role to include the following areas of action:

- Institution-building: to help organize, strengthen, consolidate, expand and train the children's rights network and its members;
- Technical support through (a) contributions to the design of the strategy and input into legal proposal preparation and (b) identification or production of resource documents and identification of resource people;
- Mobilization of the mass media and support to social communication efforts where appropriate.
- Direct advocacy: participation in strategic events to present a UNICEF and international perspective on children's rights, making reference to the International Convention and the international documents on the subject that preceded it.

At the same time, UNICEF considered it fundamental not to limit itself to working only on the legal front. Equally important for the advance on children's rights in Brazil, UNICEF had to continue its support in the areas of

- Institutional reform in the juvenile justice and child services systems and
- Improvement in direct services to children.

Institutional reform processes already in progress and alternative services models designed in the spirit of the new legislation already in place and functioning with good results would be the most persuasive argument to convince those resistant to change of the viability and benefits of the legal and institutional reforms proposed.

### The proposed legal changes

The new legislation that Brazil's children's rights movement and its allies envisioned and proposed is comprehensive and covers all of the child's and adolescent's special needs. Its underlying principle is that the child and adolescent (1) are citizens who have rights and (2) are human beings in the state of physical and mental development and therefore have needs for support and protection specific to this state. The legislation's principal objectives are thus to protect and support the child and adolescent, and it avoids any class bias.

The proposed Children's and Adolescents' Statute would replace two previous laws, the Youth Code and the National Youth Welfare Policy. According to the analysis of the advocates for the new legislation, the Youth Code was written to regulate the treatment of youth in an "irregular situation", whereby "irregular situation" is not limited to refer to youth who have actually broken the law but includes youth -- particularly poor youth -- who are out on the street without parental supervision and might potentially break the law. The Youth Code gives broad authority to the judge to decide what will happen to a youngster picked up on the street, including to place him/her in a state institution, separating him/her from the family. Its intention is not to protect the child, but to protect society from the child, an undesirable social element. Thus, the Youth Code represents a legal remedy to what is essentially a social problem, i.e. poverty, which forces poor youth to care for their own survival and contribute to that of the family, and a public education system that has been incapable of keeping poor children in school.

The proposed Child's and Adolescents's Statute eliminates the discriminatory element and strictly separates legal and social issues, limiting the authority of the justice system to take legal action only to those cases where legal issues are involved. All other cases - i.e. the vast majority -- are to be referred to the institutions that are to replace the current National Child Welfare Policy.

The proposed child/youth welfare policy is particularly concerned with assuring that children's right to family and community life be respected. The implication is that children should, wherever possible, be reintegrated into their families. When reintegration into the family is not possible and there is no alternative to the state's assuming the responsibility for the child, the institutions established for this purpose should simulate, as closely as possible life in the family and should be integrated into the local community. In other words, children in institutions must not be socially segregated as has traditionally been the case. They should attend the local public school together with other children and participate in other community activities of their choice.

Finally, the proposed Child and Adolescents' Statute mandates the establishment of National, State and Municipal Councils on the child and the adolescent which must include the participation of non-governmental children's rights groups and NGOs involved in children's programmes, along with the institutions of government, juvenile justice and police. The councils would have a say in policy and programme formulation and have a "watchdog" function, monitoring whether children's rights are being respected in practice.

#### Elaboration of the Child and Adolescent's Statute

Like the formulation of proposals for the Constitution, the proposals for complementary legislation on children's rights were conceived by thousands of local people all over Brazil, who were organized in one of the groups making up the Forum DCA. The National Street Children Movement, the National Front for the Defense of Children's Rights and the Children's and Adolescents' Pastorate of the Catholic Church mobilized their grass-roots organization to hold local meetings in which their members formulated



their suggestions for a new law on children and adolescents. The Forum DCA collected the proposals and commissioned a group of legal experts in juvenile law to bring them into a standard legal format.

