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UNICEF "DELPHI PANEL" ENQUIRY

ADVICE FROM THOUGHT-LEADERS
AROUND THE WORLD
ABOUT UNICEF AND ITS FUTURE

Conducted in connection with the UNICEF Management Study

UNICEF
New York, NY

DECEMBER 30, 1994

This report is confidential and intended solely for the use and
information of the client to whom it is addressed.

BOOZ ALLEN & HAMILTON INC.

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This is one of four documents comprising the UNICEF Management Review, as engaged by the Secretariat at the request of the Executive Board in March, 1994.

The project was jointly funded by UNICEF and a pro bono contribution by Booz-Allen & Hamilton.

A progress report was made to the Executive Board on October 3, 1994.

The four final documents include:

- UNICEF Management Study
- Executive Summary
- Management Study Workshops Report
- Delphi Panel Report

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Table of Contents

Page

1	Objective and methodology
2	Participants
3	Major findings
6	The questions and answers
6	Mission - broad or narrow?
11	Global goals and local goals
14	Convention on the rights of the child
17	UNICEF's special contribution
20	Trend in funding
24	Quantifying the trend
26	Voluntary contributions or assessments?
28	Private support
31	Trend in emergencies
34	Priority for emergencies
38	Development assistance
40	Aid to provinces and other sub-national locations
42	NGOs
45	Relationship with other UN entities
49	UNICEF organization
52	Cost-effectiveness, transparency, accountability
54	Pace of programs and marketing
56	Evaluating overall performance
59	Improving activities
62	Long-term mission

John A. K.

UNICEF "DELPHI PANEL" ENQUIRY

- **Objective of this enquiry**

As Booz•Allen & Hamilton prepared to launch the UNICEF management study, it became clear that the project would benefit from some independent outside counsel on "futures". After all, the new study was expected to anticipate needs and opportunities as much as 10 or 15 years out. To avoid depending entirely on the assumptions of one internal group or another, we chose to assemble some external best judgments as well. That prompted us to propose a research project in which we would ask a substantial number of well-informed people of high standing around the world to help predict the environment in which UNICEF will be operating during the next 10-12 years. This was called the "Delphi project", even if a simplified version of the classic Delphi approach.

Executive Board members and high-level Secretariat persons recommended candidates. It was agreed that members of the UNICEF Delphi panel should have these characteristics:

- Personally interested in humanitarian affairs, with at least some understanding of what UNICEF is and does.
- Intelligent and articulate: known "thought leaders"
- Students of human affairs and world affairs
- Having credentials that demand respect: universitarian; diplomat; civil servant; person experienced in humanitarian causes; perhaps experienced in government or private programs for emergency and/or development programs; writers, historians, medical doctors, scientists and qualified industrialists.
- Person regarded highly in the international community who would bring distinction and credibility to UNICEF's Delphi panel.

- **Methodology**

Delphi panel members were interviewed either in person or by questionnaire about their perceptions of trends in humanitarian donations, public and private funding, the areas of future need including emergencies, and a wide panorama of important issues facing UNICEF, for which "consolidated best judgments" are the best way to foresee the future. Some panel members chose to skip certain questions. A few answers were not included when they seemed not directly pertinent to the issue in question. Several persons requested anonymity with regard to part or the whole of their comments and this was respected.

- **Participants**

As of today's draft, these 26 panel members have provided their answers. Other responses will be added in a future "edition":

- (1) HRH The Princess Royal, United Kingdom
- (2) Ms. Laetitia van den Assum , Ministry of Foreign Affairs, The Netherlands
- (3) Dr. Adhyatma, Former Minister of Health, Advisor to the President, Indonesia
- (4) Dr. Hoda Badran, Chairperson, UN Commission on Child Rights - Cairo
- (5) Mr. Harry Belafonte, UNICEF Goodwill Ambassador
- (6) Mr. David Bryer, Director, OXFAM, UK
- (7) Ms. Margaret Catley-Carlson, President, The Population Council
- (8) Professor Lincoln Chen, Harvard Center for Population & Development
- (9) Mr. Peter Crowley, Managing. Director, Save the Children Alliance, Geneva
- (10) Dr. Charles A. Egger, President Honoraire, RAFAD, former Deputy Exec. Director
- (11) Dr. Ali Fakhro, Minister of Education, Bahrain
- (12) Prof. Ryokichi Hirono, Faculty of Economics, Seikei University, Japan
- (13) Mr. Paul McCleary, President, Christian Children's Fund
- (14) Prof. Vitit Muntarbhor, Chulalongkorn University, Bangkok, Thailand
- (15) Ms. Sadako Ogata, UN High Commissioner for Refugees
- (16) Dr. Ali Oumlil, Secretary General, Arab Thought Forum, Amman, Jordan.
- (17) Dr. Leticia Ramos Shahani, Senator of the Philippines
- (18) Mr. François Rüegg, Secretary General, International Catholic Child Bureau
- (19) Mr. Mohamed Sahnoun, International Development Research Center, Ottawa
- (20) Dr. Richard Sandbrook, Executive Director, IIED
- (21) Prof. Klaus Schwab, President, World Economic Forum
- (22) Mr. John Sewell, President, Overseas Development Council, Washington, DC
- (23) Ms. Jill Sheffield, President, Family Care International
- (24) Professor Carl Taylor, School of Hygiene & Public Health, Johns Hopkins
- (25) Mr. Knud Vilby , author and editor, Mellemsfolkeligt Samvirke, Copenhagen
- (26) Prof. Kano Yamamoto, International Christian University, Tokyo

- **Major Findings**

With this number of qualified outside observers, it isn't easy to assemble an "overview", but we will try. The major messages the Delphi panel members have, on balance, for UNICEF are these:

(a) A substantial number of panel members believe UNICEF should be careful not to spread itself too thin because it might have trouble sustaining its ambitious agenda for the long haul. But some outsiders, more concerned about the "big picture," tend to see no harm in a very broad mission on the grounds that this gives UNICEF a huge repertoire, consistent with the Convention on the Rights of the Child, from which to draw local solutions. In any case, many panel members believe that UNICEF must re-think its priorities and decide, for example, to what extent it should be a policy advocate in the future and to what extent an operational aid institution. Virtually all perceive that the future will demand significant changes in mission, strategy and priorities recognizing the social well-being of children and increasing need for advocacy.

(b) No respondent goes so far as to renounce "global goals", but in most cases the members of the Panel give their endorsement to a limited use of global programs with the proviso that this does not pre-empt local programs, which they largely consider to be fundamental. There is a sense that seen in proper perspective, both global and local goals can be justified for different reasons, but the process of harmonization of the two isn't necessarily working well today. Several panel members allude to heavy-handed tactics in imposing the global goals, especially in Africa, where goal realization seems out of reach in some countries.

(c) Even the observers who call for "focus" still vote for a mandate for UNICEF which is extremely wide in its substance, imposing a kind of "split personality" on UNICEF: the caring local agency for specific local and regional responses to child survival and development needs, and at the same time the effective world advocate addressing issues of massive importance and scope. This is obviously a tall order. Advice on HOW to do this is ample and varied.

(d) Respondents laud UNICEF for its operational skills, and there is now a tendency to invite UNICEF to act as leading advocate for children. UNICEF is often called upon to behave as a polarizing agent or "standard bearer" for other agencies, NGOs etc, interested in the world's children. On the downside, some believe that UNICEF is not ready for such a role, no matter how nice it sounds. UNICEF is perceived to lack know-how and credibility today, when it comes to complex social ills affecting children. "They have a long way to go", it is said.

(e) UNICEF secretariat leaders tend to minimize this, but almost all respondents are predicting "donor fatigue" and cuts in world spending, and along with that proportional shifts favoring emergency spending. Also predicted are tough-minded challenges from donors concerning the effective management of the spending process. The implication is "more to be done with less money".

(f) Only one or two panel members were optimistic concerning funding trends. And the more optimistic judgments are highly conditional. The majority are predicting funding shortfalls of 15-25% over the next 5-10 years.

(g) With one or two exceptions, the majority of panel members see assessment as a funding mechanism for UNICEF to be inappropriate and undesirable, especially the proposition of depending entirely on assessments. In effect they are saying, "Leave it alone!"

(h) Most panel members take the position that private donations could never make up for slippage in government funding. A few "competitive" NGOs believe that UNICEF should not "work both sides of the street" - in other words UNICEF should focus on government support and not compete with them in the private sector.

(i) Almost without exception, panel members predict a worsening of the burden of world crises. The implication is that if UNICEF is struggling to adopt a meaningful policy on missions and commitment under conditions of emergency, that challenge is not going to be any easier in the future. On a broader level, some seem to be saying that UNICEF leadership should come to grips with the reality of the emergency environment and stop all its soul-searching: Assuming cost-effectiveness can be made a reality, why shouldn't UNICEF be proud of doing excellent work in this troubled arena and continue to do so, at least until the UN manages to organize something better?

(j) There is a mixed sentiment here: (a) UNICEF should sustain its conscience and its capability to respond to emergencies; (b) This responsibility should not overwhelm UNICEF and turn it into something which is too distant from its focal mandate and its traditions; (c) UNICEF should defer to other entities which focus on crisis as their primary mission; (d) UNICEF should negotiate with and support other agencies which are more appropriately designated to be crisis situation leaders. (e) Some panel members are intrigued with the idea of establishing some kind of average "cap", perhaps in percentage terms, for UNICEF commitment to emergency spending. (f) Finally, several panel members urge that UNICEF identify some kind of "niche" - a particular capability that UNICEF does especially well in the emergency environment, and concentrate on that.

(k) Against a background of less money available, most panel members predict greater need for development assistance. Some are saying that UNICEF will have to shape new alliances to help cope with the contradiction of more need versus less money.

(l) On an emotional level it is easy to vote in favor of provincial and community focus. But practically, there may be constraints in terms of resources, infrastructure and even constitutional terms. Some have proposed NGOs as a solution. Still, in some specific geographies, UNICEF has found that this is indeed the way to go: where national governments are too disorganized, too bankrupt or too corrupt. Panel members say "don't go overboard" but they respect the underlying idea. In short, responding to true need and opportunity is the tone of the panel's judgment.

(m) There is a very strong feeling among panel members that NGOs represent a major opportunity for UNICEF. Credit is given for "selective" collaboration with them in the past, but there is a sense that new momentum is possible and desirable. There is even a suggestion that UNICEF has a

potential role as "polarizing agent" and intellectual leader among the NGOs dedicated to children's interests.

(n) Delphi respondents have a sense that structural reform is called for in the relationships among UN agencies and funds. "Coordination" seems a good idea to them. But almost all of them stop short of supporting full-fledged integration. Most of them defend the idea of distinctiveness for the positioning and "image" of UN agencies, especially UNICEF. Many would hate to see UNICEF submerged in a "generic" UN identity and believe it would be bad for children, bad for UNICEF and bad for the UN itself.

(o) Many participants believe that in its rush to "get things done", UNICEF has tended to ignore the issue of "good business practice" and today pays a high price for improvised structure and slap-dash business procedures. And many Delphi panel members point to a "top-heavy" structure at the center. A fairly common sentiment is in favor of good policy and communication capabilities at headquarters and more decentralization.

(p) Even UNICEF's strongest supporters feel that the philosophy of the house is that "the end has justified the means". And this does not encourage transparency, accountability or tough-minded cost management. The implication is that UNICEF management must finally call a halt and reform things, not only to satisfy the Executive Board, but also to satisfy the conscience of the staff. The staff survey reveals that staff members at all levels are worried about waste and cost issues. In the rush connected with emergency projects, to hastily-called meetings to prod performance on goals, there is a sense that a lot of waste is built in.

