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31 May 1990

FOR INFORMATION

To: Regional Directors
Country Representatives
Directors

From: Marco Vianello-Chiodo 
Deputy Executive Director, External Relations

Subject: Evaluation and Analysis of UNICEF's External Relations Policies
and Functions

Enclosed I am sending you two copies of the above-mentioned Evaluation Report of UNICEF's External Relations, that was carried out last year by the Evaluation Team headed by Samir Basta. The Final Report of the Evaluation was also annexed to Executive Board paper E/ICEF/1990/L.4, with cross-references to the relevant paragraphs in the Board document. The Recommendations and Major Findings of the Final Report were endorsed by the Executive Board. (Decision 1990/14).

Please share one copy of the report with your staff. Your comments and suggestions for the necessary follow-up actions are highly appreciated.

Thank you very much.

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**EVALUATION AND ANALYSIS OF
UNICEF'S EXTERNAL RELATIONS
POLICIES AND FUNCTIONS**

FINAL REPORT

Samir Sanad Basta

**DIRECTOR, EVALUATION OFFICE
UNICEF, New York**

15 November 1989



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LIST OF ABBREVIATIONS

ARI	Acute Respiratory Infections
AWHF	Adjustment with a Human Face
ASEAN	Association of South-East Asian Nations
BI	Bamako Initiative
BPRC	Budget Planning and Review Committee
CDD	Control of Diarrhoeal Diseases
CPA	Commonwealth Parliamentary Association
DOI	Division of Information
DPA	Division of Public Affairs
EIN	Emergency Information Notes
GCC	Greeting Card Committee
GCO	Greeting Card Operation
GCPPD	Global Committee of Parliamentarians on Population and Development
GFSS	Global Field Support Services
IFPPE	Interregional Fund for Programme Preparation, Promotion and Evaluation
IMF	International Monetary Fund
IPU	Inter-Parliamentary Union
JCHP	Joint Committee on Health Policy
JNSP	Joint Nutrition Support Programme
MCH	Maternal and Child Health
NGO	Non-Governmental Organization
NYHQ	New York Headquarters
OAU	Organization of African Unity
PFO	Programme Funding Office
RTFS	Radio, Television and Film Service
SAARC	South Asian Association for Regional Cooperation
SADCC	Southern African Development Coordination Conference
SEHAC	Special Events Headquarters Advisory Committee
SOWCR	State of the World's Children Report
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Fund for Population Activities
UNICEF	United Nations Children's Fund
WHO	Worlds Health Organization

**EVALUATION REPORT ON UNICEF'S
EXTERNAL RELATIONS POLICIES AND FUNCTIONS**

INTRODUCTION

At its session in April 1989, the Executive Board of UNICEF requested the Executive Director in "close consultation with Board members and National Committees, to carry out an in-depth analysis and evaluation of the effectiveness of current UNICEF's external relations policies, guidelines, functions, priorities and activities, making appropriate use of outside expertise". It further requested the Executive Director "to outline, on the basis of the above-mentioned analysis and evaluation and in close consultation with Board members and National Committees, the future role, policies, guidelines, functions, priorities and activities of external relations" and to include these priorities in the document on UNICEF's strategies for the 1990s.

It reaffirmed the importance of the UNICEF's external relations function in relation to all countries, in particular to improve programme delivery and to strengthen advocacy and fundraising. It also requested the Executive Director, recognizing the importance the Executive Board attaches to the Geneva Office, to take into account the particular responsibilities of this office vis-a-vis the European National Committees and non-governmental organizations based in Europe. The full resolution passed by the Executive Board is attached as Attachment 1 to this report.

This report presents the findings of the in-depth analysis and evaluation called for in operative paragraph 1 of the resolution, including some suggestions that the UNICEF's management may wish to consider when proceeding with the request outlined in operative paragraph 2, namely in outlining the future role, policies, guidelines, functions, priorities and activities of external relations.

MAJOR FINDINGS

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

Instead of capitalizing on its insightful and innovative ideas through a well-conceived strategic plan that allows all external relations activities to interact in a mutually reinforcing manner, all too often, new ideas are acted upon as if the delay that a certain amount of planning requires would mean that the opportunity is forever lost.

New initiatives are often introduced with insufficient planning support in terms of operational guidelines, finances or personnel for Field Offices, or National Committees, to effectively incorporate them into their regular programme and avoid that on-going activities are not, to some extent, neglected.

2. Global programmatic advocacy thrusts are effective for advocacy, fundraising and programme delivery, but sufficient lead-time is necessary to build them into the Country Programme framework in developing countries through the normal process of consultation with governments. Global programme thrusts need to be "marketed" locally and adapted to the local realities to ensure their relevance.
3. While global programmatic thrusts are seen to be generally effective, they may have the effect in some countries, of diverting UNICEF attention from areas where other types of intellectual and programmatic input could have had a more profound effect on the well-being of children. Other countries which were embarked on promising initiatives in other sectors found funding for these decline in favor of high thrust programmes.

A greater pragmatic flexibility in the extent to which global thrusts are pushed in individual countries would mitigate against such unintended negative effects.

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

The extent to which UNICEF can play a catalytic role by introducing new initiatives without at the same time providing substantial programmatic support depends on the level of development of the country's existing infrastructure.

A sophisticated Situation Analysis would provide the basis for assessing the appropriateness of one or another initiative in the country in question, and should lie at the base of a Field Office/Headquarters dialogue about how to respond locally to globally defined initiatives. The country programming process provides a ready structure for this dialogue.

5. The roles of the Geneva Office, PFO, GCO, DPA and DOI are in need of better definitions in regard to their relations to and work with National Committees. An appearance of overlapping of responsibilities and functions are a source of confusion, despite attempts by UNICEF management to the contrary. The level of representation in Geneva will eventually need to be upgraded to meet the new challenges that Europe in the 1990s will offer. There is also a need to disseminate among National Committees and Field Offices the many lessons that could be learned from the work of National Committees on Social Mobilization and Advocacy in their own countries.
6. Just as the quality of the consultation process between Field Offices and Governments in developing countries is the key to UNICEF's advocacy and programme effectiveness, so is the quality of the consultation process between UNICEF HQ with National Committees and Governments in industrialized countries the key to its advocacy and fundraising effectiveness.

The quality of the consultation process between the UNICEF Secretariat and the National Committees is seen to have substantially improved since the Knutsson study and continued improvement is expected when the new organizational set-up between Geneva and New York is better defined. The evaluation team recommends that the direct annual consultations between the Executive Director, the Deputies, and the Heads of the National Committees continue, since these are found to be very useful.

Because National Committees de facto function as UNICEF's representatives in industrialized countries, but de jure are either national non-governmental organizations or quasi-governmental bodies, it is important to begin a consultative process that will yield an appropriate legal agreement to outline the respective rights and responsibilities of UNICEF and the Committees in this special partnership arrangement. Such an agreement must be designed to allow for the diversity among National Committees rather than be an instrument to impose uniformity.

7. Generally, Field Offices see the direct role of HQ in external relations activities at field level as limited and its products of limited relevance for local use. This finding has direct implications for the targeting of HQ external relations activities. A strategy which clearly targets interventions/messages/support at properly disaggregated levels is required for maximum effectiveness.

Except for fundraising, there is relatively little relationship between the Secretariat's external relations functions and Field Offices. A great deal of synergism is lost because Headquarters and Field Office external relations activities function basically independently of each other.

8. A small but regular programme should be started, in conjunction with some Field Offices and National Committees, to evaluate the impact of typical Headquarter's produced material in influencing people to commit themselves to UNICEF and/or action for the well-being of children in the developing world. As is stated in E/ICEF/1987/L.4, UNICEF Communication Strategy in Industrialized Countries, "this lack of systematic assessment or evaluation does a serious disservice by denying these (external relations) efforts proper credit and inhibiting recognition of their importance relative to other efforts, as well as mitigating against the improvement of overall effectiveness generally."

9. There are insufficient human resources assigned to some of the external relations functions, particularly in the Information area, and especially those dealing with programme communication in the field, or social mobilization. This may include radio productions. There are also imbalances in the structures involved with TV films/Video productions and publications. There is an over-reliance in promoting high level advocacy at the expense of work promoting better communication with and for the poor and vulnerable.
10. Similarly within UNICEF there is a need for better information on how most of the external relations units function; what they do and why. Orders too frequently come from the top with insufficient participation, discussion and feedback from those that have to "market" these ideas.
11. The new focus on special events and new initiatives, in support of private fundraising, calls for much greater attention to the communication problem inherent in isolating such activities in GCO. While maintaining some flexibility by virtue of its quasi-commercial nature, GCO needs to have much closer ties to the rest of the UNICEF machinery and must be brought into close financial and administrative control with the rest of UNICEF.
12. The management of the External Relations Group in HQ needs strengthening. More authority must be vested in and taken by the Deputy Executive Director for External Relations. The latter must be held more accountable for relations and decisions taken by GCO, especially as regards private fundraising. At the same time there must be greater sensitivity within the external relations group to the need for improving communications with members of the Executive Board, National Committees and government officials not only at the highest level, but also at the operational level.
13. Evaluation and feedback must be institutionalized within the External Relations Group. The work planning process for individual staff needs to be improved and work plans instituted and adhered to. Too much time of the staff is spent on "unplanned" activities.