On May 20, 1989, the Forum organized an open seminar in Brasilia in which the draft was reviewed by a broad group of people from a great variety of governmental and non-governmental institutions. The participants rejected the draft, because it was based on the model of the Youth Code and did not incorporate the hoped-for changes. The lesson was clear: The legal experts were too much prisoners of a legal paradigm that had dominated Brazil for the past years. The people's movement had to directly participate in the drafting. The Forum then formed a mixed drafting committee of ten members, representing practitioners working with children, the Street Children Movement, National Front for the Defense of Children's Rights and three representatives from juvenile justice. A government representative, who had been assigned by FUNABEM to draft the Foundation's own proposal, was persuaded to be part of the group. A UNICEF project officer participated as technical advisor.

Time was pressing. The first bill on children and adolescents that would be brought before Congress would have precedence in the voting. Therefore, a Member of the Chamber of Deputies who supported the Movement introduced the first draft prepared by the legal experts in Congress just to get on the record. Regulations permitted that he later substitute the text with the new version to be prepared by the drafting committee.

The drafting committee wrote what amounted to a mini-constitution for children and adolescents. The bill, which now received its current name, "Statute on the Child and the Adolescent", followed the structure of the Draft Convention on the Rights of the Child (at the time not yet adopted). On June 30, 1989, the Statute was introduced as "the author's substitute text" in the Chamber. On the same day, it was introduced as an original proposal in the Senate by the leader in the Senate of Brazil's largest party, the PMDB. (Brazilian Democratic Movement Party)

The Children's and Adolescents' Pastorate reproduced the Statute in a popular version for distribution to its local affiliates, to stimulate another round of grassroots discussions and feedback to the drafting group. Over the coming months, this process led to another ten revisions of the Statute before it reached its current version. The UNICEF Project Officer involved in the process coined the following phrase: "The Statute on the Child and the Adolescent was born from thousands of minds and written by thousands of hands."

### Consolidation of the children's rights movement

The process of consolidation of the children's rights movement and its members is noteworthy. The Child and Adolescent's Pastorate (PCA, former Minor's Pastorate) of the National Conference of Brazilian Bishops, for example, had until 1987 a primary focus on programmes attending children and never had a nationally consolidated organization or national action plan. This radically changed in the process of the Pastorate's increasing involvement in the children's rights struggle. In July 1989, the PCA held its First National Seminar in an effort to organize and to nationally coordinate actions. At the seminar the Pastorate adopted its current name and nationally assumed the children's rights struggle as its most important line of activity.

During 1989, a new type of alliance in support of children's rights emerged in the form of the 60 New Country Network, a group of individuals representing the private sector, intellectuals and some public sector officials, led by a private business foundation. With this group, the children's rights advocacy effort now reached beyond grassroots movements, NGOs and public officials directly concerned with children to include sectors of the middle class. The Forum DCA itself expanded from a reasonably homogeneous group of about 10 NGOs at its foundation in mid-1988 to a large network of approximately 100 very diverse organizations, including programmes providing direct services, programmes involved in services and advocacy, and organizations exclusively dedicated to advocacy, representing many different political perspectives. The ability to keep all of these different organizations united around their common cause shows the political maturity the Forum has developed. At the same time, it is this great diversity of members and non-partisan strategy that has made the Forum the voice with the greatest political credibility on the subject of children's rights in Brazil today.

### Mobilizing National and State Child Welfare Agencies

It was important that the support for the Statute not come exclusively from non-governmental groups and people's movements. The support from the leaders of the public child welfare services was fundamental, both in its own right and as an important step in overcoming the resistance among the judiciary.

Efforts to mobilize the leaders of the National and State Child Welfare (FUNABEM/FEBEM) agencies began in 1988. With UNICEF's encouragement and support, the FEBEM presidents formed their own Forum which came to be called Forum of State Directors of Child Welfare Programmes for Children's Rights. The group has been meeting every other month to discuss needed legislative and policy reform efforts on behalf of children and adolescents and has evolved into a governmental counterpart of the Forum DCA in support of the Statute.