(q) Some panel members see a certain superficiality in recent program undertakings such as "BFH", "20-20" and one or two other campaigns. Still, one voice cautions the purists: Don't totally dismiss the marketing needs of a fundraising organization. And one or two add, in effect, "if you expect to reach global goals by the year 2000, you'd better move faster." On balance, even though there are some protests about occasional superficiality, this seems to be perceived as part of the dynamic personality of UNICEF and not as a grave weakness.

(r) Each Delphi panel member has his or her "constructive criticisms". But on balance, UNICEF gets high and/or improving grades on performance. (This is consistent with UNICEF staff attitudes: A high level of pride in UNICEF's mission and essential work around the world; a high level of dissatisfaction with certain methods and internal policies; an 82% desire for major change.)

(s) Panel members present a bewildering range of issues for the future that seems so broad and complex that only a consortium of collaborating agencies would seem to have even the slightest chance of confronting them all. But between the lines also appears the suggestion that UNICEF has a lot to do yet before it can feel it has made adequate headway in preparing itself for the new generation of needs around the world, and for assuming the mantle of "lead advocate" for the NGOs and other agencies. Most panel members agree with the statement: "The big social issues are the mission of the future." And many continue to ask, "Is UNICEF going to be ready?"

- **The questions and the answers**

(1) UNICEF sees its mission as a primary advocate for the world's children, acting on programs ranging from nutrition, health and education to family planning, progress for women and child rights. The mission is implemented in situations of emergency and through supply of needed products, capacity building and local empowerment. Is this mission too broad or too narrow? Why? **What is your view of UNICEF priorities?**

Overview: The respondents who are closest to the inner workings of UNICEF, most informed about what it takes to fund and operate its programs for children, tend to believe that UNICEF has spread itself too thin and that it will have trouble sustaining its ambitious agenda for the long haul. Causal factors cited range from overambition to excess complexity to default on the part of other UN entities. Some NGO partners, understandably, would like their own priorities to be built into those of UNICEF. But some knowledgeable observers say that whatever the old definitions were, the Convention on the Rights of the Child now changes all that. Outsiders, more concerned about the "big picture" tend to see no harm in a very broad mission on the grounds that this gives UNICEF a huge repertoire, consistent with the Convention, from which to draw local solutions. But many panel members believe that UNICEF must re-think its priorities and decide, for example, to what extent it should be a policy advocate in the future and to what extent an operational aid institution, and whether or not its destiny is to become "the lead advocate."

"UNICEF's status as an intergovernmental body, its global presence and the level of resources it commands make it the most prominent actor in the field of children's rights. This prominence carries with it a responsibility to ensure that its programmes offer models of good practice and that its contributions to global debates on children's issues are sound and well-informed."

Anonymous panel member

"The range of UNICEF aided activities is already very broad and beyond the possibilities of any agency to comprehend and deal with effectively. The question in future will increasingly be to make critical choices, to allow participation and a real two-way dialogue at the country level, to help countries mobilise new resources that will allow them the continuation and strengthening of essential programmes".

Dr. Charles A. Egger, President Honoraire, RAFAD

"UNICEF Headquarters can sustain a broad set of priorities, lots of different objectives, but from the country view, you have to pick from a menu. The UNICEF range is too broad for individual countries. They're not cost effective when they're spread too thin. They shouldn't have so many goals and targets in the individual country situation. They need to focus more. Of course UNICEF must be able to stand alone and compete. But the trouble is that it's not clear to me what their real role is any more. Their spectrum is so

broad! It used to be so much easier to understand. Now they are extremely diversified and that's dangerous. "

Laetitia van den Assum, Director, International Organizations, Netherlands Ministry of Foreign Affairs

"There is a need for focus. Priorities should be concentrated on children: health, nutrition, education, and rights. For example, since family planning and women's rights are tackled by many others, is there a need for UNICEF to be involved?"

Dr. Ali Fakhro, Minister of Education, Bahrain

"In the earlier years of UNICEF, they were understood to be the agency for children in developing nations. The children in industrialized nations were not included in that. By contrast, today UNICEF is perceived to have the mandate to look after the interests of all children everywhere. The Convention on the Rights of the Child had the effect of universalizing the mission of UNICEF. Thus their role has broadened from a historic responsibility for survival kinds of issues to today's situation where their mandate includes legal, political and advocacy matters. The UNHCR experience is similar, but in the opposite direction. We started out dealing with political and legal matters, but today we are becoming intensely operational. "

Ms. S. Ogata, United Nations High Commissioner for Refugees

"One of the difficulties is that perceptions of UNICEF vary. To some it is about policies, and the business of getting member countries to uphold them. To others it seems to be about being involved more at an operational level than at a political level. One of its difficulties is that being such a huge organisation, it is often expected to do everything from raising the money to actually carrying out the work; and in some ways it has been hijacked by this. It has not, therefore, been able to send the right people to the right jobs. Some of the people I have met clearly didn't know what they were doing and were there principally because it was 'their turn'. This is unfortunate. This problem UNICEF has in common with other huge international organisations. UNICEF must therefore make a decision: To focus on operational work, or to maintain a policies outlook. The Convention on the Rights of the Child (ROC) has highlighted one natural UNICEF role. The measures it describes are now more than mere guidelines, they present the governments which signed them with a legal document. It is evident that some of the nations which signed the ROC are not supporting it. It is UNICEF that should be ensuring that they do - pursuing matters and 'chivvying' national governments."

Anonymous panel member

"A decade ago, I also thought UNICEF was overextended. Despite that, they continued to extend their range and scope far beyond what I thought was possible. They have demonstrated a remarkable capacity to grow and they

have filled voids that no other agency was in a position to satisfy. Some critics are inclined to interpret what I would call "bumpy progression" as a lack of progress at all. The record shows that that has been inappropriately pessimistic, even unfair. But we all have to remember that with each successive generation of missions and goals, it gets more difficult all the time. With direct interventions such as immunization, the issues being confronted are comparatively simple. But with street children, for example, the issue is vastly more complex. We are dealing with poverty, morals, culture, family behavior and all the rest of it. Nobody really has the answers. So the challenges to problem-solving are greater than ever. UNICEF's goals will evolve over time to respond to human need. Advocacy has to stay on top. And I don't see any reason why UNICEF should back off now."

Ms. Margaret Catley-Carlson, President, The Population Council

"The mission is correct - but it is constantly under threat due to the failure of other parts of the UN family. UNICEF finds itself moving into activities - such as general development - because of the lack of capacity and support elsewhere. It must resist this".

Dr. Richard Sandbrook, Executive Director, IIED

"The mission is fine. The real issue for the next decade is how you interpret and implement it. The world ahead will be completely different... The organization needs to respond to a vastly changed policy environment."

John Sewell, President, Overseas Development Council, Washington DC

"The mission is just right. Every issue concerning the rights, health and education - including the social well-being of children, should be covered by UNICEF."

Prof. Ryokichi Hirono, Faculty of Economics, Seikei University, Japan

"The mission itself is right. The problem is UNICEF's need to implement programmes effectively and appropriately. Particularly, emergency programmes require stronger quality control and management."

Professor Kano Yamamoto, International Christian University, Tokyo

"The mission is neither broad nor narrow but the priority should be the capacity building of the institutions of the country. As to priority within sectors, women and education should take priority."

Dr. Hoda Badran, Chairperson, UN Commission on Child Rights - Cairo

"Unicef's mission is indeed very broad, which gives UNICEF the opportunity to be flexible in responding to the wide range of problems of the child occurring in different parts of the world and under different circumstances. With the progress made in the implementation of child survival and development programs in many parts of the world, other problems of the child have come to the surface such as child labor, child abuse, street children etc. Although the mission has broadened, this does not mean that it

is too broad. The spectrum of intervention will increase, especially those which relate to child protection, but the implementation will depend on the local situation and condition. Flexibility without leaving its mandate is important for UNICEF to succeed. With regard to priorities, first priority should be the reduction of high infant and child mortality (child survival); Followed by reduction of growth problems (child development) and finally child protection. The gradual shifting of priority will occur slowly, locally as well as globally, from one side of the spectrum (child survival and development) to the other side (child development and protection.)"

Dr. Adhyatma, MPH, Former Health Minister, Advisor to the President, Jakarta

"It's hard to fence in the mandate to help children and it's easy to find issues to address. Many issues are still relatively unrecognized, such as the fact that three-quarters of infant deaths derive from the poor physical condition that women are in, when they go into labor. What I'm driving at is that some agencies and NGOs tend to be myopic in their very narrow focus on children. Oddly, women tend to get forgotten in this equation, or one could even say they are used in order to get to the children. In that context one could well say that UNICEF's focus is narrow.

Jill Sheffield, President & CEO, Family Care International

"A broad mission is useful for the child issues which are necessarily connected with many others. They are largely dependent on the family. It is important to balance material support (food, health...) with psycho-social support as for the CDC sector. UNICEF should stand more for the family rather than isolating the mother and the child. Fathers too have to be implicated in their children's lives and given responsibilities."

François Rüegg, Secretary General, Int'l Catholic Child Bureau

"The mission of UNICEF is too broad unless specified and focused both at the analytical and especially at the operational level. The advocacy role is extremely important, especially regarding children's' health and rights... But the UNICEF role must not become a children's' public relations role only, setting ambitious targets without roots and links to reality, or without links to local and national institutions in the real world."

Knud Vilby, Danish journalist and editor

"It seems to me that a more appropriate approach to a mission statement would be to define a listing or ranking of priority emphases by identifying some general headings under which future work will be done. For example there is no mention in the present range of examples of psychological aspects of child development which will certainly be increasingly important for the promotion of behavior change in families and communities. These areas are not automatically subsumed under education. A systematic mission statement should project emerging problems to develop a better balancing of future with current concerns."

Professor Carl E. Taylor, School of Hygiene and Public Health, Johns Hopkins

"Yes, I believe that their mission has become more vast than UNICEF resources really permit. Further, they duplicate other agencies which are more specialized. Perhaps UNICEF should be re-structured and its activities focused to avoid overlaps and redundancy."

Dr. Ali Oumlil, Secretary General, Arab Thought Forum, Amman.

(2) Simply put, UNICEF operates at two levels: (a) It analyzes country situations and proposes local goals and action plans. (b) UNICEF also identifies and campaigns for worldwide priorities as well. Harmonizing GLOBAL goals and LOCAL goals has not always been easy. How do you see the relative priorities and the "fit"?

Overview: No respondent goes so far as to renounce "global goals", but in most cases the members of the Panel give their endorsement to a limited use of global programs with the proviso that this does not pre-empt local programs, which they largely consider to be fundamental. There is a sense that seen in proper perspective, both global and local goals can be justified for different reasons, but the process of harmonization of the two isn't necessarily working well today. Several panel members allude to heavy-handed tactics in imposing the global goals, especially in Africa, where goal realization seems out of reach in some countries.

"The mandate should remain broad while the application at the country level should be far more selective. In the " country approach " the needs of the country should be taken as a base, then the priorities of the country itself, the actual potential available for further development as well as the political will to engage it etc. There would be an advantage of concentrating on fewer goals rather than the impression one gets of shopping lists... The global goals should not result in distracting and weakening national objectives. HQ enthusiasm and multiple directives tend to narrow the scope of action of country offices and put a brake on their imagination and inventiveness ... Country offices are often afraid to acknowledge problems and report them as they fear unfavorable reactions from HQ."