COMPOSITION OF ANALYSIS/EVALUATION TEAM

The analysis/evaluation was undertaken, at the request of the Executive Director, by Dr. Samir Basta, the Director of the Evaluation Office. The core team also included two UNICEF staff members appointed to the task in their personal capacities, Mr. Habib Hammam and Ms. Cecilia Lotse. Administrative and logistic support was provided by Ms. Adriana Vink.

To enable the Secretariat to conduct the analysis/evaluation "in close consultation with Board members and National Committees", the Executive Board, through its Bureau, designated six members to constitute a Reference Group to serve as a conduit for advice, ideas and exchange of data:

Ms. Margarita Dieguez (Mexico)
Dr. Suyono Yahya (Indonesia) represented by Mrs. Syahrudin
H.E. Mr. Paul Engo (Cameroon) represented by Mrs. Elsie Mbella Ngomba
Mr. Frank Majoor (the Netherlands)
Dr. Hodra Badran (Egypt) represented by Dr. Mohamed Noman Galal
Mr. Takeshi Kagami (Japan)

Likewise, the National Committees for UNICEF designated at their Annual Meeting as representatives to the Reference Group, Mr. Harry Black (Canadian National Committee) and Mr. Arne Stinus (Danish National Committee). Mr. Paul Audat (French National Committee) had to withdraw from the Reference Group due to illness, and no alternative representative was nominated on behalf of the National Committees.

The Reference Group agreed to review progress at the following three stages:

1. Finalization of Terms of Reference.
2. Mid-term Review of progress in early September.
3. Review of the first draft of the Evaluation Report.

The Executive Board also directed in its resolution that appropriate use should be made of outside expertise.

Outside expertise was sought from two perspectives: the programme perspective and the information/communications perspective. The expanded group consisted of the following:

- o Dr. Carl Taylor, Preeminent authority in the field of Primary Health Care, Professor Emeritus at the School of Health at Johns Hopkins University, former UNICEF Representative in China.
- o Mr. Colin Fraser, Communications Expert, Agrisystems (Overseas) Ltd. London. Mr. Fraser has 22 years of experience in information/communication with many of the UN agencies, both as a staff member and consultant.
- o Ms. Patricia Anzola, Consultant, who assisted Mr. Luis Rivera with the Colombia interviews.
- o Mr. Revelians Tuluhungwa, UNICEF Representative, Nigeria, and previously Chief, Programme Support Communication, NYHQ.
- o Mr. Luis Rivera, Chief, Programme Communications, NYHQ
- o Mr. Rudolf Hoffman, Deputy Director, Geneva Office
- o Mr. John Richardson, Communication Consultant to Social Mobilization and UCI, of the Evaluation Task Force.

The above group participated variously in:

1. Conceptualizing the approach.
2. Elaborating the Aide Memoire, that guided the interviews, and the questionnaire to Field Offices.
3. Conducting in-depth interviews, such as the Headquarters interviews and analysis.
4. Reviewing progress and findings.

The Members of the Reference group, composed of the Executive Board and National Committee members referred to earlier, provided much assistance in commenting and providing advice on the workplan, on certain procedures and in helping to define the evaluation team's responsibilities. They served as true senior colleagues who were available for advice when needed.

METHODOLOGY OF ANALYSIS/EVALUATION

This more in-depth part of the report is based on the various methods used to conform to Executive Board Resolution 89/11 which requested the Executive Director to authorize the Director of the Evaluation Office to prepare an in-depth analysis and evaluation of the effectiveness of current UNICEF's external relations policies, functions, guidelines and activities. This was to be particularly in relation to some of the effects of external relations on programme delivery, advocacy and fundraising. The Terms of Reference, approved by the Board and dated 21 June 1989, are attached as Attachment 2 to this report.

The analysis/evaluation was undertaken through:

1. Review of documentation, including pertinent Executive Board documents and other background information.
2. In-depth interviews with representatives of Governments in both industrialized and developing countries, as well as with UNICEF's Regional and Country Representatives, Field Office staff, Executive Directors of National Committees and their staff, Directors and staff of the External Relations Group at UNICEF New York and Geneva and the Deputy Executive Director of External Relations.
3. Questionnaire sent to all UNICEF Field Offices.
4. Questionnaire sent to all National Committees.
5. Written briefs prepared by HQ sections at the request of the evaluation team.

The evaluation team followed a five prong strategy.

The first was to conduct direct interviews with recipient governments, UN and UNICEF field personnel in Indonesia, Sri Lanka, Burundi, Kenya, Zimbabwe, Ghana, Senegal, Nigeria, Egypt, Colombia, El Salvador and Brazil in order to obtain their views of the effectiveness of UNICEF's external relations and policies. In particular the team wished to investigate how these could positively or adversely effect impact on UNICEF assisted programme delivery. These interviews were principally conducted by Mr. H. Hammam, Ms. C. Lotse and Mr. L. Rivera of the evaluation team, assisted in part by three consultants, Dr. Carl Taylor, Mr. John Richardson and Ms. Patricia Anzola.

The second strategy was to directly interview middle and senior government officials and National Committee members in Canada, Finland, Italy, France, United Kingdom, German Democratic Republic, Poland and the Federal Republic of Germany and to obtain their views on UNICEF's external relations. A short questionnaire was also sent to each National Committee. The interviews were principally conducted by Ms. C. Lotse, Dr. S. Basta and Mr. H. Hammam of the evaluation team. The analysis of these interviews and the questionnaire are presented by Ms. C. Lotse in Annex I.

The third strategy was to directly interview UNICEF and NGO personnel at Headquarters and Geneva Office, including each of the Regional Directors. This was principally carried out by Dr. S. Basta, Ms. C. Lotse, Mr. C. Fraser (Consultant) and Mr. H. Hammam. The results are presented in Annex I, Annex III and in this report. Part of the HQ focus includes a rough attempt to quantify the costs and benefits of external relations activities. The team was assisted in this by UNICEF's Budget Management Office.

A fourth strategy consisted of dispatching a questionnaire to each UNICEF field office requesting information on the impact of various external relations functions and activities, and in particular, the relation of these to the three main variables of advocacy, programme effectiveness and fundraising, along with some assessment of relative costs in time and money. The result of the field questionnaire was analyzed using Lotus 1-2-3 and a simple Statistical Package to carry out cross-correlations between the many variables. The main task and principal authority for this fell to Mr. Habib Hammam, with assistance from Dr. Carl Taylor. The results are presented in Annex II. A copy of the questionnaire is attached to Annex II, as Attachment 1.

Wherever possible, although this was not in the Terms of Reference, the views of various staff members from WHO, UNESCO, UNDP, UNFPA, and the World Bank (most requesting anonymity) have also been recorded in the body of this report, so as to gain a further impression of the view of these UN organizations as regards the effectiveness of some of UNICEF's initiatives and publications. A number of hours was also spent analyzing various UNICEF documents and Board papers in order to obtain a better idea of what the Board has been requesting, what type of documentation UNICEF was producing and what the quality of some of this documentation appeared to be to the members of the evaluation team, as opposed to the Field, Governments, and Committee members that were interviewed.

Clearly, a review of such documentation could not be exhaustive. The evaluation team looked at what they perceived to be the most important.

The report is thus composed of four parts: The first is a Summary Report, written by the Director of the Evaluation Office, Dr. Samir S. Basta, which attempts to synthesize the views and results of all of the above. The second part (Annex I) is a more in-depth analysis of the Government and National Committees and field office's views and interviews prepared by Ms. Cecilia Lotse. The third part (Annex II) is the result of the analysis of the questionnaire sent to the UNICEF field offices, written by Mr. Habib Hammam and the fourth part (Annex III) is the result of HQ's interviews carried out by Mr. Colin Fraser, an outside consultant.

Altogether nearly 250 people were interviewed. A list of individuals interviewed is attached as well as the Aide Memoire guiding the interviews, as Attachments 1 and 2 of Annex I. The interviews were conducted by single individuals or teams, depending on availability and timing of missions. Altogether, ten people were involved in conducting in-depth interviews.

Clearly, it is impossible to present every view and describe or analyze every single part of UNICEF's vast network in external relations. As always, the evaluation process has generated great insights and a wealth of information, all of which cannot be reflected in this report. What is presented is a synthesis that emerges from scores of different interviews, opinions and analyses undertaken mostly between June and October 1989. An attempt has been made to provide some illustrative examples of the main points that are made in order to retain the flavor of the concrete activities that UNICEF is engaged in. Space considerations, however, dictate a major distillation and mention of only the most critical areas under review. This is what this summary attempts to do. More detail can be found in the above mentioned Annexes I, II and III.

SOME GENERAL POINTS

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

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

Field Offices have been generally successful in adapting external relations policies and activities to their country-specific needs and to plan and implement relevant activities as part of their country programme strategy.

Some global and regional external relations activities have a positive effect at field level, particularly in terms of drawing attention to children. However, the impact of global and regional activities, by their very nature, is less direct, less focused and less tangible than field-based activities.

A crucial element in UNICEF's successful external relations, apart from having an appealing mandate, is that it has important things to say and says them effectively. In the view of the external consultant with communications/information expertise, many other development agencies also have important things to say, but are unwilling to speak out. On a scale from 1 to 10, most UN agencies would score 2-3 for the effectiveness of their external relations, whereas UNICEF would score about 7. (Annex III). Despite this we have discovered in this evaluation, that field offices consider that almost 70% of government officials and nearly 56% of UNICEF staff do not understand UNICEF's external relations policies and functions clearly enough. (Annex II)

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

While there is a tendency to wish to arrive at clear-cut findings, the reality of working in over 150 countries, including industrialized countries, demands acceptance of complexity as well as a sensitivity to local differences. This will be reflected in the presentation of specific findings regarding the various external relations activities.