In a series of meetings with UNICEF and other members of the group defending legislative changes, the Head of the National Child Welfare Foundation was won over to support the legislative changes and profound institutional restructuring that would come as a consequence. By September 1989, the FUNABEM President publically defended the extinction of her agency and its replacement by a much reduced Children's and Adolescents' Foundation which would limit itself to normative/regulatory and technical advisory functions while all programme execution would be decentralized to the state and local levels.

### Mobilizing the Judiciary

Juvenile judges and trustees were probably the sector with greatest resistance to the proposed legislative changes. At the same time there was within this sector a group of juvenile judges and prosecutors who were supporters of legislative reform and who closely collaborated with the children's rights movement. UNICEF helped to bring them into the movement. The strategy for gaining the support of the judiciary was to assure the active participation of the judges and prosecutors allied with the children's rights

movement in every seminar and conference held by the organizations of the judiciary on the subject of juvenile law to guarantee that the views of the reformists were adequately represented.

Parallel to the events sponsored by the judiciary, a battle of words was fought in Brazil's major newspapers, in the form of a series of editorials published by judges defending the Youth Code, by their opponents, and leaders of the children's rights movement.

In October 1989, UNICEF supported a DCA-sponsored meeting of judges and parliamentarians in support of the Statute. The judges went to visit Congress and advocated the changes proposed by the Statute.

### Mobilizing the Private Sector

In early 1989, the National Association of Toy Manufacturers (ABRINQ) approached UNICEF to offer its support to initiatives benefiting the child. Leaders of the Association had been sensitized by the State of the World's Children Report, the book on the Economic Crisis and Brazilian Children (a collection of UNICEF-supported case studies on the need for adjustment with a human face in Brazil), and the Globo TV/UNICEF "Child and Hope" television awareness campaign. In May 1989, ABRINQ hosted a meeting of entrepreneurs and invited representatives of UNICEF and the children's rights movement and, on that occasion, pledged its support to the children's rights advocacy effort. The Association sponsored a national children's essay and drawing contest on children's rights jointly with the Ministry of Education in all of Brazil's public primary schools, a number of publications and posters that were used in the process of local mobilization in favor of reform, and the Head of the Association paid a lobby visit in favor of the Statute to members of Congress.

### Rallying public support behind the Statute

Parallel to the targeted mobilization of specific strategic sectors, local and national people's mobilization efforts continued through 1989 all over Brazil, in favor of the Statute and in favor of children's rights guarantees in State Constitutions. Two national

signature campaigns were organized in the second half of 1989, one by the a group from the Ministry of Education, covering the public primary school system, and the other by the New Country Network.

On September 24-26, 1989, the National Street Children Movement held the Second National Street Children Congress in Brasilia. In the course of the meeting, 700 street children "invaded" Congress to plead support for the Statute, were visited by three presidential candidates with whom they debated their problems, and held a public demonstration. In addition to defending the Statute the meeting served to denounce continuing violence against children and assassinations of children. Like the First National Street Children Meeting, this one was extensively covered by the media.

In October 1989, the Annual "Child and Hope" television campaign of the Globo TV network offered another excellent awareness raising and public advocacy opportunity. UNICEF provided the television network with the names of judges and other public and NGO figures who defended legal and policy changes promoting children's rights, and many of them were interviewed in the course of the one-week programme.

In November 1989, UNICEF awarded the annual Child and Peace Prize (created by UNICEF Brazil) to the Brazilian Congress in recognition of its efforts to incorporate children's rights guarantees in the Brazilian Constitution. The ceremony, witnessed by 700 school children, helped provide a stimulus to Congress to take the next step and approve the Statute.

### Information resources used in the children's rights struggle

UNICEF directly or indirectly supported the production and dissemination of a number of documents and videos in support of the children's rights mobilization effort. Four types of information resources were supported and used: (1) Documents and videos depicting and analyzing the situation of violence to which children are exposed; (2) descriptions, studies and evaluations of innovative programmes and services that adequately assist children and reverse the situation of violence; (3) advocacy documents and videos that analyze the legal and institutional situation and present arguments and

proposals for change, to be used in the legal and parliamentary debates; and (4) practical guides outlining action strategies for legal and institutional change for use by local politicians, community groups, NGOs, people's movements and government workers.