Dr. Charles A. Egger, President Honoraire, RAFAD

"I've spent a fair amount of time with UNICEF country people who feel they are in a strangle-hold between global and local goals. They resent all the talk about local empowerment and decentralization when the imposition of global goals makes it difficult for them to focus on local needs. The Global goals are managed through "sound-bites"; in that sense they are superficial and not necessarily connected to traditional UNICEF processes. Clearly they need more balance. The underlying ideas are justified, but the process isn't working.

Jill Sheffield, President & CEO, Family Care International

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

Anonymous panel member

"The continuing polarization between top-down and bottom-up approaches has been destructive to rational programming in the past. We should be able now to learn from experience that both are needed, but for different problems and functions. I have come to feel strongly, however, that greater

attention should be given in the years ahead to developing the capacity of communities and local institutions to solve their own problems, and this requires greater emphasis on local goals. In recent years local goals have been overwhelmed by meeting the global goals of the Children's Summit. A major reason why harmonizing global and local goals has "not been easy" to use your delicate wording, is the tendency of donor agencies to take credit rather than recognizing they are most successful when they build capacity so that local people get the credit. Also important is greater appreciation of the need to sequence priorities within long term perspectives to maintain an appropriate balance between global and local goals. It is a fact that communities will pay more attention to meeting global goals if they see that their local goals are also being met."

Professor Carl E. Taylor, School of Hygiene and Public Health, Johns Hopkins

"Global goals energize local goals only if the local situation is ready for action. However, I have noted that at times global goals deteriorate, with time, into "public relations slogans" that confuse local goals. Flexibility, specificity and relevance are more apparent in the local goals which have to be the central theme in the local campaigns and actions of UNICEF. Even so-called "common global goals" are understood differently at the local level and therefore need to be constantly adapted and modified. Priority should be for local goals and local adaptations."

Dr. Ali Fakhro, Minister of Education, Bahrain

"The purpose of having global goals is multiple. Global goals act to unify the concerns of world leaders and serve as a tool to get commitments, to create togetherness, sharing responsibility among nations (North and South) and to mobilize funds. The global goals should be adapted first to the situation existing locally and then transformed into country targets and if necessary sub-country targets. This adaptation to local conditions is most important in order to get political and financial support from the government as well as the public at large. In this way the global goals will be in conformity with the local goals."

Dr. Adhyatma, MPH, Former Health Minister, Advisor to the President, Jakarta

"That's one of the toughest questions. UNICEF should strive for a very limited number of high priority goals, such as immunization and the Convention on the Rights of the Child. These sorts of things were very visible and boosted morale. But I'm not in favor of global goals which by definition are going to have wide swings in local implementation levels. If they're going to be considered "global", they have to be really global."

Laetitia van den Assum, Netherlands Ministry of Foreign Affairs

"For reasons of practicality and judgment, UNICEF should continue to operate its action plans at a national level. Nonetheless region and world activities are growing in importance because of problems which are

surpassing the local situation, such as drugs, ethnic and religious wars, and so forth."

Dr. Ali Oumlil, Secretary General, Arab Thought Forum, Amman, Jordan.

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

Ms. Margaret Catley-Carlson, President, The Population Council

"Worldwide priorities are important and so are a few global targets or goals, but it is more important to stress that goals can normally only be operationalized realistically at the local level. It gives an opening to too much superficial talk when organisations speak globally. To create awareness it may sometimes be necessary to do it, but what is relevant is to combine local analysis and priorities with realistic local goals and action plans."

Knud Vilby, Danish journalist and editor

"National focus is to be encouraged. Global solutions rarely produce change - and much time can be wasted on this option. All that is said at a global level should be based on national and regional experience."

Dr. Richard Sandbrook, Executive Director, IIED

Local goals and actions must be tailored to the specific needs and requirements of a country, province or community, which certainly are not identical with global goals, but fulfillment of the former ought to lead to fulfillment of the latter.

Prof. Ryokichi Hirono, Faculty of Economics, Seikei University, Japan

"They need coordinated global efforts and children should be their focus. They should find the right alliances and then coordinate and participate. When you are dealing with worldwide crises - AIDS for example - you have to be both local and global."

Harry Belafonte, UNICEF Goodwill Ambassador

"A balance is necessary. Putting too much emphasis on worldwide issues may pass over local views, input and responsibilities."

François Rüegg, Secretary General, Int'l Catholic Child Bureau

"The tension is healthy. Over the past decade, UNICEF has played a very creative role in managing to carry out local goals and to set worldwide priorities... They are mutually reinforcing: the achievement of local goals is enhanced by the establishment of global priorities. On the other hand, UNICEF's local experience adds legitimacy and rigor to the establishment of global priorities. Why would you want to change it?"

John Sewell, President, Overseas Development Council, Washington DC

(3) Technically, the mandate of UNICEF is to help children in developing countries. But that has started to change: With the Year of the Child, the World Summit, and especially the **Convention on the Rights of the Child**, the charter appears to broaden. What about the future? How global, how focused should the mission be?

Overview: Even the observers who call for "focus" still vote for a mandate for UNICEF which is extremely wide in its substance, imposing a kind of "split personality" on UNICEF: the caring local agency for specific local and regional responses to child survival and development needs, and at the same time the effective world advocate addressing issues of massive importance and scope. This is obviously a tall order. Advice on HOW to do it is ample and varied, but the main comments are (a) Sustain global goals selectively; (b) Recognize local implementation as a key operating strength; (c) Improve the process of harmonization among goals; (d) Build implementation scope and strength through new alliances; (e) Stay flexible. Many NGO people encourage UNICEF to become A primary advocate or THE primary advocate, but along with that message sometimes comes the implication "leave local operations to us."

"The pressure towards broader responsibility is imposed by the world - by the environment - not invented by UNICEF. HIV Aids is a key issue, and that will be a big piece of UNICEF's future, whether one likes it or not. UNICEF will have to fulfill a mission of global advocacy combined with local operations. How can one escape that? Reality resides at local level. The task is to harmonize those world commitments and country commitments."

Jill Sheffield, President & CEO, Family Care International

"The mandate should be global, although the implementation should focus more heavily on less well-off countries. Even in rich countries, however, UNICEF's expertise on such issues as immunization campaigns is directly relevant. In any event, the category of 'developing countries' is of diminishing relevance. Many LDCs are much better off, and that number should improve in coming years. On the other hand, the countries of the former Second World will need massive amounts of technical help, including in areas where UNICEF has a lot to offer.

John Sewell, President, Overseas Development Council, Washington DC

"In view of the universality of the Convention, UNICEF should be concerned with children in all countries."

Dr. Hoda Badran, Chairperson, UN Commission on Child Rights - Cairo

"Truly global issues are the natural province of UNICEF. The problem is in knowing which issues truly are global. Immunisation, for example, is almost universally accepted as a genuinely global concern, as important in the west (where immunisation levels are actually declining) as it is in Africa or Asia. Clean water is probably another one. The issue of HIV and Aids is a very difficult one, as attitudes differ so dramatically around the world.

Contraception and family planning might also be a natural UNICEF concern, but it is complicated so much by differing religious beliefs and attitudes that

it is very difficult to find a common global approach. Witness the recent International Conference on Population and Development in Egypt where they had trouble even agreeing on what they meant by contraception."

Anonymous panel member

"At the "global policy" level, it is important that UNICEF work for the integration of children's health and rights into other activities. It was essential when UNICEF created a worldwide debate on the need for structural adjustment "with a human face". It is as important to focus on making social concern a foundation for economic policies, and to use events like the Social Summit in 1995 to discuss how such concern can be dealt with at the practical international economic policy level. The "watch dog" role is essential...The risk - also in relation to the childrens' summit - is that the message is progressively ignored because some of the targets (combined with the time frame) were not seen to be realistic in the first place. It is essential that UNICEF, with such a broad mandate, is able to work with and through other organisations, government institutions, other UN organisations and NGOs. UNICEF's mandate normally does not correspond institutionally with most other structures. It is transverse in nature. This leads sometimes in an absurd way to very vertical programmes cutting through other structures to deliver a specific service for children. UNICEF has a special responsibility to make sure that operational targets at the national and local levels are operational within existing structures, based on a horizontal approach to health and not on vertical service delivery systems."

Knud Vilby, Danish journalist and editor

"The convention on the rights of the child will hopefully shift attention on problems of children in the more developed countries. This may be resented. In a small UN discussion a US. delegate commented "If you keep talking that way, people in the UN will want to start looking at what happens in inner city Los Angeles," obviously implying that there might then be problems. Long-term emerging problems that require behavior change for correction are universal in all countries and include violence and abuse of children. International mutuality of learning will benefit all children."

Professor Carl E. Taylor, School of Hygiene and Public Health, Johns Hopkins

"The North should definitely be included in UNICEF concerns. This will create some positive spin-offs (equity, non-selectivity) but also problems. The North doesn't like UN 'interference'."

Professor Lincoln Chen, Harvard University

"Financial support should be directed to poor developing countries. However, UNICEF should take leadership in advocating important children's issues in other parts of the world."

Prof. Kano Yamamoto, International Christian University, Tokyo

"The mandate will continue in the future as it is. Only the elements of strategy will evolve continuously. New and improved interventions will be developed, tested and applied. The Convention does not change the mandate of UNICEF. Instead it strengthens UNICEF's position in its mission as primary advocate for the world's children. But from adoption of the Convention by the General Assembly of the UN to implementation by countries is still a long way. It is in this connection that UNICEF can play its most important advocacy role. In the future, UNICEF should widen its collaboration to other sectors, such as the economic sector (labor, industry, etc.) In its mission, UNICEF should mainly focus on promotive, preventive and educative interventions."

Dr. Adhyatma, MPH, Former Health Minister, Advisor to the President, Jakarta

"In view of the relative shortage of capacity, both human resources, institutional and financial, of developing countries, a major part of the work by UNICEF should continue to be focused on those issues facing developing countries. Global focus is, however, important in this increasingly interdependent world."

Prof. Ryokichi Hirono, Faculty of Economics, Seikei University, Japan

"Recent history shows that the concept of the "Third World" is no longer relevant... The Fourth and the Second worlds, as well, have or soon will have to face similar problems in terms of the welfare of children. This has been shown already in Eastern Europe and elsewhere with problems such as drug abuse and street children. The mission should remain global with focused regional programs".

François Rüegg, Secretary General, Int'l Catholic Child Bureau

"The development of UNICEF following the 1979 Year of the Child has answered this question. UNICEF is in fact already a global agency and acts accordingly! But there has to be a far greater involvement at the country level in reacting to global advocacy and translating it to meet country priorities and needs."

Dr. Charles A. Egger, President Honoraire, RAFAD

"Many problems concerning children are TRANSNATIONAL. The response should be global, national and transnational."

Prof. Vitit Muntarbhorn, Chulalongkorn University, Bangkok

(4) In view of coming world changes, what could UNICEF leadership do to make itself more effective in saving and serving the world's children? What should UNICEF's special contribution be?