Nevertheless, a number of issues emerged very clearly in the course of the evaluation and deserve special mention. They emerged spontaneously from all geographical regions and were expressed by Government officials, National Committees and UNICEF staff alike.

**DISCUSSION OF ANALYSIS OF DOCUMENTATION AND OF SURVEYS
AND OPINIONS FROM GOVERNMENT, HEADQUARTERS, NATIONAL COMMITTEES
AND FIELD OFFICES**

Basis of Analysis

This report was guided by the Terms of Reference for the Evaluation, dated June 21, 1989. The effectiveness of the external relations activities will also be compared to those policies, functions and guidelines as described in Executive Board documents E/ICEF/L.1455 (1983), E/ICEF/1987/L.4, E/ICEF/1988/L.8/Rev.1 and E/ICEF/1989/L.4. This latter document is particularly helpful to explain how the different structures in external relations relate to one another.

Thus the reader is encouraged to look at it for such information which is outside the immediate Terms of Reference of this report. The latest Medium Term Plan as well as individual work plans have also been consulted by the evaluation team. Since it is impossible to analyze the effectiveness of all activities conducted in External Relations, this report follows the outlines noted in pages 2 and 3 of the Terms of Reference dated 21 June 1989. (Attachment 2)

Other considerations:

UNICEF's external relations go well beyond the External Relations Group. Thus, an evaluation of these activities must per-force look at several relationships that extend beyond the confines of one HQ structure. Indeed, the view is increasingly heard that all of UNICEF's work is devoted to achieving maximum publicity as regards its several initiatives to promote child welfare. Consequently, the senior management of UNICEF is increasingly going to be under scrutiny for just how it will "manage" what seems to be its major thrust and this in turn will cause UNICEF to come under closer examination than hitherto.

The two main questions that this evaluation team kept asking itself are therefore:

- (a) How do these new or increased external relations initiatives have an impact on programme delivery in the field? What is the evidence so far?
- (b) Are the work processes and management within UNICEF's external relations equal to their task?

These questions, put in their most simple form, are what this report must attempt to answer. The major findings and recommendations are presented first in summary form, thereafter follows a further elaboration based on an analysis of the following factors:

- a. Definitions.
- b. Review of Board Recommendations and Management of External Relations.
- c. Summary of Field Surveys. (Questionnaires and Interviews).
- d. National Committee's partnership and involvement and NGO relations.
- e. Non-industrialized and industrialized government reactions.
- f. Special and global events in relation to GCO and other HQ structures.
- g. Geneva office.
- h. Costs and benefits.
- i. Perception of other UN personnel.

a) Definitions: - The Operational Meaning of Key Words and Phrases Used in the External Relations Field

The words and phrases used to describe the various activities in the field of External Relations do not mean the same thing to everyone who uses them. Some clarification is therefore necessary with regard to how these names and phrases are understood for the purposes of this Evaluation. Descriptions are set out on pages 6 and 7, (Paragraph 5) in Annex III.

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

b) Review of Board Recommendations:

In 1983, the Executive Board carried out a major review of UNICEF External Relations policy and guidelines (UNICEF External Relations E/ICEF/L.1455) and after a debate endorsed the approach in the review, encouraging the Executive Director to "take the appropriate administrative action necessary to further improve and extend the external relations activities of UNICEF, making full use in the process of the assistance of the National Committees of UNICEF..." (p.5 E/ICEF 1989/L.4).

In 1987, the Executive Board also affirmed that the overall objectives of UNICEF communication strategy should be, inter alia, "to ensure awareness of the situation and needs of children and women in developing countries... and that UNICEF should (a) ensure...that all advocacy efforts and all fundraising and GCO activities contain a coherent message of UNICEF activities, and (b) to develop at national levels, together with the National Committees, proper mechanisms to secure continuous and systematic support of the media for the organization...utilizing this coverage to buttress...fundraising and advocacy" (E/ICEF/1987/11).

Thus clearly, UNICEF was being told or authorized by its Executive Board to take a number of steps to expand its communication coverage and work, to encourage more media contacts and coverage and to take a number of administrative steps it thought necessary to achieve these aims.

This is testimony to the Board's strong support for UNICEF's role with the world of media and publicity and a permission for UNICEF to adapt its administrative machinery accordingly.

Why then this current request on the part of the Board to "evaluate" UNICEF's external relations? Is the Board concerned with the "effectiveness" of the approach used? Does the Board feel that the "impact" it desired may not have been reached or that the "cost-effectiveness" (in the broadest sense) was not appropriate? Or is it because, as we note later on, the Board, like the UNICEF's country offices surveyed, (Annex II) is not very clear as to what UNICEF's "External Relations" are really about?

A review of UNICEF's documents since 1980 reveals that much emphasis has been put on words such as "communications", "external relations", "information", "development education", "social mobilization" and so on, and the importance of these activities to UNICEF. Yet, their definitions are still unclear.

UNICEF's external relations advocates and the UNICEF Board documents also fail to inform what has been achieved in these fields in concrete terms. That is, how has such and such policy, publication, initiative or advocacy effort actually improved child survival or development or fundraising? There is little, in the documentation, to show a direct cause and effect relationship. Such evaluation is perhaps what the Board has been asking for.

Board document E/ICEF/1987/L.4 clearly recommends:

"public opinion surveys (for industrialized countries), the setting up of indicators to evaluate progress in communications strategies, audience research or an analysis of how the intended audiences are to be reached, country by country reviews by National Committees and others in industrialized countries to determine optional approaches, collaborative arrangements with other networks and institutions, studies on ways to improve impact, enhanced training, and assessment of impact against specified objectives for all communication activities..."

Even earlier, similar exhortations to more closely study the market and the communication outlets and demands are found in document E/ICEF/L.1455 (1983) and E/ICEF/1987/L.4.

This call to better audience research and survey work has not been sufficiently heeded, be it in industrialized countries (by National Committees) or in non-industrialized recipient countries (by the UNICEF Secretariat).

Is, therefore, the current Executive Board justified in stating (as several Board members put it) that UNICEF "did not listen to the Board"? This report concludes that because of the scarcity of available information on the impact of External Relations, the Board must be partly correct. Hence, the official request by UNICEF's Executive Board for this analysis.

There are nevertheless indications that many of UNICEF's initiatives in external relations have generated a great deal of success at the field level, as Annex II shows. However, the organization's inability to present this effect in an objective and analytical manner is a major problem. One is left with the impression that many in the field, several National Committees, and the Board perceive a great deal of what UNICEF is attempting to do in external relations as a "shotgun" approach. That is a series of more often than not, scattered events, many of them leading nowhere in particular.

While it is rare to see such hard working staff anywhere else within the United Nations system (an observation that many different bilateral and UN agencies' staff have made about UNICEF), the multiplicity of initiatives give the impression that they are planned or carried out without sufficient research or preparation and as mentioned above, UNICEF documentation to show the contrary is relatively scarce.

In the field, disappointment with the suddenness of most Headquarters-type initiatives, and a certain resigned "here we go again" attitude, rather than genuine excitement characterizes much of what happens. There is a perception by many field representatives that their hard worked individual country programme is interrupted by, or must take second place to, those "global" initiatives.

Board Document E/ICEF/L.1455 (1983) also speaks of the "fundamental requirement of a coherent external relations policy".

It is the view of the evaluation team that these impressions of a lack of coherence stem from the apparent lack of a clear set of goals and related planning effort.

There is a need to better articulate, on the part of Management, how everything comes together.

Clearly UNICEF has a broader mandate than many other organizations. Its cause is popular and its past effectiveness is known. This encourages Management in turn to adopt several approaches to take advantage of many new opportunities to help Child Survival and Development. If options to achieve these goals were, however, better communicated and discussed with the field as well as selected governments and National Committees, a practice recently begun, then some of these impressions might not have existed. The field surveys, as well as the interviews with governments and National Committee's officials (Annexes I and II) point to that.

Structures within UNICEF's External Relations group need to work together better, according to several HQ, field and National Committees staff that were interviewed. Unclarity of responsibility between DOI and DPA in the publications field, as well as between GCO and the rest of the group for special events and the accuracy of some publications are illustrative. There is a sense that Division Directors and Section Chiefs should be working together a little better.

Interviews conducted at HQ reveal repeatedly a significant "malaise" because of uncertainty of where jurisdiction for certain functions or events begins or ends and an absence of sufficiently strong management contributes to all this.

Yet, Board document E/ICEF/L.1455 (1983) asks five key questions for managing the external relations complex: What needs to be done? Where? Who does it? How is it to be done? With what sort of support?

It then goes on to talk about the External Relations Committee that would coordinate these functions and activities of the Secretariat affecting the public and private sectors. The document advises that the Committee "meets regularly for joint planning, information, task sharing and coordination purposes".

Yet, the Committee rarely meets. The last meeting was a year and a half ago, according to staff interviewed. Added to this are perceptions that because only the top management is able to decide on initiatives, the senior management below that level sometimes seems to be unable to make the necessary decisions regarding opportunities or problems in the external relations field. Nevertheless the evaluations team was glad to note that there are recent attempts to broaden the consultative process.