The documents and videos used in local, state and national meetings, seminars and debates were fundamental tools in the mobilization effort.

## **V - Support to Institutional Reform and Improved Services for Children**

Parallel to supporting advocacy for legal changes guaranteeing children's rights, UNICEF supported institutional reforms aimed at protecting children's rights in practice. These reforms have been aimed primarily at reducing the incidence of detention of children in correctional facilities, and at creating integrated programmes that provide a variety of services to meet the needs of the child. The new programmes are decentralized and integrated in the community.

The State of Paraná created one of the most innovative reform models of the juvenile justice and police systems, SETREM, implemented in the Capital, Curitiba. SETREM is a screening service located within the Youth Police division which separates those children who need to be presented to the judge from the large majority who can be released right away. The service has helped to significantly reduce the time children spend at the police station (previously, they could have been locked up for days or weeks until their case was reviewed) and the number of children who are actually detained.

UNICEF has helped to widely disseminate the SETREM model, and a video about the service was produced which has been shown to interested officials in other states. Four other states have already fully or partially implemented the model, and two more states are beginning to explore this type of service.

The states of São Paulo and Goiás have gone furthest in the institutional reform efforts. São Paulo created the State Youth Department, the first of its kind in Brazil, and Goiás has abolished the FEBEM and created the Foundation for Social Promotion. Both states have programmes of street educators and a variety of educational, vocational

training, income-generation and recreational programmes for poor children based in different neighborhoods, institutionalizing many aspects of the alternative services approach pioneered by NGOs in the early 1980s and systematized by the UNICEF/SAS/FUNABEM Project. Integrated with those programmes are innovations in the police and justice systems, including the adoption of a SETREM-type screening service. Both states also run SOS telephone and walk-in services that handle cases of abuse and violence against children, providing emergency counselling and medical care, referral and legal follow-up.

UNICEF has supported evaluations of both the São Paulo and Goiás programmes. At least eight other states and seven municipal governments, primarily in Northeast Brazil, have initiated important reform efforts in their FEBEMs and juvenile justice and police systems.

SOS emergency services dealing with cases of violence against children existed in four of Brazil's largest cities and three smaller ones by late 1988 and have been started in more cities since. Children's and Adolescents' Defense Centers have been another innovation aimed at reducing violence against children. These centers, mostly staffed by volunteer lawyers and psychologists, provide legal aid to children and adolescents who have come in conflict with the law or have suffered abusive treatment by the police. Defense Centers today exist in ten capitals and medium-sized towns, and most of them are members of the Forum DCA.

UNICEF's support to the programmes and services described has consisted of advocacy, technical support in programme design, personnel training, evaluation, and networking among programmes.

A number of states, with UNICEF's encouragement and support, have already formed inter-institutional Councils or Fora on the Child and the Adolescent, inspired by the Constitution and the proposed Statute on the Child and the Adolescent. The most advanced of these efforts is the Forum of the Northeastern State of Pernambuco, which brings together State Education, Health, Social Action Departments, the State Child Welfare Foundation, judiciary and police services, and major NGOs working in children's

programmes and in advocacy for children's rights. The Forum meets once a month to discuss specific children's issues, plan and coordinate actions and propose solutions to problems encountered. Government and NGOs have equal votes in the Forum. The States of Bahia, Ceará and Goiás established similar Fora or State Councils, and municipal councils are also beginning to be formed in some states. The formation of these participatory fora is a major step towards the democratization and better coordination of child services in Brazil.