Overview: It will be no surprise that different observers have different ideas as to what UNICEF should do, from "Do this - because no one else is doing it" ... to "Don't do this, as it's not your concern." Respondents laud UNICEF for its operational skills, and there is now a tendency to invite UNICEF to act as leading advocate for children. UNICEF is often called upon to behave as a polarizing agent or "standard bearer" for other agencies, NGOs etc, interested in the world's children. On the downside, some believe that UNICEF is not ready for such a role. UNICEF is perceived to lack know-how and credibility today, concerning complex social ills affecting children. "They have a long way to go", it is said. This is generally intended not to discourage UNICEF, since most believe no one else can or will do this. But it is believed that today UNICEF lacks the credibility and the intellectual capital to serve as a new-wave leader among social advocates.

"There is a special contribution that no one else can render. And that is putting children's issues at the top of the world agenda. That was UNICEF's original positioning and a very useful one indeed. They should get back to that. That should be the cornerstone of their world mission. It calls for mobilization. But it also calls for intellectual leadership."

David Bryer, Director, Oxfam

"Internal coordination within the context of the UN is necessary. But UNICEF must maintain its own identity... collaboration without loss of identity. UNICEF's strong identity should be linked to its traditional support for women and children.

Laetitia van den Assum, Netherlands Ministry of Foreign Affairs

"UNICEF could be the primary advocate among advocates. I'm thinking among NGOs. If UNICEF can mobilize and lead the NGO movement, they can also collaborate in a very constructive way - even better than they have in the past. Obviously this has to be guided by UNICEF's own institutional priorities and convictions. For example: if for some reason they can't distribute condoms in their program against HIV, let them work through partners who can and will. Child focus is the key to their strategy, and they should establish genuine partnerships to pursue their strategy. Fortunately, UNICEF seems more prepared to confide in partners, talking openly about what works and what doesn't. We worked in collaboration with another agency on case studies in 5 countries for ten years. At the end, they wouldn't tell us whether the concepts had worked or not".

Jill Sheffield, President & CEO, Family Care International

"UNICEF's special contribution will and should continue to be pro-active in terms of providing leadership in the advancement of children's rights, health, education and social well-being, and also providing operational assistance at the local level".

Prof. Ryokichi Hirono, Faculty of Economics, Seikei University, Japan

"UNICEF has done its advocacy role very well. The next special contribution could be to bring about the new moral principle - the new ethic - concerning children. In this case, advocacy will continue to be very important."

Dr. Adhyatma, MPH, Former Health Minister, Advisor to the President, Jakarta

"UNICEF's special contribution is as the empowered global organization for all children. Their effectiveness is determined by their strategy. Current special contributions are UCI, ORT, primary education and so forth. The "rights" convention will present much broader challenges in translation."

Professor Lincoln Chen, Harvard University

"We can understand UNICEF's special contribution in the light of our own. It is UNHCR's humanitarian mission to identify refugee problems and solve them. But we are expected to get our job done and move out as early as possible. For example, our Executive Committee requires that we complete the task of repatriating refugees within a year. Importantly, UNICEF is well situated to take over what was a refugee problem and then press ahead with the development part of the job. They have the operational capability to do this, as very few other organizations do".

Ms. S. Ogata, United Nations High Commissioner for Refugees

"UNICEF can and should ruthlessly pursue improving the conditions for child (and mothers/fathers") welfare. It should push for adequate reproductive health but not take the lead. That is not its special contribution. Its particular contribution should be to work directly with minors."

Dr. Richard Sandbrook, Executive Director, IIED

"Once UNICEF had to behave in a cold war environment. Now it is more than ever a household name, more in the hearts and minds of people. It has a constituency. It should now communicate better than ever, commanding significant ties to the communication world. It could and should exploit the apparatus of culture: television, entertainment, think tanks, museums, memorabilia, even toys. Their opportunity is so great because of the residual goodwill they already have, to build on. But they also have to remember: The communication world is highly developed. It's no place for dilettantes."

Harry Belafonte, UNICEF Goodwill Ambassador

"In recent years the world has been destabilized by shock-waves in which children have been the primary victims. Thus we must have an effective system of urgent interventions, which means

- **Simplifying hierarchy and decision-making processes**
- **Intervening on the grounds of the rights of children, rather than only on the grounds of their well-being."**

Dr. Ali Oumlil, Secretary General, Arab Thought Forum, Amman, Jordan.

"They should address long-term issues and go beyond the survival approach. Combine every "saving action" with a long-term psycho-social programme implemented with the participation of children, their families and communities."

François Rüegg, Secretary General, Int'l Catholic Child Bureau

"Returning to the mission statement I believe that UNICEF should stress its demonstrated capacity and potential for advocacy, emphasizing that the future of the world is with children. Their welfare must be given priority in all development planning and allocations. This perspective should shape a new balance between sustainable social development and economic development. I consider the Copenhagen World Summit on Social Development to be a very important opportunity to get the message out that a new direction is needed. It should become the "People's Summit" and UNICEF should give it priority.

Professor Carl E. Taylor, School of Hygiene and Public Health, Johns Hopkins

"UNICEF has been particularly effective in using its position and its public relations machinery to bring children's issues to global prominence. This can continue to be its 'special contribution' ... but only if it corrects its current tendency to convey messages which are simplistic and which offer solutions which fail to reflect the complex realities and underlying causes that must be addressed if genuine sustainable progress is to be achieved.

Anonymous panel member

(5) Some government leaders are re-examining the fruitfulness of development spending around the world. Is there a trend toward more or less spending for humanitarian relief and development? Why?

Overview: Almost all respondents are predicting "donor fatigue" and cuts in world spending, and along with that proportional shifts favoring emergency spending. Other skewing will be caused by political issues such as the requirements of the European Union. Also predicted are tough-minded challenges from donors concerning the effective management of the spending process. Some panel members point to "encouraging signs" here and there, but no one is very optimistic, and the implication is more to be done with less money.

"The UN agencies get their funding differently from NGOs - they get a lot more government funding. In the UK, the Overseas Development Administration (ODA) has its own methods of assessment for funding aid. It is certainly easier to raise funds for high profile work linked to emergencies, and in the future it will be increasingly hard to raise funds without the visibility and the emotion attached to crisis work."

Anonymous panel member

"Last year alone development declined some 11% globally. I am convinced that there will be a continued decline in development spending as a whole... probably 50% over the next 8-10 years in absolute terms, thus about a third in inflation-adjusted terms. UNICEF will be hurt somewhat less than the average, but this still says to me that to cope with this trend, UNICEF is going to have to shape some new kinds of coalitions. I don't pretend to know exactly what the possibilities may be, but as an example, they might have to take a brand new look at the role of National Committees and the way UNICEF deals with them. Or new kinds of coalitions with NGOs may bring solutions. Some new thinking has to be brought to the fund-raising equation in view of the overall trend. Some years back, UNICEF proposed a global mandate in which they would address children's issues in all countries, but the Board turned that down. The Convention "universalizes" the mission. But what can UNICEF do about that? They are going to have to work this through very carefully, and work out alliances at the national level."

Ms. Margaret Catley-Carlson, President, The Population Council

"Less on many fronts due to shifting of priorities of traditional donors (and their own problems at home.)"

Prof. Vitit Muntarbhorn, Chulalongkorn University, Bangkok

"Overall less money. Of available money, more going to emergencies because crisis commands public attention and compassion. The will of governments for aid is decreasing, but not necessarily the commitment and interest of the public overall."

Professor Lincoln Chen, Harvard University

"The trend is toward less spending due to economic problems and ferocious competition, as well as the huge internal social problems (crime, drugs, etc) within all countries; and the plundering of a lot of the assistance in the past by corrupt politicians. These are all contributing."

Dr. Ali Fakhro, Minister of Education, Bahrain

"The trend is less - not more - because of perceptions, constraints and effectiveness issues. Perceptions by tax payers is of waste and corruption and bottomless welfare pits. This has to be constantly challenged. Constraints on government expenditures are real. ODA will not rise until the strategic imperative for them is reestablished. Effectiveness is the easiest to handle. UNICEF has to maintain its reputation as the most effective UN operation."

Dr. Richard Sandbrook, Executive Director, IIED

"Economic problems and the effect of the debt crisis will force many developing countries to make policy adjustments in which humanitarian relief spending will be cut. In the coming years the trend of spending for relief and development will be less."

Dr. Adhyatma, MPH, Former Health Minister, Advisor to the President, Jakarta

"For one thing, we're looking at recession problems in some countries. But beyond that, it is true that there are some slow-downs in funding, especially where prolonged situations are concerned. I'm thinking of cases such as Somalia, Afghanistan, Bosnia and others. It's a sort of fatigue level, I suppose."

Ms. S. Ogata, United Nations High Commissioner for Refugees

"The trend is towards diminishing resources in general, but within this trend more resources will be used for relief and less for development. There is a considerable risk that this trend will continue. Donor fatigue means less money, and a bigger share of reduced budgets then used for short term emergency purposes and not for long term development."

Knud Vilby, Danish journalist and editor

"The inadequacy of some development strategies combined with shortcomings of short-term help, destroying local social systems, has left many populations hopeless and helpless. The traditional systems have been destroyed and replaced by nothing. These bad results are attributed to what is considered to be people's inability to "develop" and they produce a reduction in government spending for humanitarian and similar actions."

François Rüegg, Secretary General, Int'l Catholic Child Bureau

"There is a clear trend to less. Any notion that these funds will increase during the next 10-15 years is unreal. At best the development funding will have plateaued at where it is now. On the other hand, humanitarian or "emergency" spending will depend on how good their media coverage is."

Further, whatever development monies are contributed, they will not arrive in the untied fashion characteristic of the 60's and 70's. They will be screened and allocated by the European Union, or they will be tied to national economic or political interests, as in the case of Japanese funding. There are some practical constraints. In the UK it would be politically damaging to go significantly lower than today's donation level. In Europe, there is the dilemma of funding the European Union. They face that and then the second option which we can call "other". Funds will go to the European Union. "Other" will be cut. This doesn't apply to Mrs Ogata because UNHCR is such a special case."

David Bryer, Director, Oxfam

"In view of the trend toward market economies, minimizing the social dimensions, cutbacks in humanitarian aid seem quite probable."

Dr. Ali Oumlil, Secretary General, Arab Thought Forum, Amman, Jordan.

"Some donors perceive experiences such as Ethiopia to have been a so-called "bottomless pit". Jim Grant himself believes that ODA levels have come down. But there are new affluent societies in Asia entering the scene, so a re-thinking of the outlook is in order. Domestic graft and corruption obviously don't help the situation. That's discouraging to many donors - a sensitive issue, but we can't dismiss it."

Senator Leticia Ramos Shahani, The Philippines

"... there will be much greater critical thinking on how money is being spent, how participating countries improve their efforts to use aid and cooperation more thoughtfully and with greater concern for human rights and good governance. Provisions for development aid in donor countries will be much more exposed to criticisms on one side and to increased pressure on the other. They may in fact balance each other out. "

Dr. Charles A. Egger, President Honoraire, RAFAD

"... Governments will tend to prioritize more and challenge more. The World Bank, for example, is trying to position itself more as interested in developing countries and the social sectors, competing more in the development world. The UNDP is clearly doing this too. All agencies have to be clearer about who they are and what they are qualified to do".

Laetitia van den Assum, Netherlands Ministry of Foreign Affairs

"There's a trend toward less, but redirected, focused, on emerging peoples and rehabilitation. How great it would be if in a future generation we could

start thinking in preventive terms. If we all had listened early enough in Rwanda we might have saved a couple billion dollars."

Harry Belafonte, UNICEF Goodwill Ambassador

"Organisations which receive such donations must be able to demonstrate that they are well-used. Organisations like UNICEF, with its very high profile, have a particular responsibility in this regard."