A review of the Board document E/ICEF/1988/L.8/Rev.1, tells us that National Committees, governments, country offices and the Executive Board are to be consulted much more on global events. Another document proposing better reporting and coordination proposals was released by GCO on Special Fundraising Events and New Initiatives, dated September 25, 1989. This document, however, does not give clear responsibility to one official. Getting all the different parts of UNICEF to coordinate in the absence of a direct, supervisory role of the Deputy Executive Director of External Relations, is going to be very difficult.

To overcome many of the above perceptions we recommend that UNICEF should truly have an in-house External Relations Committee convened regularly and headed by the Deputy Executive Director for External Relations. It should then use the excellent criteria outlined in Section III of document E/ICEF/1988/L.8/Rev.1 (page 7) and in Section VI of the same document.

The consequences of a global external relations event on the country programming process must be ascertained in advance. It is no use, as one government official has stated, for UNICEF to be overly concerned with raising its profile among the country's decision makers if its ability to reach the poor and vulnerable suffers in any manner in the process.

c) Summary of Results of the UNICEF field survey and and interviews on advocacy, programme effectiveness and fund raising.

- i) Nearly 75% of all UNICEF field offices responded, which is a very high and rapid response for this type of survey and an indication of how important the topic may be for UNICEF Field Representatives. The results of the surveys are presented in Annex II, prepared by H. Hammam and to a certain extent in Annex I by C. Lotse.

Field offices, according to Annex II, overwhelmingly rated the Child Survival and Development Revolution (CSDR) as well as Universal Child Immunization (UCI) as successful and important for purposes of their programme effectiveness, advocacy and fundraising. Nevertheless some interviewees did feel that the preoccupation with UCI at high levels in HQ, did detract from their management of other sectors in the field programme.

- ii) The visits of the Executive Director to countries with field offices was rated by far as the most effective HQ service, along with the SOWCR* in supporting field offices' external relations functions and activities, provided his visits are well planned in time. (Page 16 of Annex II). There is also widespread recognition among National Committees and government officials that the Executive Director by virtue of his special personality is probably the most effective advocate and fundraiser in the organization.

Nevertheless, there is unhappiness among some committees that the Executive Director's visit to their respective countries may not be planned well enough in advance. Both National Committees and field offices find that his selective emphasis on certain high visibility topics may lead to lost opportunities in other areas.

- iii) As regards "alliances", those formed with NGOs at the field level, were found to be by far the most effective all around for strengthening programme performance, advocacy and generating additional resources.

* State of the World's Children Report

As regards those alliances formed through high level advocacy, meetings of artists and intellectuals, round tables and work with parliamentarians, Annex II shows that few offices rated these events as important to their programme effectiveness. While the value of these to advocacy is reasonably evident, it may be too soon to gauge their effect on programme effectiveness. This may be a case where the returns on programmes for children may only become substantial after several years of such alliance building events. Three or four years is too short a time to gauge what are essentially lobbying effects.

It is nevertheless interesting that many UNICEF Representatives, and European government officials who were interviewed by the team, felt that artists and intellectuals and round tables were time-consuming and too far removed from the beneficiary communities. Their effects were not clear and it was felt that little consultation and planning had taken place.

Nevertheless it must be stated that certain parliamentary initiatives, such as the SAARC initiative, the recent US Congress statement, European, Caribbean and African parliamentary exhortations to and about UNICEF are undeniably important to UNICEF's world-wide image and in turn to its advocacy and fundraising work. The evaluation team is convinced that, despite some field and certain governments' hesitation, there will be several longer-term benefits of all this.

- iv) Special or global events as well as private sector fundraising are treated in more detail further on. However, the results of the field surveys clearly indicate that special and global events, including Sportaid, First Earth Run, benefit concerts and the use of celebrities did little to help programme effectiveness or generate additional resources at field level. With the possible exception of one country office in Central America and a couple in Africa, Sportaid and First Earth Run were felt to be counter-productive to field office work, poorly planned and prepared and should not be repeated (at least not in the way they had been organized the first time around). An earlier and separate internal evaluation which was undertaken in the summer of 1986 confirmed this and to its credit UNICEF's management responded by calling a halt to global events for more than two years. It also produced the Guidelines for Global Events. (E/ICEF/1988/L.8/Rev.1)

As to benefits' and celebrities' events, the results are more mixed. Clearly, they had a good effect (in Europe and North America especially) for fundraising and sometimes for advocacy, but little direct impact on the effectiveness of programmes. (Nor should we necessarily expect them to have such an effect.) The occasional unpopularity of some celebrities' visits to certain countries should be noted, although most field representatives do seem to realize the potential such visits may have for fundraising in the home country of the celebrity.

- v) Of all the information activities, the State of the World's Children Report is seen by nearly all as a resounding success for advocacy and fundraising. Quite apart from the world-wide coverage given to it in the mass media, it has also stimulated the production of a few national SOWCRs in some field offices. The effect of the SOWCR on programme effectiveness may be mixed. It certainly stimulates a more thorough look at the impact of some selected country programmes, but it also may be too hasty in its positive "evaluation" of targets or interventions that did not quite reach the levels the SOWCR claimed. (eg. Immunization levels in Senegal and the Dominican Republic in the 1987 SOWCR). Nevertheless, it may well be true that it is one of the most, if not the most, successfully quoted UN document of the past decade. It is also interesting that even some secondary school text books in Europe quote from it, as one of the evaluators in this team found out quite by accident.

As to the value of other publications, Annexes I, II, and III discuss their strengths and possible weaknesses. Clearly, the current tone and balance of content in Newsflash is not much liked by field offices and most Committees. It is seen as essentially a "Front Office" mouthpiece not giving adequate coverage to a number of events taking place in field offices, or those carried out by National Committees. The evaluation team suggests that Newsflash be expanded to include more information on the activities of National Committees and the activities of some UNICEF staff.

Most National Committees and some field offices comment on the disappearance of UNICEF News. Both the field interviews and interviews with some UN and government representatives indicated that the credibility of UNICEF's message may be considerably enhanced by supporting it with well written technical or recognized professional reports.

Some cited the Evaluation Newsletter and some technical papers put out by the Library services as documents that considerably helped both UNICEF's staff and UNICEF's image in this regard. Field offices also cited the effectiveness of Adjustment with a Human Face, Facts for Life and other publications of a more localized nature. For a more precise breakdown on the ratings given by field offices, see p.10 of Annex II.

The use of DOI desk-top publishing and better National Committee involvement in news production for global use is discussed on page 13 of Annex III.

There is also some concern that there are, apart from the technical documents cited above too many external relations publications put out by UNICEF without adequate assessment of need and impact, giving rise to comments by some governments and other officials of "overkill".

Detailed budget analysis and evaluation for each type of product emanating from the Division of Information must be undertaken at specified intervals, especially of the SOWCR whose budget is increasing by some 20% each year. Otherwise, there can be no measure of cost-effectiveness.

- vi) With regards to audio-visual productions, as indicated in Annexes I, II and III, there is at HQ insufficient support to and appreciation of the role of radio for programme delivery purposes. Annex III correctly states: "It would be worthwhile de-emphasizing radio work for international advocacy in favor of more work with radio to enhance in-country communication, education and mobilization".

Nevertheless, the evaluation team feels that Radio for advocacy is important too. The balance, however, including the necessary staff, should be for more and better assistance to the field.

There is also an overemphasis on "advocacy" videos at the expense of pedagogical videos that could be used for better training, programme effectiveness or grassroots mobilization and development education.

The evaluation team identified a lack of sufficient coordination or advance planning in the production of videos in some programme sectors, that seems to indicate that a closer relationship is needed between the field, the Audio Visual Unit in DOI and Programme Division.

The evaluation team advocates a reassessment of whether it is more effective to strengthen the audio-visual sector in UNICEF, instead of continuing to rely on outside consultants that are expensive, not always familiar with UNICEF's needs and not always available. (See also Annex III)

- vii) UNICEF's response to information on emergencies has improved, but according to staff, National Committees and some government officials interviewed, more needs to be done to avoid some chaotic episodes. Information sometimes still arrives too late, photo documentation is sometimes absent and the links between Geneva, HQ and the field are sometimes tenuous. It is this team's belief that a better ability to mobilize information support for emergencies is required. Possibly a senior information post for emergencies is needed.

- viii) It would be impossible to finish this sub-section without giving more attention to the results of the UNICEF field office survey. Accordingly, the summary from that report (Annex II by H. Hammam) is presented:

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

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

The following activities were considered to have been the most effective, in order of importance, in strengthening programme performance:

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

The following activities were considered to have been the most effective, in order of importance, as advocacy:

- o Mobilizing high-level political leaders
- o Child Survival and Development Revolution
- o UCI 1990
- o Radio productions
- o Television/video productions
- o Mobilizing local groups and organizations
- o Speeches, presentations, exhibits
- o Media launches and media events
- o Newspaper and magazine articles
- o Collaborating with NGOs

The following activities were considered to have been the most effective, in order of importance, in generating additional resources:

UCI 1990
CSDR
Collaboration with NGOs
Mobilizing high level political leaders
Mobilizing local groups and organizations
Sportaid.

Fifty-five percent (55%) of the respondents considered that UNICEF staff did not understand UNICEF's external relations policies and functions clearly or clearly enough.

Sixty-nine percent (69%) of the respondents considered that Government Officials did not understand UNICEF's external relations policies and functions clearly or clearly enough.