## **V - Conclusions**

In April, the Statute of the Child and the Adolescent was approved by the Senate. At the time of this writing, it may just be days or, at the most, a few weeks before the bill will be voted on in the Chamber of Deputies, where approval is expected as well. Parallel to the national mobilization around the Statute, advocacy and mobilization efforts took place around the drafting of state constitutions in 1989 and advocacy efforts continue in many parts of Brazil in relation to municipal law. All states incorporated children's rights guarantees into their constitutions, and 21 out of Brazil's 26 states now have a constitutional mandate to form mixed governmental and non-governmental State Councils on the Child and the Adolescent. Municipal laws are still being finalized, but hundreds of municipalities have already made laws calling for the establishment of Municipal Councils on the Child and the Adolescent.

At the same time, many of Brazil's children continue to be deprived of their freedom, subject to violence, abuse, even death, and the violation of their rights. But today, this violence and abuse does not go unnoticed. The weakest and most vulnerable have a voice today in Brazil. In March 1990, the Juvenile Judge of Rio de Janeiro issued a court order calling on police to pick up all children found roaming the streets and place them into the FEBEM. The order caused a national outcry among children's rights organizations that had repercussions well beyond Rio. Children demonstrated on the streets, angry editorials appeared in the major newspapers, and the Children's Defense Center brought a case against the judge calling the order unconstitutional and a violation of the International Convention on the Rights of the Child. As a result of the protest, the court order was not implemented in practice. The Constitution provided an important instrument backing up the case.





The Brazilian child has a law today, and society is prepared to use that law to make sure that children's rights will be guaranteed in practice. The Brazilian people have democratically taken the defense of children's rights into their own hands and are making the law work for the child. Today in Brazil, it is no longer a utopian dream to expect that, some time soon, the child in Brazil will indeed be an "absolute priority".

#### EDITOR'S NOTE:

Since the writing of this document, the Statute was approved by the National Congress on June 29, 1990; ratified with no changes, by the President of the Republic on July 13, 1990, entering into effect 90 days following on October 14, 1990.

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## **THE PARADIGM OF LAW AND THE FIGHT FOR CHILDREN'S RIGHTS: ITS CONSEQUENCES FOR UNICEF STRATEGY AND OPERATION**

by

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**September 1990**

UNICEF's defense of children's rights in Brazil had been developed along two major fronts: (i) public policy and related programme action, and (ii) support to social movements fighting to protect children and adolescents in the highest risk situations. The Convention established a new challenge for UNICEF, the task of opening a third front, the fight for the well-being of children - through rights in the field of law.

### The Challenge

The challenge to be faced is: how UNICEF can effectively introduce the legal components of promotion and defense of children and adolescents' rights consistent with the acquired experience accumulated over the past decades of work throughout the world?

The answer to this question will depend on the ability of UNICEF to integrate its substantial experience in the fields of public policy and programmes and social movements with the effort to introduce the advances that the International Convention on the Rights of the Child (and other legal Conventions and Rules) offers into the social policy and social movement agendas of the countries where UNICEF now works.

### What basic knowledge is necessary?

In order to manage this effort one has to consider not only the social and economic indicators of each country. It is also important to analyze special political indicators. This means especially data and information related to relations between society and the State, and the levels and mechanisms of society's participation in and influence over the performance of Government and its institutions.

To do this, not only is technical capacity in the social policy and social movement areas essential, but also skills are required to understand and function effectively within the political arena of the country in which children's rights issues will be sorted out. To place children's and adolescents' rights in law in a way for them to induce improvement in a society means that they have to be placed on the national political agenda and become part of the national political debate.

### Law in the national political context

The analysis of the structure of the political realities present in each country permits one to understand where along the spectrum of Government philosophies the country lies and therefore what opportunities are present to use the Convention as a tool for change: (i) a democracy; (ii) a country in transition towards democracy; (iii) a country in the phase of democratic construction or reconstruction of national institutions; and (iv) a non-democratic country.

One can expect that for each of these contexts a strategy for the use of the Convention (and other legal instruments) assumes a specific configuration. We can see the Convention as:

- (i) A tool of refining and consolidating institutions and laws in democratic countries;
- (ii) An instrument that can be used to trigger a push for political and institutional change in countries in a process of transition towards democracy;

- (iii) A paradigm to be used in the process of starting up or opening a new judicial-legal ordering of concerns and priorities in a situation of constructing a new reality of rights by law; or
- (iv) A yardstick for establishing and measuring social, political and judicial resistance in the defense of infant and youth rights in non-democratic realities.