Anonymous panel member

(6) Assuming you see a decline coming, what will be the order of magnitude of change over the next 8-10 years? What is your estimate?

Overview: Respondents in general preferred not to be pinned down. But only one or two were optimistic. And as in the case above, the more optimistic judgments are highly conditional.

"10% down in real terms, but then as we approach the millennium it will go up again PROVIDED we can articulate strategic rationales for international/national equity. The moral imperative is essential but not sufficient."

Dr. Richard Sandbrook, Executive Director, IIED

"I'd say about 25%."

Prof. Vitit Muntarbhorn, Chulalongkorn University, Bangkok

"All organizations must change to keep abreast and shift attention. In 8-10 years UNICEF might expect 25-50%."

Professor Lincoln Chen, Harvard University.

"If a new consciousness is not developed and present trends toward greed and selfishness continue, I think there will be at least a 25% drop in funding. But this is not inevitable. A strong case with careful documentation and deliberate pragmatic experimentation can generate proof to justify allocations to protect the future of the world's children. This would be helped by a new worldwide challenge such as the Child Survival Revolution, which mobilizes national leadership."

Professor Carl E. Taylor, School of Hygiene and Public Health, Johns Hopkins

"The changes will vary from one nation to another. In some it will be 10%, in others it will be 100%. The world is being reshaped by the combination of many national and regional changes."

Dr. Ali Fakhro, Minister of Education, Bahrain

"It seems clear that the demand side will go up and spending will follow, although not necessarily enough to meet new emergencies. This will lead to even greater pressure on hard-stretched ODA budgets."

John W. Sewell, President, ODC, Washington

"I see a clear tendency to cut back. And they don't just have money in mind. They're thinking about cutting involvement and commitment and a host of other things."

Harry Belafonte, UNICEF Goodwill Ambassador

Government ODA is not likely to grow, at least not more than inflation, unless a new much needed global awareness is created.

Knud Vilby, Danish journalist and editor

"Some relief will come as developing countries shift to becoming donors. Some new funds will become available, but it's hard to know how fast. This might stabilize things. But the traditional donors will taper off to the extent of 10% to 20%. The unknowns are countries such as Mexico and Thailand and others."

Laetitia van den Assum, Netherlands Ministry of Foreign Affairs

(7) UNICEF depends on voluntary contributions from both government and private sectors. Is there an argument in favor of assessing donors, or combining both assessments and voluntary donations? How do you see this?

Overview: With one or two exceptions, the majority of panel members see assessment is inappropriate and undesirable for UNICEF.

"I can't persuade myself that assessment could work. That is a dangerous road. Some funds that have tried it have gotten stuck".

Laetitia van den Assum, Netherlands Ministry of Foreign Affairs

"Personally, I favor the voluntary approach. I think UNICEF gets more than if it made an assessment".

Paul McCleary, Christian Children's Fund

"At a time when many governments are reducing their funds to ODA, a still higher share of their contributions is tied to fixed shares (eg, in the European Union to the EU budget for development.) A system of assessment will therefore not be popular among governments."

Knud Vilby, Danish journalist and editor

"I favor maintaining voluntary contributions because it means that UNICEF has to continue to meet a "market" test. The pressure for funds to meet emergencies, however, will grow. I believe, therefore, that the time has come to seriously examine new forms of revenue-raising tied to specific global problems such as humanitarian emergencies, peacekeeping, or global environmental threats. There are many such proposals in play."

John W. Sewell, President, ODC, Washington DC

"The answer is leave it as is ! The experience with both government fundraising and private has on the whole been quite satisfactory. Possibilities of co-financing with official and other aid agencies could be further explored. The voluntary character of fundraising has given UNICEF an important advantage over assessed contributions in the sense that it has always to go out to donors and plead for its cause as well as muster its arguments. This has permitted UNICEF to enter into a much closer relationship with donors. This does however work in both directions. These are all very precious elements in a donor - agency relationship which one should take care to preserve."

Dr. Charles A. Egger, President Honoraire, RAFAD

"A higher assessment level is a good idea, but the secured spending also breeds bureaucracy. Too much in voluntary funds creates a need for UNICEF to gain industrialized country public and parliamentary budgetary support. A balance should be maintained."

Professor Lincoln Chen, Harvard University

"UNICEF should stay as it is, depending on voluntary contributions from governments as well as the private sector. Assessing donors might create problems because assessed donors might have their political or economic wishes attached to their assessment."

Dr. Adhyatma, MPH, Former Health Minister, Advisor to the President, Jakarta

"The "assessed" budget increasingly squeezes out the voluntary - and it gets worse."

Dr. Richard Sandbrook, Executive Director, IIED

"Perhaps it would work. It would certainly serve notice on governments in advance what these programs cost. But it would also bring new focus to the accountability issue."

Senator Leticia Ramos Shahani, The Philippines

"UNICEF should basically depend on voluntary contributions to keep the sense of accountability, to maintain programme quality, However, a limited assessment for certain types of emergency interventions could be introduced."

Prof. Kano Yamamoti, International Christian University, Tokyo

"The children's issues will continue to need funds. One could think of combining assessment for child welfare and voluntary contributions for emergencies."

François Rüegg, Secretary General, Int'l Catholic Child Bureau

"It is better to combine both assessments and voluntary donations, as the international community has the responsibility for sharing the financial burden equitably."

Prof. Ryokichi Hirono, Faculty of Economics, Seikei University, Japan

(8) Some observers predict that if government support of humanitarian development were indeed to "soften", **growing private support** would compensate for this. Do you agree or disagree? Why?

Overview: Most panel members take the position that this should not be an either-or situation, but that both processes should be managed well, in conjunction one with the other. A few "competitive" NGOs believe that UNICEF should not "work both sides of the street" - in other words UNICEF should focus on government support and not compete with them in the private sector. In general, most doubt that private funding could be counted on to replace any major reduction in government contributions.

"I disagree. Private support is tied to economic shifts. IBM might contribute a lot, then zero overnight. You're dealing with a see-saw."

Harry Belafonte, UNICEF Goodwill Ambassador

"I disagree with such optimism. Although private support is welcome, it should and will continue to be voluntary. The private sector pays taxes, part of which should be allocated to humanitarian development."

Prof. Ryokichi Hirono, Faculty of Economics, Seikei University, Japan

"The same forces that would weaken government support presumably will also influence private support. Good salesmanship is needed."

Professor Carl E. Taylor, School of Hygiene and Public Health, Johns Hopkins

"That's very hard to do. It may work in emergency situations but otherwise it's not sustainable, would never work for the long haul"

Jill Sheffield, President & CEO, Family Care International

"No. Private support can grow, but never replace public funds. Private philanthropy in the USA is about \$125 billion, of which 1-2% is international. (Thus available funds for all programs are) barely UNICEF's annual budget."

Professor Lincoln Chen, Harvard University

"There is no way private support can replace official support."

John W. Sewell, President, ODC, Washington DC

"Even with some growth in private funding, in my opinion this could not compensate for government cut-backs."

Dr. Ali Oumlil, Secretary General, Arab Thought Forum, Amman, Jordan.

"Excessive dependence on private support is dangerous because many UNICEF programmes are considered to be the responsibility of the international community. It is not a charity organization."

Prof. Kano Yamamoto, International Christian University, Tokyo

"Private support may not be steady or consistent. For long term projects this will constitute a problem. There is a need for a "core" contribution and "elective" contributions from governments and the private sector."

Dr. Ali Fakhro, Minister of Education, Bahrain

"The private sector is an alternative. But it's not easy to manage. Takes very special skills. Certainly it's not as stable a source as governments".

Senator Leticia Ramos Shahani, The Philippines

"I disagree. The two should be complementary."

Knud Vilby, Danish journalist and editor

"Private support will definitely not compensate, but large NGO's will still do well. They can afford TV. The small NGOs will end up with their backs to the wall. In the UK, NGOs depend on private and corporate donations. These are being reduced."

David Bryer, Director, Oxfam

"Private support is indeed fickle. In the UK for example, environment goes down, animal welfare goes up, development stays steady for the moment. It is impossible to say , but children will always remain central. The problem in Europe is that as governments opt out of domestic welfare, so the domestic demand on private support grows."

Dr. Richard Sandbrook, Executive Director, IIED

"Both types of aid should grow. Official development aid should strive toward the objective laid down by the UN, while private aid should continue under its own momentum... complementing each other. Private aid is more flexible. It has the ability to innovate, is free to act without cumbersome official channels. It can build around leaders rather than cling to structures and follow bureaucratic procedures. It can experiment. All of this to demonstrate that private aid can be an extraordinary complementary channel that must grow parallel to official aid. It can also make funds available not so much as aid but in other forms as credits, guarantees, revolving funds, leasing arrangements, establishing of capital funds, always to private groups in the informal sector. This can help people's organisations to create their own resources and gain greater autonomy. "

Dr. Charles A. Egger, President Honoraire, RAFAD

"Growing private support would compensate largely but certainly not all."

Mr. Mohamed Sahnoun, International Development Research Center, Ottawa

"Some of the gap would be made up depending on how fast Latin America and Asia will come along. A rapidly growing middle class might improve things. But offset some 20% of erosion of traditional donors? Not likely."

Laetitia van den Assum, Netherlands Ministry of Foreign Affairs

**"Hopefully this would indeed happen. But it doesn't happen automatically.
It takes a lot of hard work."**

Klaus Schwab, President, World Economic Forum

**"This is not an "automatic" godsend. However, one should look to more
private sector support than before."**

Prof. Vitit Muntarbhorn, Chulalongkorn University, Bangkok

(9) Over the next 10 years are we likely to see more or fewer crisis situations such as Somalia, Bosnia, Rwanda. Why do you think this?

Overview: Almost without exception, panel members predict a worsening of the burden of world crises. The implication is that if UNICEF is struggling to adopt a meaningful policy on missions and commitment under conditions of emergency, that challenge is not going to be any easier in the future. On a broader level, this may suggest that UNICEF leadership should come to grips with the reality of the emergency environment and stop some of the soul-searching. Reading between the lines: Assuming cost-effectiveness can be made a reality, shouldn't UNICEF be proud of often doing excellent work in this troubled arena and continue to do so, at least until the UN manages to organize something better?

"We are going to see a lot more crisis situations. So there's going to be less money to go around. Still, UNICEF must give high priority to emergencies just the same. There's no way to escape that. The hopes of having some kind of central UN unit to handle them is turning out to be unrealistic. The two agencies that emerge as particularly competent are UNHCR and UNICEF. UNICEF does it well. I will concede that there is a sort of top limit-where UNICEF starts being something else if they were to exaggerate, but that can be negotiated, surely."

Ms. Margaret Catley-Carlson, President, The Population Council

"There is an unprecedented surge of "national", "racial", "ethnic" and "cultural" self-identity among minorities in almost all nations. This is one of the by-products of the end of the cold war and the appearance of the so-called "new world order." Media and human rights groups are pressing harder than ever on this phenomenon. I think this will be a major cause of more crisis situations over the next 10 years."

Dr. Ali Fakhro, Minister of Education, Bahrain

"With the end of the cold war, more local conflicts are likely to spread due to overpopulation, ethnic strife, civil war, natural catastrophe, irrational behaviour of dictators, natural resources diminishing as against population increases, minority groups demanding a greater degree of autonomy if not independence... all of this will add up to more and far more differentiated crisis situations. Some countries in Africa, possibly in the Caribbean, will for some time remain in a chronic crisis situation and become almost "beggar" nations that will require quite different approaches during an emergency period."