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

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

The most frequently mentioned recommendations about external relations functions and activities in the future dealt with making these functions and activities more relevant and effective to countries and communities by re-enforcing the country approach and using the country programming process as the framework/instrument of conducting external relations.

d) National Committees and NGOs

These interviews were conducted by R. Hoffman, H. Hammam, C. Fraser, C. Lotse, and S. Basta. They are presented in full in Annex I and Annex III. The fundamental role of National Committees are described in Annex I. The following are the more salient points:

- i) An obvious unhappiness with the perceived "downgrading" of the Geneva Office is evident from interviews with many of the European Committees. Although most are pleased with the present management of the Geneva Office, there is a continuing feeling that the decision-making activities and status of the Geneva Office do not correspond to the realities of today's Europe, especially as regards its importance for communication, fundraising and advocacy.

At the same time there seems to be utter confusion on the part of several National Committees about which section in HQ they are supposed to be relating to on different issues. The seemingly duplicating role of Geneva Office, DPA, PFO and GCO vis-a-vis UNICEF's several aspects of relations to the national committees must be resolved. It may be worthwhile to set up better defined focal points that could relate more clearly with National Committees.

The lack of UNICEF's recognition for many of the National Committees innovative and wide-reaching campaigns and alliances in advocacy and fundraising is also a source of continued dissatisfaction. We feel this to be of justifiable concern especially when one compares the astounding networking and social mobilization activities of say, the Italian or German Democratic Republic Committees with the mobilization work of many UNICEF Field Offices. UNICEF's Secretariat tends to over-publicize the latter while the former may, in fact, be role models for many field offices in how to attract broad segments of the public.

Another cause for irritation, on the part of Committees, is the current absence in UNICEF of leadership in Development Education and the virtual disappearance of that phrase from many of its NYHQ's publications. This is in direct contradiction to the 1983 Executive Board recommendations and the previously cited Executive Board documents. It is difficult to understand why UNICEF HQ has neglected this field lately. It may, in fact, be an effect of too many other initiatives, or it may be a too literal interpretation of the 1983 recommendation that National Committees take the lead in development education.

- ii) As regards the Committees' views on the information support from HQ, there is an appreciation of the large number of products. For various reasons, however, many of the committees seem unable to utilize these products fully. In this regard, we should also mention some Committee's and NGO's appreciation of and need for the country situation analyses, documents that many Committees rate as an extremely important fundraising and advocacy tool.

iii) The need to tighten the relationship between National Committees, establishing clearer links to HQ and the field and possible modifications to the recognition agreement including establishment of criteria for selection of chief executives, salaries, campaigns, and other aspects of the relationship between National Committees and the UNICEF Secretariat are further discussed in pages 26 to 28 of Annex III. The heterogeneity of National Committees, their inability at times to agree together on several issues and their unhappiness at feeling "isolated" from decision making within UNICEF, calls for stronger leadership on their part as well as on UNICEF's part.

It seems therefore timely that the Recognition Agreements and supplementary agreements between UNICEF and National Committees should be revised/amended as necessary to reflect:

- a) Strengthened partnership and early consultation about opportunities, needs, problems, goals, workplans.
 - b) Standards of conduct befitting the high ideals of the United Nations and in keeping with UNICEF's image; Adherence to policies established by the Executive Board including principles of frugality and cost effectiveness, criteria and principles covering retention, how to use it, and what to do with surpluses.
 - c) A practical mechanism for guidance to National Committees by the Executive Director when necessary.
- iv) As regards NGOs, the evaluation team interviewed six NGOs. While we noted their warnings that the multiplicity of aims and differences among NGOs are so great so as to make it impossible for any one NGO to speak for all, we nevertheless noted their collective request to be taken much more seriously by the various HQ and field offices they come into contact with. Annex I goes into this in more detail. Annex II reveals how important most field offices rate NGOs. Among the interesting findings of this evaluation are the importance of NGOs as compared to religious institutions, (Annex II), and the need for Programme Division to work more closely with NGOs. (Annex I)

UNICEF publicity must give more attention to these vital partners of UNICEF, both in terms of their ability to enhance UNICEF's programme effectiveness in the field and also to enhance fundraising in their own countries. It is interesting to note that one large NGO (Rotary International) noted that UNICEF assists NGOs to a remarkable extent by facilitating their access to national decision makers, assisting them in field travel to relatively remote places and in sum, does much to raise their effectiveness vis-a-vis their contributors. Thus, the cooperation is two way.

The evaluation team recommends more of an in-depth survey and evaluation of several aspects of NGOs' work with UNICEF, including how to ensure a more senior programme involvement.

e) Interviews with Government Officials in non-industrialized and industrialized countries

Annex I presents the results of these interviews, conducted by all members of the evaluation team, in detail. It is clear that the work of UNICEF is greatly appreciated by all the officials interviewed. There is, nevertheless, increasing unease about UNICEF management's preoccupation with global events and certain alliances. With only few exceptions, most of the European officials interviewed, whether from socialist or non-socialist countries, consider several of these events to have been poorly conceived or planned, too remote from beneficiary activities, and relatively expensive for what they achieved. These activities may therefore affect the appreciation of UNICEF as a field-based, nuts and bolts type organization. Many governments expressed concern about UNICEF's management, which they feel needs strengthening to avoid confusion about UNICEF's external relations policies, functions, procedures and effectiveness.

These criticisms of UNICEF's management and global initiatives are not echoed by the government representatives of non-industrialized countries, with the exception of the "nationality" bias that, they believe, characterizes some of the more recent higher level appointments. Global initiatives, be they the First Earth Run, round tables, or higher level advocacy in regional and global bodies, are without exceptions welcomed by the non-industrialized countries' officials. The recent work in Adjustment with a Human Face is especially appreciated by the non-industrialized countries. Government officials both in non-industrialized and industrialized countries considered that the bulk of UNICEF's resources should continue to be devoted to strengthening programme delivery. The balance between advocacy and programme delivery should emanate from a more specific analysis of the country situation. (Annexes I, II, and III).

f) GCO, Special or Global Events and Private Fundraising within the UNICEF structure

The recent decision to upgrade the level and management of private fundraising is causing some controversy both within and outside UNICEF. It may be too early to comment on the implications, although most people interviewed clearly welcome the criteria and guidelines for global events as presented in Board paper E/ICEF/1988/L.8/Rev. 1 of 16 August 1988. There is, however, some unhappiness on the part of certain HQ, government and National Committee officials, with the placing of large or global private fundraising events within GCO, which is perceived to be almost an "independent" entity within UNICEF.

The strongly held belief within GCO that they are "businessmen" and that their work can succeed only by having a more independent structure especially when it comes to big special private fundraising events that will mostly depend on "cost-benefit analyses" is not accepted, particularly because of the relative isolation of existing GCO staff from development type issues. There is a fear among HQ staff interviewed that the GCO oversight and consultative body termed SEHAC which is to oversee this aspect of GCO's work (see also GCO report on this dated 25 September, 1989), may not be able to function as it should, given GCO's propensity for independent procedures.

The Evaluation team considers that it is too early to judge these recent decisions to put large private fundraising events within GCO, but it does recommend a closer and direct reporting relationship of GCO to the Deputy Executive Director for External Relations as recommended and understood from the Board papers of 1981 and 1983 on External Relations.

Furthermore, the evaluation team recommends that Management pay particular attention to GCO's relations and handling of these special events with the field offices, since the field offices (as well as the National Committees) complain that there are already too many conflicting orders and requests emanating from Headquarters for events of a special or global nature. The lines of authority must be clearly delineated and there must be one voice that speaks on all such initiatives. Hence our recommendation that the most senior Executive Officer responsible for such events be decided upon, once and for all, instead of having various functions located in the Front Office, GCO, DOI and DPA.

Finally, as regards GCO, it must be said that the evaluation team was impressed by its popularity with some of the National Committees. Others (mainly UNICEF staff) questioned whether it was justified for GCO to have such a large number of staff. Nevertheless, by and large, of all the structures within UNICEF which we queried the National Committees on, they said they worked best with and had the best service from GCO. The professionalism and dedication of GCO's staff was evident to us. Nevertheless, there must be better coordination in the production of advocacy and information material between GCO, the Division of Information and Programme Division in order to produce more accurate advocacy materials. It seems that all around, there needs to be a closer relationship among GCO, PFO, DOI, DPA, Programme Division and the Evaluation Office for ensuring the accuracy of information on both the details of problems affecting children, as well as the possible impact of UNICEF's programmes. Pages 23 to 26 of Annex III go into much more detail on the possible modifications needed to enhance GCO's products and advocacy.

g) Geneva Office

There is some unhappiness within Geneva about the late arrival or notification of newsworthy material from Headquarters, since much of the material must be translated into French or other languages for use in Europe. This seemed to be the only "serious" complaint about Headquarters from the staff there and we must ascribe this to the current relatively good relationship between HQ and Geneva Office. On the other hand, the functions of the Geneva Office need to be looked at in more detail and perhaps the structures modified. The logic or effectiveness of the current structure is far from clear and does not appear to be commensurate with the role expected to be played by a UN agency in Geneva nor by the opportunities offered by that location. Some senior government and National Committee representatives in Europe that were interviewed, have also complained that they consider it too time consuming to travel or be briefed by UNICEF personnel located in New York, when they could or should have the briefings and a closer relationship with the UNICEF Geneva Office. The current logic that UNICEF Geneva should primarily (or solely, depending on who one talks to) represent UNICEF's activities with European National Committees and NGOs may have to be looked at again. It is also most confusing to hear as we did, that the Geneva Office is to deal with National Committees in "logistical" matters, while New York is to deal with them for "policy" matters. We do not consider this division of labor to be a practical arrangement.