An understanding of the political situation of a country and of the role that the Convention and other instruments could play will indicate the partners and associates with which UNICEF should interact in developing and implementing a strategy for action using the law to defend children's rights (in Brazil the strategy developed is one for a country going from configuration II to I with some institutional traditions still in configuration III).

#### A new national capacity

The process of incorporating the International Convention on the Rights of the Child into a specific national reality can take place using different strategies:

- (i) by legally introducing the Convention in the legal structure of the country;
- (ii) by placing the Convention within the debate of the diverse political forces present on the national scene - social movements and the State;
- (iii) or by combining both (i) and (ii) in a national debate - the formulation and implementation of a national policy for children and adolescents, involving society and the State.

If the three strategies are assessed in terms of potential impact on the development of children and adolescents, the third will produce the most desirable results\*. We could call this last approach that of incorporating the perspective of the Convention into the national life of a people in all of its entirety and complexity (it has been the approach taken in Brazil).

Consciousness raising and social mobilization around the issues of children's rights, more than an additional result of the incorporation of the Convention in internal law of a country, are necessary conditions for this incorporation of law to occur in a democratic manner.

In fact consciousness raising and mobilization at the same time can become an input and a result of the legal formalization of the Convention in national law.

The great technical, political and social consequence of all this is the generation in a country of a new national capacity to confront, in an articulate and effective way, the challenge of assuring that basic rights of children and adolescents are attended to. This is a capacity that is not simply technical, but is fundamentally political and social in nature.

### Special Allies

In the implementation of this type of approach it is important to have allies and partners both in society itself as well as within the State/Government. The total mix should probably be made up of at least: people who really have the power to make decisions in relevant areas, people who manage actions in relevant areas and fields, and people from academia and the field of law who command a clear understanding of the legal area and the interface of law with society.

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\* However, some government philosophies may not permit this strategy to be used.

In the process of establishing allies for this specific purpose, it is very important that each member of the group that is articulated in favour of children's rights be respected for his or her autonomy both in terms of their role in society or their institution, as well as in terms of the way they work as individuals or institutions.

### Social mobilization, negotiation, and pressure

The area of communication and social mobilization are fundamental ones in the creation of an environment favourable for placing the rights of the child found in the Convention on the national political agenda and in the national political debate. This type of effort, however, is not a substitute for direct political action (persuasion and pressure) in those places of critical decision and action crucial to improving the environment of children's and adolescents' rights. Therefore, a clear understanding of the rules of procedure of establishing law, and knowledge of how lobbying works in the national and local context once a decision is made to make a law in a Parliament, municipal council or state assembly are also essential. This area of knowledge about rules and practices is fundamental to monitor and affect the in-Parliament or in-Council process of drafting, discussion, formal procedural deliberation, formal and back-room negotiation and persuasion, finalization, and voting into law.

While it is fundamental that the work on behalf of rights for children in law should not be conducted outside of the judicial-legal system itself, the battle on behalf of children and adolescents' rights, however, should not only be tied to the internal logic of judicial systems. The judicial, political, and social spheres joined together all contribute to making sure that rights once established as law can initiate a political societal process that will carry on the use of law to change the situation of children in the future.

### The Country Programme Approach

If there is one area of responsibility within UNICEF's work, that proves that UNICEF's overall country approach has to get beyond managing predefined Country Programme components made up of a set of programmes and projects that are implemented in a planned manner, it is this area of addressing children's rights in law.

The challenge of UNICEF playing a serious leadership role in assuring in law children and adolescents' rights only has meaning when in practice the situation of children improves significantly by bringing about change in law.

Historically, change in law has not necessarily led to this outcome. This means that the process of placing the rights of children and adolescents in law itself has to be seen as a political process.