Dr. Charles A. Egger, President Honoraire, RAFAD

"Much more, definitely. My only question is whether we ought to change our definitions. What used to be an "emergency" is now more the norm."

David Bryer, Director, Oxfam

"We shall continue to see these crisis situations in the future, and I doubt there will be less. The income and asset gap between the "haves" and "have nots" will increase and so will sensitivity to these inequity questions."

Prof. Ryokichi Hirono, Faculty of Economics, Seikei University, Japan

"Yes, more. Demographic, environmental and poverty stress grows year by year. In Eastern Europe, Africa, Indian sub-continent, etc, stress levels are rising, which will lead to crisis. Urban stress is important and growing."

Dr. Richard Sandbrook, Executive Director, IIED

"We will see more crisis situations, not least in Africa, where no short cuts exist to an easier situation, and where hunger and social tensions will grow. But possibly also in Asia where trends in food production growth now seem below growth in population."

Knud Vilby, Danish journalist and editor

"Cases such as Somalia, Bosnia and Rwanda will multiply. Before a time of stabilization finally arrives, these unfavorable situations will probably last, and in fact get worse."

Dr. Ali Oumlil, Secretary General, Arab Thought Forum, Amman, Jordan.

"The socio-economic gap between developed and developing countries is still widening. Large disparities also exist between the poor and the rich within developing countries. All this results in an increasingly explosive social, economic and political situation, and such factors can trigger upheaval and armed conflict. Therefore it is likely that we will see more crisis situations over the next 10 years."

Dr. Adhyatma, MPH, Former Health Minister, Advisor to the President, Jakarta

"I think we will see more and for more reasons. A growing global population heightens the impact of disasters and crises."

Paul McCleary, Christian Children's Fund

"In Africa alone, there are now over 30 individual national crises. There is no evidence that we will see relief in this situation in the next 5-10 years."

Ms. S. Ogata, United Nations High Commissioner for Refugees

"More crises, because: (1) End of the cold war (2) End of surrogate superpower control; (3) Press and media revolution; (4) underlying economic and ethnic tensions."

Professor Lincoln Chen, Harvard University

"More. There's is no hint of stabilization yet. Russia is faltering, and all the rest of it. It's going to get worse before it gets better."

Harry Belafonte, UNICEF Goodwill Ambassador

"More. Because there are still so many turbulent areas with unresolved issues. Ethnic tensions are real. Look at Afghanistan, Pakistan, India and other troubled areas."
Senator Leticia Ramos Shahani, The Philippines

"There will be more. The poor are becoming poorer. There are increasing numbers of islands of despair around the world."
Klaus Schwab, President, World Economic Forum

"There is every indication that a continuing wave of small wars and recurrent "ethnic cleansing" can be expected. The reasons include opportunism in the post-cold war era of unscrupulous local leaders to exploit old rivalries and jealousies. This is being facilitated by the greed of massive marketing of lethal weapons. Locally tensions are exacerbated by population growth and environmental degradation. The U N system should have increasing responsibility for intervening on the side of the oppressed. However, this will be effective only if there is a rationalized approach to identifying emerging problems early so that preventive intervention can be applied before hostilities escalate and revenge becomes intractable. A worldwide movement for human rights is needed to develop new ways of intervening internally in countries to correct gross injustices."
Professor Carl E. Taylor, School of Hygiene and Public Health, Johns Hopkins

"I'm an optimist, but I do worry about Africa. Still, my theory is that the worst is right now. It may last like this for a long time, but I don't think it can get any worse."
Laetitia van den Assum, Netherlands Ministry of Foreign Affairs

"This is hard to predict. In part, it depends on how seriously Africans and outside donors take on the challenge of sub-Saharan African development. To the extent they do, crises hopefully will decrease early in the next century. On the other hand, crises in the countries in transition, particularly the former Soviet Union, are likely to increase due to ethnic tensions and rivalries."
John W. Sewell, President, ODC, Washington DC

(10) What **relative priority** should **emergencies** receive in UNICEF's programs? Why?

Overview: There is a mixed sentiment here: (a) UNICEF should sustain its conscience and its capability to respond; (b) This responsibility should not overwhelm UNICEF and turn it into something which is too distant from its focal mandate and its traditions; (c) UNICEF should defer to other entities which focus on crisis as their primary mission; (d) UNICEF should negotiate with and support other agencies which are more appropriately designated to be crisis situation leaders (e) UNICEF should re-examine the old hypothesis that development opportunities flow naturally out of emergencies. Some panel members are intrigued with the idea of establishing some kind of average "cap", perhaps in percentage terms, for UNICEF commitment to emergency spending. Others endorse a "niche" among emergency services at which UNICEF is especially competent. Water and sanitation were suggested. One rebutted: "And so UNICEF becomes the plumber to the UN system."

"Morally, UNICEF has to respond. But maintain a mobilized staff? Stockpile supplies? That sounds inconsistent. This should be worked out with the other agencies. The UN must have a joint capacity available in this case."

Laetitia van den Assum, Netherlands Ministry of Foreign Affairs

"Emergencies have to receive priority. UNICEF has to have sufficient resources to respond to them AND carry out its development role."

John W. Sewell, President, ODC, Washington, DC

"The priority should be children and women in war situations."

Mohamed Sahnoun, International Development Research Center, Ottawa

"There's no way UNICEF can fail to respond. They have to. For moral reasons. But also for business reasons. Emergencies bring in funds. This requires sensitive political treatment, but UNICEF should be looking at opportunities for the development that follows emergencies."

Jill Sheffield, President & CEO, Family Care International

"We can't walk away from them. drop them. That would be intolerable. But in view of what's happening, we're all going to have to step back and re-examine our mandates. From country representatives in many organizations comes a howl of anguish, especially from Africa, because they sense it's all failing. Our old notion that there is a spectrum from emergencies to developments is defunct. We can see with our own eyes it doesn't work. What do we do now? The responses will have to be different. We have to ask all the WHY questions. UNDP and UNICEF are asking a lot of the right questions, but they are not yet critical or challenging enough."

David Bryer, Director, Oxfam

"UNICEF should give a reasonable but not an overall priority to emergencies, certainly not more than approximately 20% of its budget and management capacity. UNICEF should maintain a well trained emergency unit and a roster of experienced UNICEF staff members ready to reach a disaster area at

a moment's notice. A revolving fund of about \$30 - 50 million should be available but the rest of the resources should come from special contributions outside the regular budget... In terms of its policy in emergencies one could conceive UNICEF acting as a kind of efficient and intelligent fire brigade, providing whatever help would be required during a first emergency period. Thereafter it should increasingly call upon the other members of the UN, bilateral aid, NGOs etc. to take on the more long-term rehabilitation and redevelopment task, while expecting the UNICEF regular programme to contribute its share to the long haul affecting mothers and children. A lead-agency role, however attractive it may be ... has a tendency to distract from main tasks of a more long-term nature...

Dr. Charles A. Egger, President Honoraire, RAFAD

"If it worked, an emergency cap might be the best way. REDR has set up an assessment unit whereby requests for emergency aid are assessed and prioritised in a systematic way. So far the number of requests has far exceeded their expectations. UNHCR and UNICEF might usefully do the same. The tendency is for all UN agencies to rush in to situations. This is not helpful unless it is done in a coordinated way. The fact is that UNICEF will always have some role to play in disaster situations because children will always be a factor. They may often find that UNHCR has got there first, in which case they are in danger of duplicating effort and resources, but nonetheless if the fund-raisers tell them "we must have a presence in emergency operations in order to raise funds" they will find that hard to resist."

Anonymous panel member

"I lean toward having UNICEF go public with a specific ratio where Regular Development = X and Emergency = Y. UNICEF could then use emergencies to point out the lack of regular finances. Otherwise, the acute will always defeat the chronic, which is wrong. Investing in disaster prevention is at least as important - but I would hate to estimate that ratio".

Dr. Richard Sandbrook, Executive Director, IIED

"To the extent that the adverse impact of emergencies is falling on the world's children, UNICEF ought to continue to involve themselves in such activities. But their priority should go to the long-term enhancement of the rights, health, education, and social well-being of children, particularly in the developing world."

Prof. Ryokichi Hirano, Faculty of Economics, Seikei University, Japan

"Where others cannot operate, UNICEF should step in. And there are many ways to do that. For example, in times of disaster, the mental health of children is a crucial issue that is often ignored. Children lose their homes,

and evacuation centers are brutal to their basic sanity. UNICEF should simplify issues and be a leader in the solutions. 30% of UNICEF resources go to emergencies today, and I think that's a quite realistic number."

Senator Leticia Ramos Shahani, The Philippines

"There's no magic figure. On the basis of "need" perhaps 10-25%. On the basis of available funds, 25-50%. After all, UNICEF started as an emergency fund. But the need in current times is still long-term development."

Professor Lincoln Chen, Harvard University

"Emergencies can sap the energy and resources of UNICEF, unless dealt with as activities that are additions and supplements to long-term programs. When they are very necessary, they should have special budgets and defined periods of commitment."

Dr. Ali Fakhro, Minister of Education, Bahrain.

"Children are the first we see when we start to assess the enormity of the damage in times of crisis. It's the children who suffer the most. UNICEF should share the responsibility with other agencies - doing its appropriate part of the job."

Harry Belafonte, UNICEF Goodwill Ambassador

"Other organizations are mandated for emergencies. UNICEF should contribute but not lead."

François Rüegg, Secretary General, Int'l Catholic Child Bureau

"Emergencies are never self-contained. They are part of a linkage of causes and effects. Thus the priorities should be perceived in a "continuum".

Prof. Vitit Muntarbhorn, Chulalongkorn University, Bangkok

"UNICEF should concentrate on development and prevention, and leave emergencies to humanitarian relief organizations."

Klaus Schwab, President, World Economic Forum

"In spite of what is likely to be ever-greater demand, UNICEF should not increase its involvement in emergency situations. To the extent that it does become involved in emergency work, UNICEF should give priority to supporting efforts to clarify the division of labour within the UN system and enhancing the ability of the system to respond."

Anonymous panel member

"Priority should be capacity building. Even when there is an emergency, capacity building would aim at those institutions responsible for emergencies in their own country."

Dr. Hoda Badran, Chairperson, UN Commission on Child Rights - Cairo

"In terms of human suffering, small wars and civil emergencies deserve priority because they can quickly escalate to massive involvement of large

numbers. Overall the goal should be to prevent problems rather than making a late response after crises have gotten out of local control. A specific suggestion to be considered is that UNICEF should have an International Crisis Resolution or Peace Building Office to regularly monitor the world's trouble spots. They should have terms of reference within which they can intervene early to negotiate and arbitrate emerging crises, and when necessary mobilize world opinion for preventive action. It may be time for a task force to explore such an arrangement and I can think of various ways to apply lessons of conflict resolution. One aspect that should be investigated in giving priority to "Peace Building" would be to see if it is possible to break inter-generational cycles of ethnic hatred by working with children who have been subjected to psychological trauma. There are modern approaches to resolving the terror-transformed-into- anger that builds up and emerges later in traditional patterns of ethnic cleansing and discrimination. We have barely begun to study the great potentials in such long-term efforts."

Professor Carl E. Taylor, School of Hygiene and Public Health, Johns Hopkins

(11) Beyond emergencies, are recipient nations going to need more or less development assistance in the future compared to the past? Why?