Finally, as regards the Geneva Office, the work of the Documentation Centre there (in conjunction with NYHQ Library) must be praised. Their ability to undertake and record audience research (National Committees, Field Offices, UN and European public) by types of information material produced in UNICEF, is an example to GCO and DOI of how to better undertake this type of research. It is also a testimony to how (essentially) GS staff can contribute and be used well.

h) Costs and Benefits

The true cost of raising global consciousness for and on behalf of children by UNICEF may be impossible to obtain, for clearly in addition to the External Relations Group it will include the time and expenses of field and regional offices, National Committees, Volunteers, NGOs, the Executive Director and many others.

For the External Relations Group, however, taking 1988 costs, some US \$ 14 million per year is earmarked for the administrative budget, another approximately 2.5 million came from the IFPPE (half of which went to production of the SOWCR), and approximately \$ 30 million represents GCO's total costs for that year. This totals approximately US \$ 46.5 million which may be considered as the total HQ external relations budget for 1988.

For field offices, it is very difficult to arrive at precise costs because no "code" was ever inserted for "External Relations" expenditure in the GFSS system. "Social Communication or Mobilization" is present, but the external relations costs related mainly to a Representative or Regional Directors and some ancillary staff time are not easy to arrive at. Assuming however that these come to some 10% of the total expenditure for all field offices and sub-offices, we can say that another \$ 40 million may be spent globally by UNICEF in the field for external relations.

Combining the above HQ and field figures, we can therefore assume that around US\$ 80 to 100 million may have been spent in 1988 on "external relations" (however defined!). The total UNICEF budget for that year is approximately US \$ 500 million so total costs for external relations come to around one fifth or 20% of the total UNICEF budget.

To calculate "benefits", we must assume for the sake of this paper, that all Supplementary and Emergency funds obtained by UNICEF are a direct result of "External Relations".*

Supplementary and Emergency funds obtained in 1988 were around US \$300 million (E/ICEF/1989/3, Medium-Term Plan). Thus, the cost-benefits may be calculated by dividing the above \$ 300 million by the \$ 100 million expenditure figure (costs) which gives a cost-benefit ratio of 1:3 which is very good by most "economic" standards!

If we would include general resources' funds in the calculation, the cost-benefit analysis would yield a ratio of approximately 1:6. We should also note that since funding for UNICEF has increased from most sources every year, the "benefit" side of the equation is in fact greater than we calculated above.

Thus, carrying the argument even further we may therefore assume that from a financial point of view, UNICEF's external relations policies are most "effective"!

Another positive finding is that the UNICEF budget for the External Relations Group has been remarkably constant since 1984. There is practically no increase in the budget when adjusted for inflation (6% per annum) between the 1984-85 external relations budget and that projected for 1990-1991, as shown in the enclosed tables and charts. Similarly the proportion of core and project posts in external relations as compared to the rest of UNICEF remains fairly stable during the last seven years, at around 5% of total posts. Naturally, since there is within UNICEF a significant increase in project funded posts overall, that is also reflected in External Relations project funded posts which increased from 6 in 1984-85 to a projected 31 in 1990-91.

While appreciating the high impact of the SOWCR, one should nevertheless note that costs for the SOWCR have increased from US\$ 0.48 million in 1984 to \$ 0.95 million in 1985, to \$ 1.4 million in 1987-88 (E/ICEF/1985/CRP.27, E/ICEF/1986/CRP.5, E/ICEF/1988/P/L.39 on Global Funds). The cost may be even higher if we include costs incurred by Geneva and other offices, press shows, and representation and travel costs by others. Perhaps it may be more advisable for UNICEF to place the SOWCR budget within the administrative budget for External Relations, as well as other elements of global advocacy, such as Parliamentarians, Nurses, Pediatricians and Artist type conferences and support.

* General Resources budget is left out because it is assumed for the sake of this argument, that these, more or less, represent fixed government contributions. That such funds are also largely due to UNICEF's perceived effectiveness is acknowledged.

Similarly, there is reported to be some concern on the part of many interviewed in HQ with the manner in which GCO will be adding several posts for the Special Events and New Initiatives Section (25 September 1989 document). It is felt by some in the Comptroller's Office for instance that more transparency and discussion is needed, since the BPRC does not have oversight responsibility for GCO's budgets. A Committee composed of the Executive Director plus the three Deputy Executive Directors plus the Executive Secretary (GCC), with the Comptroller as observer, is the GCO's "oversight" committee. The evaluation team would have been happier if GCO's budget also came under the BPRC.

i) Perception of other UN personnel

The favorable perception of UNICEF is not confined to non-UN personnel. Most UN officials (including IMF and the World Bank) interviewed confirm this. Even in the World Bank and IMF, there is, for instance, appreciation and acknowledgement that had it not been for UNICEF "adjustment" publications and rhetoric, as well as some other UN meetings, publications and resolutions, the social compensation packages now being implemented by these agencies would have been delayed or not be as far-reaching. Similarly, the level and intensity of UNICEF's senior management's work in UCI and CSDR are seen to have stimulated WHO, and certain bilateral agencies, to move in the directions they are moving in with more intensity. UNICEF's ideas for certain publications, like the SOWCR and Facts for Life, as well as countless speeches and alliance building initiatives have according to the various agencies' personnel, stimulated awareness and understanding among wide segments of the public in both industrialized and non-industrialized societies. This is gratifying testimony to the effectiveness of UNICEF's external relations work.

Nevertheless, there is some irritation among these same agencies' personnel about UNICEF claiming credit in some instances for initiatives that emanated elsewhere, as well as instances of UNICEF personnel not grasping sufficiently the technical and scientific complexities of much of the work they are dealing with. There is a feeling, especially among WHO and the World Bank that insufficient technical discussions take place within UNICEF about the consequences of several initiatives.

SUMMARY OF MANAGERIAL ISSUES WITHIN EXTERNAL RELATIONS

The evaluation team must reluctantly conclude that the "who is in control" syndrome is a reality for and within the External Relations Group. Annex III describes in further detail the perception that the authority and decision-making powers within External Relations are diffused and also weakened by the perception that the Executive director is the only credible source of initiative and decision-making for External Relations. Some senior staff members complain that they have little control over the multiplicity of requests and initiatives that emanate from the "Front Office". Consequently, relatively little in the form of strategy-making and planning within the External Relations Group takes place. The evaluation team, nevertheless, feels that more initiative and effective management could be exercised by managers in External Relations.

Internal communications within UNICEF is also a problem for the external relations staff. There appears to be a tendency for External Relations staff to consider information dissemination and public relations outside UNICEF to be much more important than consolidating internal communications to the National Committees, to the field and within other HQ divisions. The survey of field offices identified three major needs: a) better clarity of external relations goals; b) greater participation of field offices in formulating country specific goals; c) better and more training of staff of all levels in planning and implementing external relations (Annex II).

Thus, it may be that external relations is too "external". Perhaps a change in name would be advisable to strengthen the internal communications aspects.

External Relations staff interviewed claim that about 50% of their work was in connection with sudden or unplanned activities. (Annex III.) According to the Consultant, Mr. Colin Fraser, and some members of the evaluation team, there is some justification in calling for better manpower and strategic planning, and to look at possible staff shortages in overburdened sections of especially DOI. Furthermore there is a need to appoint managers who have proven managerial skills. As in other parts of UNICEF, management positions should be reserved for those who have managerial skills, not only public relations or technical expertise. These and other recommendations are discussed in more detail on the pages 30 to 34 of Annex III.

There is a strong perception among UNICEF field staff that neither senior, nor mid-level managers in External Relations have sufficient UNICEF field experience. Although many do travel a great deal to regional meetings and to field offices, their familiarity with the realities of field work and communicating with the needy, is stated, by some in the field offices, to be too limited. This perceived lack of understanding is seen to affect the relevance of their services to the field.

This relative isolation is exacerbated by the relative paucity of information given to the impact of external relations in annual reviews and other field based reports. The absence, relative disinterest, or silence of external relations staff in HQ (with the exception of PFO), concerning most of the annual reports reviews and country programme analyses conducted at HQ, is striking. It seems that either little training is given to such staff on how and why one should evaluate external relations and social mobilization impact or they simply are too overworked and exhausted to care about what seems to them to be of lesser priority.

Furthermore, the intermediate or junior HQ based external relations personnel who are eager to learn and idealistic are NOT encouraged to travel enough to the field. They have either too much to do in HQ or insufficient budget to travel on. The Programme Funding Office (PFO) is clearly an exception here. Its close work with the field as well as with donor governments is an example of collegial and productive cooperation.

There is an increased tendency for some Field and Regional Offices to produce an increasing number of public relations orientated and self-serving reports. Perhaps this is due to the example given by headquarter's management and to the lack of emphasis given to monitoring and substantive impact evaluation. This is further encouraged by a tendency to discuss and publicize only good news in internal publications and meetings. At times, the emphasis on external relations is so great at senior internal meetings, that other managerial and programme issues that could be more important to the organization as a whole, are relatively ignored or repeatedly postponed.