It involves mobilizing sufficient appropriate elements of the fabric of society so that the process is understood as (one) strengthening the law of children and adolescents' rights (two) by mobilizing sufficient elements in a society so that (three) the process of producing a new changed law also produces the conditions that assure that the rights are fought for, honored, and used as real goals by the State and society as they make the child a national priority.

This type of a process moves well away from that of a normal programme support activity of UNICEF and is much more akin to managing a political campaign where the objective is to have the child and adolescent "elected" national priority in law and in reality.

What capacities do you need to manage this type of political process?

Probably the following elements:

- (1) technical capacity in the social policy/social programme areas (traditional skill areas of UNICEF);
- (2) a new technical capacity to translate and interpret the lessons of the Convention, other important international legal instruments, and of the social policy area into fundamental precepts and operational guidelines in law that are being elaborated;



- (3) technical and managerial capacity and a Country Programme strategy that permits one to go from working with NGOs to stimulating the creation and/or supporting social movements to leading social movements to focus on law and on the rights of children as an appropriate field of action for change - in law and in Government programmes and priorities;
- (4) knowledge and a professional capacity to act in the areas of legal rules of procedure and practices re preparing or modifying law: the process of preparing drafts, discussions, formal deliberations, formal and back-room negotiations, finalization, and voting into law;
- (5) a technical capacity to programme in the light of the law that establishes rights for all children and adolescents and by certain definition therefore specific segments throughout all society that have to be reached (e.g. all mayors and city council members in order to write new or modify municipal laws, all policemen in order to assure appropriate protection to children and adolescents suspected or adjudged of having committed infractions, etc.);
- (6) technical capacity to use social programmes, legal knowledge, modern communications tools, and a participatory consensus producing approach to produce basic "packages" of information to be used to reach out across all society, rather than limited target groups;
- (7) a more thorough look at adolescents and their requirements is also necessary. UNICEF's work over the past four decades has enmeshed UNICEF in (i) social policy, and (ii) social programmes and social welfare assistance. Emphasis and experience have tended to be with younger children and increasingly women. The Convention also requires UNICEF to look comprehensively at adolescents issues, girls and boys, and to adjudge, how, by strengthening their rights in law new opportunities, obligations and programme actions will follow. This means, therefore, two additional areas of competence have to be emphasized and strengthened: (iii) victimized youth and (iv) infractors (the Children in Especially Difficult Circumstances effort is a clear move in this direction). These last two categories are addressed in the Convention

and in more systematic ways are addressed in other international instruments that can be companion-pieces to the Convention in efforts at rewriting or changing law at the national, state, and local levels.

It should be noted that while (i) and (ii) address knowledge areas and skills that relate children to programmes and services, (iii) and (iv) are where some children and mostly adolescents confront the legal-judicial system in a society, frequently at their cost (areas specifically addressed in articles 37, 39, and 40 of the Convention). More capacity in these areas becomes fundamental in completing the competencies required for UNICEF to address through the Convention, children's rights in law as a new field of action.

#### Law as paradigm VS law as social order

UNICEF's work on behalf of children's rights in the field of law should not signify a passive assimilation of the methods and procedures of international governmental and non-governmental organizations that traditionally act in the judicial field.

These institutions have a tradition of working within the judicial and legal systems of law to improve the protection and defense of children. For example, the Minimal Rules of the United Nations for the Administration of Youth Justice (The Beijing Rules), an important instrument in international law with enormous potential to increase protection of victimized children and youth infractors is an example of an effort by ILANUD. However, it was a reform made by and within the international judicial-legal system that had no impact at all on improving the defense of the rights of at-risk adolescents and children in Latin America.

It was only when representatives of social policy institutions, social movements and UNICEF became involved in using the Beijing Rules as a paradigm in Brazil - as a text that contains important values - that these rules had an impact on the text of the Chapter in the Brazilian Constitution on Child and Adolescent's Rights and the subsequent complementary legislation (the national Child and Adolescent Code and state and municipal complementary and ordinary legislation) being written in hundreds of jurisdictions throughout Brazil today. It was in the same way that the then (1987) draft

text of the Convention and the proposed "Minimum Rules of the UN for the Protection of Youth Deprived of Liberty" were used in the drafting of the Brazilian Constitution as well, as in the writing of complementary legislation that has followed (there are 10,000 summary copies of the Convention and the Beijing Rules in circulation and in use in Brazil today).