Overview: The dilemma becomes more challenging: Against a background of less money available, most panel members predict greater need for help. "We have to learn to wait in certain cases..." Some are saying that UNICEF will have to shape new alliances to help cope with the contradiction of more need versus less money.

"More, due to the widening income gap in the midst of global capitalism."
Professor Lincoln Chen, Harvard University

"Many recipient nations are now entering a transition characterized by a decline in infant mortality and an increase in life expectancy - which gives these nations a multiple burden. The past child survival problems have not been solved completely while at the same time problems related to child development and protection and problems of the elderly emerge. These are very complex and costly to solve. Limited resources are split to face the multiple problems. Resources to solve increasing problems of the child then are even less than before and that is why many recipient nations will need still more development assistance compared to the past."

Dr. Adhyatma, MPH, Former Health Minister, Advisor to the President, Jakarta

"The developing nations will face more difficulties in the foreseeable future. They will need more help especially in human development."

Dr. Ali Fakhro, Minister of Education, Bahrain

"More - because governments are increasingly less capable to provide it".
Paul McCleary, Christian Children's Fund

"Certainly, there will be need for much more development assistance. For one thing there are rapidly growing numbers of children in the world, and population growth will continue to be greatest in poor countries and communities. A second consideration is that as more attention is paid to long-term development objectives and prevention there will necessarily be need for increased investment."

Professor Carl E. Taylor, School of Hygiene and Public Health, Johns Hopkins

"It is often not so much a question of quantity, but of quality. How is the development assistance utilized and by whom? What are the long-term benefits? One realises that at times too much aid and development assistance may be outright harmful. Why always speak of aid in a donor - beneficiary context and not in terms of the synergetic efforts of aid agencies, the participating governments, the people, the NGO community, etc? In some

cases countries are simply not ready to utilise the assistance offered properly. We have to learn to wait in certain cases until the conditions are sufficiently ripe and just keep a minimum of assistance of a humanitarian character going, until the situation matures".

Dr. Charles A. Egger, President Honoraire, RAFAD

"Many will need more if provided in the right manner, not creating increased dependence."

Knud Vilby, Danish journalist and editor

"Perhaps fewer countries will need more assistance. Some countries have become able to put their own houses in order. Look at Taiwan, Korea, Indonesia, Malaysia and others. Many can make it, given resources, leadership and discipline. Will the pattern of self-sufficiency spread? I certainly hope so. That's why the emphasis on capacity building and empowerment makes so much sense."

Senator Leticia Ramos Shahani, The Philippines

"In Asia, less. In Africa, more - for basic survival."

Laetitia van den Assum, Netherlands Ministry of Foreign Affairs

"In Africa, certainly lots more - for education and health and so forth. I worry too about Latin America. I fear we may "cut loose" Latin America prematurely. It's true too in other sectors. We frequently presume we can move out too early ... a kind of "move out" mentality."

Jill Sheffield, President & CEO, Family Care International

"The nature of assistance shifts as aid programs find success. Cholera has been resolved. So now we move to nutrition and women's issues. UNICEF assesses each country individually. On balance, development needs will smooth out over the long haul as economies mature."

Harry Belafonte, UNICEF Goodwill Ambassador

"Poorest nations should get more, but some richer countries should not. Transition/graduation criteria should be developed."

Prof. Kano Yamamoto, International Christian University, Tokyo

(12) Should future focus be on nations as in the past, or is new priority needed on areas, provinces, communities - below the national level? Why do you think so?

Overview: On an emotional level it is easy to vote in favor of provincial and community focus. But practically, there may be constraints in terms of resources, infrastructure and even constitutional terms. Some have proposed NGOs as a solution. Still, in some specific geographies, UNICEF has found that this is indeed the way to go, especially where national governments are incapable of managing or supporting the development processes. Panel members say "don't go overboard" but they respect the underlying idea. In short, responding to true need and opportunity is the tone of the panel's judgment.

"It depends on the country and the structure. Some nations have the resources. In particular situations the provincial level is necessary, and UNICEF, with its broad positioning, has an edge in this regard. But I don't see them trying to operate at the village level."

Laetitia van den Assum, Netherlands Ministry of Foreign Affairs

"Nations are necessary to set the policy framework; the lesser-than-national levels are best for program implementation."

John W. Sewell, President, ODC, Washington DC

"Whilst UNICEF may need to target aspects of its programmes towards specific disadvantaged communities or geographical regions, it is essential that it should continue to give priority to policy dialogue at the national and international levels."

Anonymous panel member

"Both levels are needed."

Professor Lincoln Chen, Harvard University

"I'd say below the national level. After all, difficulties take place at the community level."

Mohamed Sahnoun, International Development Research Center, Ottawa

"Definitely the latter (provinces) and UNICEF should not excuse itself from doing so by reason of its historical government ties."

Prof. Vitit Muntarbhorn, Chulalongkorn University, Bangkok

"Nations are in different stages of development. In many there is a move toward the devolution of power. In the Philippines, this was part of Mrs. Aquino's struggle. UNICEF should encourage this movement. They should talk to the mayors. The mayors are empowered. This is one of UNICEF's strong capabilities."

Senator Leticia Ramos Shahani, The Philippines

"Yes. Focus inward, create islands of hope, no matter how small."

Klaus Schwab, President, World Economic Forum

"A UN organization has to focus on nations. A specific local and regional focus can be developed within nations with governments and NGOs."

Knud Vilby, Danish journalist and editor

"UNICEF has the flexibility and the know-how to respond to particular infrastructures, including provincial ones. But in the end they can't forget the countries. The money may not always be there, but the policies are determined there."

Jill Sheffield, President & CEO, Family Care International

"We will need national frameworks for community-based sustained development."

Dr. Richard Sandbrook, Executive Director, IIED

"National governments will continue to be the major recipients of ODA, but they will be increasingly pressured by their own people to provide the ODA received from donors to meet the needs of subnational entities including communities and NGOs."

Prof. Ryokichi Hirono, Faculty of Economics, Seikei University, Japan

"I am a firm believer in doing more at community level. A new systematic process is needed to identify successful community based programs and extend to regions. UNICEF has one such process that starts by identifying successful community-based projects empowering local capacity. Capacity is developed to analyze local problems and adapt solutions by using a methodology called "SEED "- self evaluation with essential data. The original field project becomes the base for regional extension. This approach integrates multiple aspects of sustainable human development and adapts science-based interventions to local conditions. Such a process cannot be imposed from national level but it can be facilitated and encouraged at local level by providing the expertise, knowledge, methods, simple technology, supporting policies and inspiration to promote self-replicating extension."

Professor Carl E. Taylor, School of Hygiene and Public Health, Johns Hopkins

(13) What should be the relationship if any between UNICEF and other organizations - often called NGOs - dedicated to relief and support for children? Should this relationship be closer or more distant in future? Why?

Overview: There is a strong feeling among panel members that NGOs represent a major opportunity for UNICEF, and they urge UNICEF to collaborate more and better. Credit is given for "selective" collaboration in the past, but there is a sense that new momentum is possible and desirable - and there is even a suggestion that UNICEF has a potential role as "polarizing agent" and intellectual leader among the NGOs dedicated to children's interests. Still, a few panel members question the sincerity of UNICEF's "window dressing" in this regard and one observes that "publics hate competition" in welfare. Inevitably, there is some honest and sincere bias here. For example, some NGOs take the position : "You do the advocating and I'll do the work."

"The NGOs have a huge advantage... they have more independence; they can act with more speed; they have more 'pioneering ability' -scope for innovation; they are also generally more sensitive in their approach to local needs. UNICEF often runs the risk of appearing heavy handed here. NGOs, for example Save the Children (SCF), have the same tensions. SCF's strength, however, comes from its clarity of and adherence to basic principles. Within these it can be very flexible. UNICEF needs to establish a similar clarity, should focus more narrowly. Only they can decide where. However, they should play an advocacy role, and they should probably be less involved in operations except where they are concerned with long term development projects. Their technical mandate - to champion the needs of children in developing countries- is not all that helpful. Increasingly, the definition of 'developing' could be extended to any country - certainly in Eastern Europe, or even to some inner cities in the west. In such differing geographies as Africa and Eastern Europe, the environment, in terms of infrastructure etc, and therefore the best means of operation may be utterly different. The fundamental problems, however, for example the provision of clean water, are the same whether in an urban or rural context. It should be a partnership. The clever part of partnership is the sharing of experience without the loss of independence. UNICEF is better off being a funding agency and supporting the NGOs. It is generally more cost-effective to make use of NGOs."

Anonymous panel member

"It should be as synergistic as the cultures of the two parties allow. This is essential. I suspect that the various publics hate competition when it comes to welfare."

Dr. Richard Sandbrook, Executive Director, IIED

"It should be strengthened and diversified. NGOs have many strengths to offer and could contribute much more as full partners".

Paul McCleary, Christian Children's Fund

"Greater use should be made of working with NGOs, both local and international. They have flexibility that bureaucracies often lose. They tend to be cost/efficient in their use of resources, draw on volunteers and mobilize for empowerment."

Professor Carl E. Taylor, School of Hygiene and Public Health, Johns Hopkins

"These ties should be closer, definitely. With the end of the cold war, NGOs that were politically unacceptable during that earlier period are now universally recognized and have great capacity. For example, when I was in Tanzania, NGOs were not allowed to operate. They now have potential in centrally-planned countries. Structures are needed. Not all NGOs are cost-effective, and many take advantage of their situations. They are very dependent, and they consume resources. They have to be understood and managed. "

Laetitia van den Assum, Netherlands Ministry of Foreign Affairs

"Here UNICEF could play a greater pioneering role. NGO's are often a channel for UNICEF assisted programmes. They can reach out to groups, minorities etc. that normal government programmes do not comprehend easily ... NGO's can often speak or act in ways that are difficult for UN agencies. They have a capacity to pioneer new approaches. There is of course a danger of competition in fundraising ... This must constantly be worked out by the partners concerned. A clear understanding as to where the partners stand, where they are complementary and where they must be on their own, can help in this respect. "

Dr. Charles A. Egger, President Honoraire, RAFAD

"There is a need for a more comprehensive approach. a multi-disciplinary and multi-sectoral approach. Cooperation with partners is essential. Close partnership with NGOs at global level, local level as well as "grass-root" level will certainly strengthen the campaign. Promotive efforts by UNICEF to strengthen NGOs in quality as well as quantity are necessary."

Dr. Adhyatma, MPH, Former Health Minister, Advisor to the President, Jakarta

"UNICEF must develop more links with NGOs - even in governance as well as country work. It is now too tied to national governments - in North and South."