We would like to end by quoting a European government official:

"Perhaps UNICEF is trying to do too many things and in the process losing focus. Some of the big events that UNICEF undertook because it had the capacity to do so were not so successful. UNICEF already has a good image and we are not sure what it wants to achieve. We want UNICEF to remain primarily a development agency. We want to focus more on programmes, as the central activity, with advocacy only as a natural support, but advocacy and external relations should not themselves be the main area of focus. So long as UNICEF has a strong development base and good programme delivery, advocacy can be handled."

The evaluation team agrees.

COST COMPARISON FOR EXTERNAL RELATIONS

1984-1985

DIVISIONS/OFFICES	STAFF						CAT I & II
	CORE			PROJ			
	IP	NP	GS	IP	NP	GS	
PFO	8	0	6	0	0	0	2,246,716
DI+PA	18	0	26	1	0	0	9,826,621
GENEVA	18	0	36	1	0	3	8,862,258
SYDNEY/TOKYO	1	5	9	1	0	0	1,657,540
EXDIR's OFFICE	1	0	1	0	0	0	381,111
=====	==	==	==	==	==	==	=====
	46	5	78	3	0	3	22,974,246

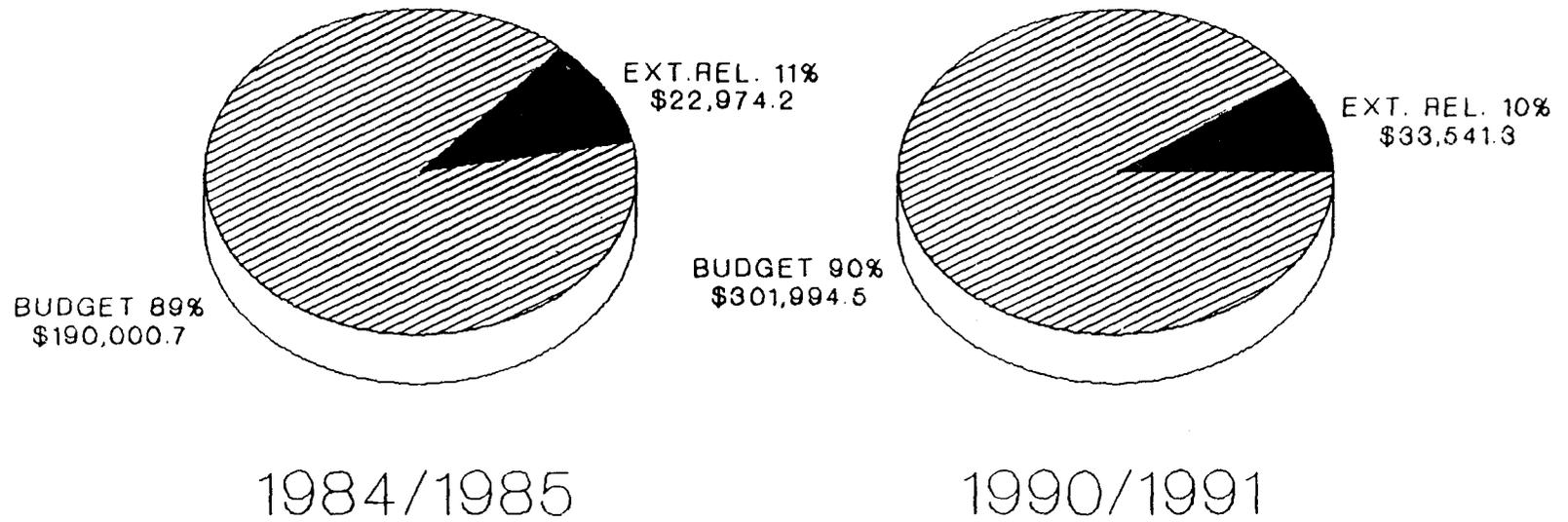
1990-1991

DIVISIONS/OFFICES	STAFF						CAT I & II
	CORE			PROJ			
	IP	NP	GS	IP	NP	GS	
PFO	8	0	7	7	0	5	2,800,924
DI+PA	18	0	31	8	0	5	15,326,999
GENEVA	13	0	28	5	0	1	11,576,239
SYDNEY/TOKYO	2	4	7	0	0	0	3,325,369
EXDIR's OFFICE	1	0	1	0	0	0	511,744
=====	==	==	==	==	==	==	=====
	42	4	74	20	0	11	33,541,275

EXTERNAL RELATIONS COSTS (BY YEAR)					
	1984	1985	1988	1990	1991
PFO	1,084,247	1,162,469	1,098,701	1,361,063	1,439,861
DI+PA	4,745,156	5,081,465	5,683,495	7,661,378	7,665,622
GENEVA	4,345,307	4,516,951	5,678,896	5,690,778	5,885,461
SYDNEY/TOKYO	797,172	860,368	1,466,093	1,624,041	1,701,328
EXDIR's OFFICE	181,600	199,511	224,333	248,307	263,437
=====	=====	=====	=====	=====	=====
	11,153,482	11,820,764	14,151,518	16,585,567	16,955,709

COST COMPARISON FOR EXTERNAL RELATIONS

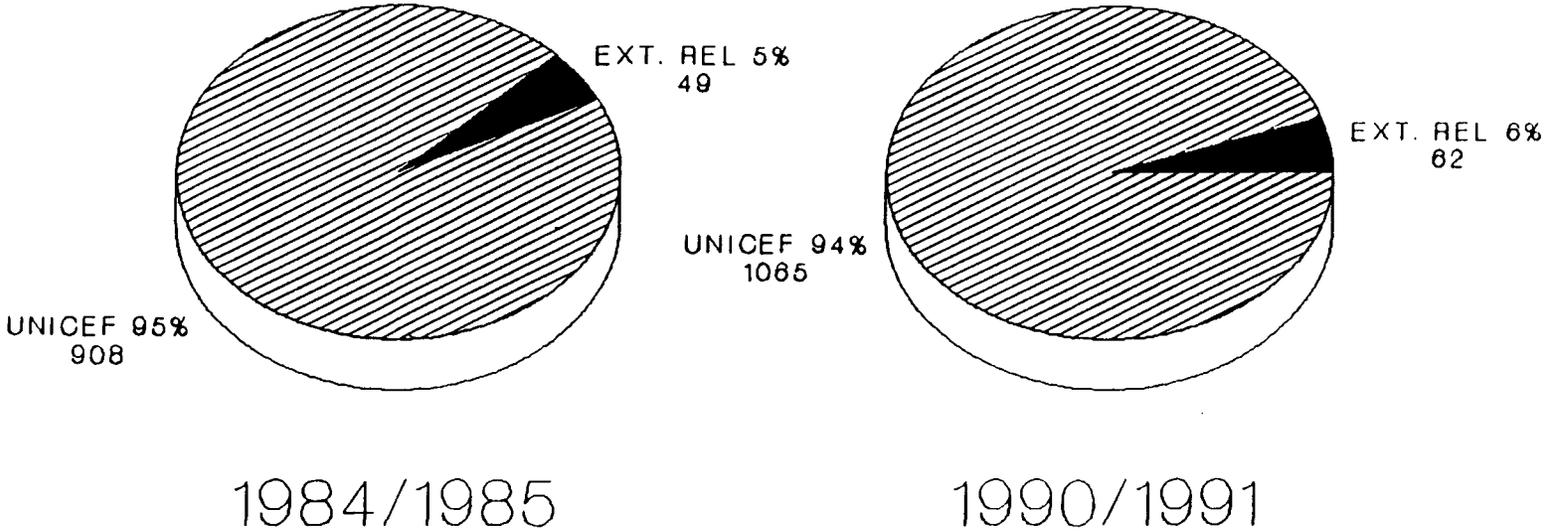
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Excluding GCO

TOTAL NUMBER OF IP POSTS FOR External Relations vs Total UNICEF

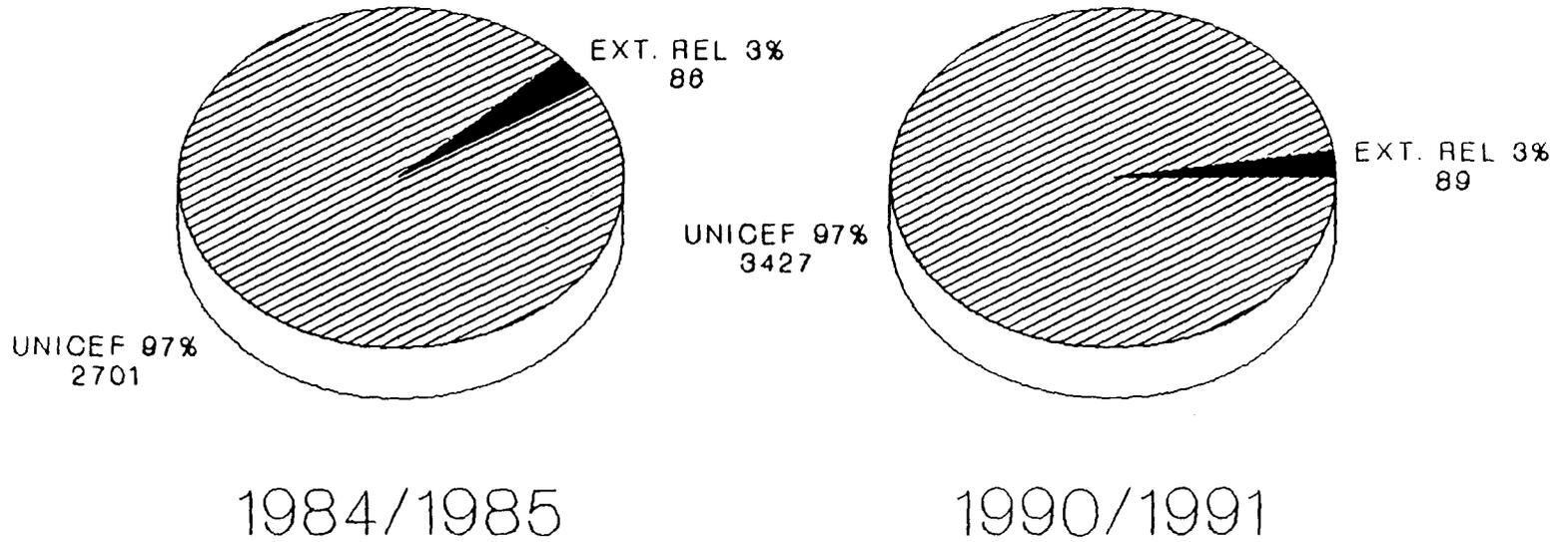
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(Core & Project excluding GCO)