While this point might not seem of great importance in the first instance, two observations can show the real significance of bringing together the social policy, social movements, and judicial-legal worlds. ONE, if the effort of the judicial-legal system alone was the only one preparing a Constitution and Statute in Brazil, international legal conventions or rules not approved or ratified simply would not have been used because they were not law.

TWO, the very title and nature of the "Minimum Rules of the UN for the Protection of the Rights of Youth Deprived of Liberty" were changed when representatives from the worlds of social policy, social movements and UNICEF began to understand and appreciate these legal tools as paradigms and looked at how they could be used and even improved as a set of values that respond to bettering social reality and practice. It was the recommendation of people from these new worlds that changed the title and content of this proposed Minimum Rules of the UN from "for the protection of the internee" to "for the protection of youth deprived of liberty". It was the one or two decade long experience with the stark reality of the "internee" paradigm and its real world consequences in Brazil that provided the basis for the recommendation: "internee" "de jure" meant "de facto" being deprived not only of liberty (the ability to enter and leave confinement) but also meant total deprivation of all rights - to any privacy, dignity, correspondence, representation by a lawyer, contact with the outside world, and all too frequently also meant physical and mental abuse and even torture, and sometimes death. By inducing a focus on "being deprived of liberty" as the legal issue at hand the new partners in the use of law to defend children and adolescents' rights produced a result that would not have come from the judicial process alone and helped the judicial process produce a more relevant draft text that these new actors then used to produce the legislation in Brazil that will oblige the State to defend much more precise rights and combat (with the help of social movements and social policy) earlier dreadful abuses.

### The power of the idea of the child and its rights as a tool in consensus making

It is important to emphasize the integrating force that the concept "the child and its rights" has and the capacity this cause has to generate consensus in ethical and political terms. As we have seen in Brazil, this capacity of the child to pull together around itself political party, ideological and religious currents and trends of the most diverse forms imaginable, makes the child an effective instrument of dialogue and understanding almost beyond belief: and it affects in remarkable ways conviction and interests that divide men and women under other circumstances. The child is capable of uniting those that are separated, and converges that which is dispersed. For these reasons, the direction that UNICEF's work takes in the battle for the implementation of the Convention given the diversity within nations, as well as in the diversity of national contexts in which UNICEF works, benefits from and takes advantage of the potential of the child to be an issue beyond ideologies and beyond political parties when law is used to defend children's rights.

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# CHILDREN OF THE AMAZON

## DECLARATION OF IQUITOS

The participants of the International Technical Meeting "Children of the Amazon",

### CONSIDERING THAT:

- Children represent half of the Amazonian population;
- The majority of these children live in marginal urban and rural areas, where the quality of life is low, and health, educational and recreational services are insufficient or nonexistent;
- The infant mortality rates in the Amazon are above the national averages of their respective countries;
- The percentage of street children in the Amazonian cities has grown alarmingly in recent years;
- There are very few institutions that give priority to the problems of the Amazonian children;
- There is no future for the Amazon if we do not secure the present for its children.

### DECLARE THAT:

- It is an urgent need for the governments of the Amazonian countries to give special and particular attention to the problems of the Amazonian children;
- The Treaty for Amazonian Cooperation should include the problems of the Amazonian children in its plans, programs and projects as main issues;
- International Organizations should provide technical and financial resources in favour of the children of the region;
- National governments, the Treaty for Amazonian Cooperation and International Organizations should recognize and support the efforts that UNAMAZ is undertaking on behalf of Amazonian children, especially the PANAMAZONIAN PROGRAM "CHILDREN OF THE AMAZON".

Iquitos (Peru), 3/21/90.