TOTAL NUMBER OF GS/NP POSTS FOR External Relations vs Total UNICEF

39



(Core & Project excluding GCO)

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RESOLUTION 89/11

UNICEF EXTERNAL RELATIONS POLICIES AND FUNCTION

The Executive Board.

Recalling its decision 1987/11 and resolution 1988/12 on the restructuring of regional offices and headquarters locations,

Reaffirming the external relations guidelines contained in document E/ICEF/L.1455 on UNICEF external relations which were endorsed by the Executive Board in 1983 and reaffirmed in 1988,

Having considered document E/ICEF/1989/L.4 entitled "UNICEF external relations, policies and function",

Reaffirming the importance of the UNICEF external relations function in relation to all countries, in particular to improve programme delivery and to strengthen advocacy and fund-raising,

1. Requests the Executive Director, in close consultation with Board members and National Committees, to carry out an in-depth analysis and evaluation of the effectiveness of current UNICEF external relations policies, functions, guidelines and activities, making appropriate use of outside expertise;
2. Further requests the Executive Director to outline, on the basis of the above-mentioned analysis and evaluation and in close consultation with Board members and National Committees, the future role, policies, guidelines, functions, priorities and activities of external relations;
3. Further requests the Executive Director, taking into account the views expressed at the 1989 Executive Board, to submit a consolidated report on the requests referred to in paragraphs 1 and 2 above to the 1990 Executive Board;
4. Further requests the Executive Director, recognizing the importance the Executive Board attaches to the Geneva Office, to take into account, in carrying out the above requests, the particular responsibilities of this office vis-a-vis the European National Committees and non-governmental organizations based in Europe;
5. Further requests the Executive Director to include in the document on UNICEF strategies for the 1990s to be presented to the 1990 Executive Board, priorities for external relations activities in the 1990s, taking into account the views expressed by Executive Board members at the 1989 session.

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21 June 1989

UNICEF External Relations Policies and Function

Terms of Reference
for the Analysis and Evaluation

1. Preamble: The analysis and evaluation under reference is pursuant to Executive Board Resolution 89/11 and is undertaken by the Executive Director, under his authority, and conducted by the Director of the Evaluation Office. The results will be used by the Executive Director to prepare the report requested by the Executive Board, under the above resolution.
2. Purpose: To conduct an in-depth analysis and evaluation of the effectiveness of current UNICEF external relations policies, functions, guidelines and activities, particularly in relation to improving programme delivery, strengthening advocacy, and fund raising, and to make appropriate recommendations for the future, in close consultation with Board members and National Committees for UNICEF.
3. Basis: The policies, functions and guidelines which are the subject of this exercise are those which are described in Executive Board document E/ICEF/L.1455 (of 1983) which was approved by the Board. Further background information is given in documents E/ICEF/1987/L.4, E/ICEF/1988/L.8/Rev.1 and E/ICEF/1989/L.4. The Medium Term Plan, which is updated annually, is also a useful background document.

Note: Although the above documents constitute the formal basis for analysis and evaluation, it must be understood that these Board documents were not initially formulated to provide baseline data or criteria with a view to a rigorous evaluation and that some aspects of these formal documents lend themselves to evaluation more than others.

4. Process: The analysis and the evaluation will be undertaken essentially as complementary processes and methodologies. Together, the analysis and evaluation will cover the full range of policies, functions, guidelines and activities and will focus particularly on those which have been critically highlighted by the Board or the National Committees. These are elaborated on under points 5 and 6 below.
5. Activities: It must be recognized that it is impossible, in the short time available, to analyse and evaluate the effectiveness of all the activities conducted in external relations. The following list of external relations functions, processes and activities, has been selected for evaluation:

- (a) Major thrusts: Such as Child Survival and Development Revolution (CSDR), Universal Child Immunization by 1990 (UCI/1990), Adjustment with a Human Face (AWHF), Convention on the Rights of the Child, Bamako Initiative, International Year of the Child 1979 and the 10th anniversary.
- (b) National Committees: In the industrialised countries UNICEF's External Relations are carried out primarily by National Committees. These include UNICEF's major advocacy activities, such as the Greeting Card programme, information dissemination, media communications, development education, as well as private sector fund raising. The partnership relationship of UNICEF with the National Committees in all these external relations and advocacy functions should be clearly defined. In addition the role of National Committees should be identified separately from those of NGOs.

The evaluation will look at the effectiveness of these processes on advocacy and fundraising.

- (c) Alliances: Such as high level advocacy, meetings of artists and intellectuals, roundtables, work with parliamentarians.
- (d) Interaction with NGOs.
- (e) Special/Global Events: Such as Sportaid, First Earth Run, benefit performances, celebrities.
- (f) Communications strategies, social mobilization, Facts for Life, political level mobilization.
- (g) Information activities: e.g. State of the World's Children Report (SOWCR), publications, co-productions, media relations, TV/radio/electronic media, development education.
- (h) Private sector fund raising, including the role of GCO and National Committees.

6. Points Requiring Special Attention:

- (a) Provide clear definitions of terms used, including "external relations," "advocacy", "programme delivery" and other terminology.
- (b) Is there any evidence of positive or negative effects of global advocacy on funding and programme delivery?
- (c) What are the complementarity and balance between global advocacy and programme delivery?
- (d) What is the role of advocacy and social mobilisation in programme delivery?

- (e) The effect of mobilising top-level leadership for children.
- (f) How are goals set, how are workplans developed and how effective are work processes in fulfilling external relations functions?
- (g) How adequate are the systems and indicators to monitor the effectiveness of external relations activities and to provide feedback, and how is such monitoring used?
- (h) The cost effectiveness of conducting functions and activities in external relations.
- (i) The particular responsibilities of the Geneva Office vis-a-vis National Committees and NGOs based in Europe.

7. Methods:

- a) The Evaluation team (see paragraph 8 below) will undertake the study/evaluation using interviews, in-dept surveys and review of documentation to arrive at the necessary conclusion on the impact, effectiveness and actual and perceived function of external relations activities.

The methodologies, to arrive at the above, will include the design and use of appropriate questionnaires, interview techniques and statistical analysis of the results where appropriate.

The methods will be applied in selected developing and industrialised countries, on the basis of a workplan and list, which is to be prepared by the evaluation team. A tentative list of countries could be:

Brazil
 Burundi
 Canada
 Colombia
 Egypt
 El Salvador
 Federal Republic of Germany
 Finland
 France
 German Democratic Republic
 Ghana
 Indonesia
 Italy
 Nigeria
 Poland
 Senegal
 Sri Lanka
 United Kingdom
 Zimbabwe

(b) The analysis and evaluation will include horizontally a rapid assessment of a reasonably large number of issues and vertically an in-depth look at selected activities, as per 5 and 6 above in relation to:

- i) Programme Delivery
- ii) Country Advocacy
- iii) Funding

8. Reference Group: A reference group will ensure close consultation with Board members and National Committees and be a conduit for advice, ideas and exchange of data.

The Executive Board, through the Bureau, has designated the following six members to the Reference Group:

Ms. Margarita Dieguez (Mexico)
Dr. Suyono Yahya (Indonesia) represented by Mrs. Syahrudin
H.E. Mr. Paul Bamea Engo (Cameroon) represented by Mrs. Elsie Mbella Ngomba
Mr. Frank Majoor (Netherlands)
Dr. Hodra Badran (Egypt) represented by Dr. Mohamed Noman Galal
Mr. Takeshi Kagami (Japan).

Likewise the National Committees for UNICEF have designated as their representatives to the Reference Group Mr. Harry Black (Canadian Natcom), and Mr. Arne Stinus (Danish Natcom), and a third representative to be named. The Reference Group will review progress at three stages.

These are:

- i) Terms of Reference
- ii) Mid-term Review, and
- iii) First draft of the Evaluation Report.

9. It is understood that outside expertise will be used to undertake specific tasks. For example:

- Undertaking specific interviews.
- Developing specific methodologies for data collection and analysis.

10. Duration and Timing:

It is expected that the collection of data and commission of papers will be conducted in a 3-1/2 - 4 month period and be completed by October 1989. Subsequent synthesis and analysis, as well as the draft evaluation report will be ready in November 1989.