Professor Lincoln Chen, Harvard University

"Let's ask ourselves what is the real relationship today between UNICEF and the NGOs. I know what I would like it to be, but I think we're some distance from that, at least so far. There's a lot of "window-dressing" and posing going on. If UNICEF were truly interested in developing NGOs as colleagues and

as a resource, they would need to give this issue more priority than they have up to now. There is a great but undeveloped opportunity for partnership."
Jill Sheffield, President & CEO, Family Care International

"Interaction between UNICEF and the NGO community has often tended to be superficial, condescending, or based around attempts to co-opt NGO support for UNICEF agendas. What is needed is a constant, well-informed substantive and honest dialogue..."
Anonymous panel member

" It is obvious that NGOS are very active within the areas of priority of UNICEF, and that many goals and targets can only be implemented with the assistance of NGOs. The NGO situation is different in different countries, but local NGOs could be of special importance."
Knud Vilby, Danish journalist and editor

"The relationships have changed over time. Once the UN agencies acted as if they were on some kind of pedestal. But we have come closer during the 1980s and the early 1990s. Perhaps we have all matured together... One of the best things UNICEF can now bring to this relationship is intellectual leadership. UNDP is challenging UNICEF on this, with their human development report, for example. UNICEF has the competence and the resources to be an intellectual guide for the NGOs, but it can't be casual. With a stronger commitment, they could illuminate and motivate the NGOs. When you talk about "competitive advantage", who else can really do that? We see it as a great opportunity."
David Bryer, Director, Oxfam

"Where there is no ideological contradiction and the NGO's agenda is legitimate, UNICEF should reach out. It's not always easy. I have seen with my own eyes in Africa "NGO" activities that were fund-raisers for the interests back home rather than bona fide humanitarian activities."
Harry Belafonte, UNICEF Goodwill Ambassador

"It depends. It takes some skill to assess the potential of an NGO. In the Philippines we have a long tradition of NGOs - YMCA, Rotary, Lions, etc. Then we had specialized people's organizations during the Marcos era. The people's institutions were essentially political. The middle class entities were essentially service-oriented NGOs. Constructive relationships are possible, as long as the NGO is legitimate and not ideologically hostile".
Senator Leticia Ramos Shahani, The Philippines

(14) Should UNICEF operate separately from other UN organizations or integrated with the others? Several UN agencies are tending to overlap their roles and missions, such as addressing the "social aspects of development". **How should UNICEF position itself in this context?**

Overview: There isn't 100.00% agreement on any issue, but most Delphi respondents have a sense that structural reform is called for in the relationships among UN agencies and funds. "Coordination" seems a good idea. But almost all of them stop short of supporting full-fledged integration. Most of them defend the idea of distinctiveness for the positioning and "image" of UN agencies, especially UNICEF. On balance, the idea of a generic melding of all agencies is unpopular.

"I think it's a bad hypothesis to presume that UNICEF needs to mark off a piece of turf and defend itself. Let's be realistic: If UNICEF were to withdraw from any major spheres of activity, who would inherit those areas? Who would take over? Someone might nominate education for girl children as an issue, for example. But is UNESCO in a position worldwide to take over that responsibility? I don't think so.. I could make the same sort of point about WHO and others. The world is not static, and UNICEF has been good at analyzing changing needs and responding. By withdrawing from some fields, would more good be shifted to others of UNICEF's fields of activity? Probably not."

Ms. Margaret Catley-Carlson, President, The Population Council

"It's important that UNICEF somehow avoid getting mired in the overall UN situation. Obviously they have to work with their partners. But with caution. We can see in the field that one or two of them are in difficulty and they have a lot to do to coordinate themselves before they can effectively coordinate others. UNICEF, to its credit, has a certain personality, style, uniqueness, whereas today - maybe not in future -one or two others are sort of depersonalized machines."

Jill Sheffield, President & CEO, Family Care International

"There are areas where better cooperation would be helpful. But to speak of "integration" suggests significantly changed roles about which I would have some reservations."

Paul McCleary, Christian Children's Fund

"There has been little progress in intersectoral cooperation because of continuing barriers as agencies protect their own turf and compete for resources and recognition. Some imposition of coordination from above is needed, but it should not be mindless and destructive of good programs as

has sometimes been done in the past. A more reasonable approach is to identify areas where joint action is needed and set up joint working groups, making sure that incentives for all parties to cooperate are made explicit."

Professor Carl E. Taylor, School of Hygiene and Public Health, Johns Hopkins

"UNICEF should operate separately, but they must coordinate with the others."

Mohamed Sahnoun, International Development Research Center, Ottawa

"The difficulty is that this is not an "either-or "question but rather a problem where one aims to maintain identity while doing the best to relate to the overall UN effort and be seen as part of a team. UNICEF has to be careful not to be amalgamated into a tight UN field structure which endangers its known flexibility, its rapidity of action, its more pointed and clear-cut mandate, its practical field orientation, and its known pragmatic approach free from dogma and regulations."

Dr. Charles A. Egger, President Honoraire, RAFAD

"That's a real political issue. UNICEF has to show that it is addressing the issue of overlap and duplication. But at country level, UNICEF's partner could be the World Bank or an NGO or whatever. They have to be both selective and flexible at the national level. In Tanzania the one well-known agency was scarcely present, whereas there were other agencies that were very supportive. Locally you have to be expedient. On a global scale defining the ties to other UN entities is necessary. In the country you have to be pragmatic."

Laetitia van den Assum, Netherlands Ministry of Foreign Affairs

"Complicated question. Now there are too many agencies, so there is duplication and bureaucratic inefficiency. Integration may not solve this problem. For now it would be best to integrate other agencies into UNICEF, because of their field orientation and inclination to action, than vice versa."

Professor Lincoln Chen, Harvard University

"A very political question. Maybe UNICEF's special contribution could be to try to reduce internal rivalry, infighting on power and resources, inefficiencies and bureaucracy, money waste and upper- class behaviour at many places in the UN system. We all know that unless the UN system is reformed and becomes more efficient and reliable, it will not be able to handle the urgent tasks ahead. UNICEF is not the worst, but is part of the problem. The general public tries rightly to see the UN as one organisation whereas the different UN bodies often act in a very different and even irresponsible way. It is a serious problem that UN organisations do not want to be coordinated. It is clear that the importance of the combined UN family in many countries is limited because of lack of coordination and

collaboration, overlapping (in spite of very limited resources) and sometimes competition. UNICEF should, especially because of its broad mandate, be well suited to work with and through other organisations with an integrated approach."

Knud Vilby, Danish journalist and editor

"UNICEF ought to engage in constant dialogue with other UN organisations to avoid duplication and enhance effectiveness."

Prof. Ryokichi Hirono, Faculty of Economics, Seikei University, Japan

"Boundaries are a difficulty in our kind of work. But so far the idea of a DHA that is supposed to galvanize UN responses in difficult situations hasn't worked. This is largely due to "turf protection" on the part of UN agencies, and that is certainly true of UNICEF. This should be sorted out in good faith once and for all."

David Bryer, Director, Oxfam

"UNICEF should work separately, but in a coordinated way. Steps to prevent overlapping roles that weaken each other are of utmost importance and coordination at country level is necessary. "

Dr. Adhyatma, MPH, Former Health Minister, Advisor to the President, Jakarta

"Coordination of UN agencies is necessary to avoid jurisdictional conflicts and duplication of work. Coordination is particularly necessary in emergency situations - situations that will be more and more frequent."

Dr. Ali Oumlil, Secretary General, Arab Thought Forum, Amman, Jordan.

"The relationship should be based on complementarity with due respect for the mandate of each partner. Where overlapping is foreseen it should be worked out in mutual agreement - "joint ventures".

François Rüegg, Secretary General, Int'l Catholic Child Bureau

"You're hinting at UN Reform. The idea of "country coordinators" has been with us for a long time. If there is to be a move now to impose the concept more rigorously, it must be with a certain understanding. Coordination cannot invade the mandate of the agency. "

Ms. S. Ogata, United Nations High Commissioner for Refugees

"UNICEF should operate in a properly integrated way, but it should fulfill its role as a lead organization in the service of the world's children."

Klaus Schwab, President, World Economic Forum

"Integrated. However, it can be a lead agency on many issues - obviously child rights."

Prof. Vitit Muntarbhorn, Chulalongkorn University, Bangkok

"Independently only as a last resort. Ideally UNICEF is a leader and should drag the others along with it. I am optimistic about cooperative alliances."

Dr. Richard Sandbrook, Executive Director, IIED

"My impression is that UNICEF, like all other UN agencies, is greatly in favor of rationalization and coordination of all programs, except its own. The reform of the UN development system is urgent, both to enhance the impact of always scarce resources and to restore confidence in the overall utility of the organisation. Of all UN agencies, UNICEF will survive a general loss of confidence in the UN, but it has a large stake in reforming the UN development system."

John W. Sewell, President, ODC, Washington DC

(15) Is UNICEF structured in an effective and appropriate way?

Overview: From the outside, UNICEF's structure is guessed at, based on image and broad results. Insiders, on the other hand, know all the "blemishes" and tend to be sharply critical. UNICEF management can learn from and benefit from both perspectives. It's fair to say that in its rush to "get things done", UNICEF has tended to ignore the issue of "good business practice" and today pays a high price for improvised structure and slap-dash business procedures. And many Delphi panel members point to the "top-heavy" structure at the center. A fairly common sentiment is for good policy and communication capabilities at headquarters and more effective decentralization.

"UNICEF is on solid ground when it emphasizes its field organization. Since the 1980s there has been too much emphasis on Headquarters and the central policy staff. Thus they have overlapped the field capabilities. There are advisors everywhere."

Laetitia van den Assum, Netherlands Ministry of Foreign Affairs

"They are doing some things right. They hire a lot of good people, for example. They are all energized about their mission. But my impression is that they are pretty top-heavy, whereas my heart is with the field organization. The structure has gotten so big. There are so many people, and they are all tearing around. In most organizations, complexity and confusion are expensive."

Jill Sheffield, President & CEO, Family Care International

"UNICEF has never been ideally structured. Broadly speaking there seems to be an unhealthy trend to centralise decision making, services and power at HQ with fewer responsibilities at the country level and a continuous uncertain and unclear role at the regional level. Far too many technical and advisory services are centralised at HQ. The present system of mixing regular posts with others established on project funds of a temporary nature or even private funds makes it very difficult to analyse the overall situation of expenditures for administration, finance, support services etc. These funds require very thorough scrutiny. There is apparently also a lack of a clear definition of responsibilities amongst senior staff as well as a lack of proper delegation at HQ. One senses also a weakening sense of responsibility of how funds are to be spent throughout the whole organisation (how travel is decided, meetings called in far away places, etc.). From the information available one does not get the impression of an effective and appropriate structure."

Dr. Charles A. Egger, President Honoraire, RAFAD

"The biggest structural challenge is the age-old question of what's to be done with the regions. They need a meaningful role without pre-empting the empowered country representative, which is a key part of UNICEF's success."

A solution is clearly needed there. And it's important not to presume that a structure that works in South America or the far East will also work in Africa. One has to respond to the different local and regional situations. In the past, the region offices really gave important value to the countries. Primary education is an example. The regions acted as a resource for governments. Surely many countries are going to continue to need such technical support from the regions, but as they advance toward relative self-sufficiency, region resources will have to be modified."

Margaret Catley-Carlson, President, The Population Council

"In the field they look pretty good to me. But at the center there are real UN-type problems of bureaucracy and everything that goes with it."

Harry Belafonte, UNICEF Goodwill Ambassador

"One of the greatest strengths of UNICEF is the relative autonomy of country representatives to develop programs adapted to national, and hopefully community, needs. As greater priority is shifted to such activities there will be fewer global goals that override local considerations. The regional offices should be given greater capacity to provide supportive expertise for national offices. I am a great believer in the validity of UNICEF's programming cycle which is where headquarters should be most involved."

Professor Carl E. Taylor, School of Hygiene and Public Health, Johns Hopkins

"The balance, country-region-headquarters, is OK for field operations. But headquarters is already very large. I would consider revamping headquarters, moving support functions to the regions, and building strong policy and communication capabilities into headquarters."

Professor Lincoln Chen, Harvard University

"I have a rather positive view of UNICEF's approach to organization, with the single exception of the supply activity. There are some problems there. On a broader scale, UNICEF is losing ground to UNDP in terms of intellectual leadership. I should think that would be of concern to UNICEF leadership, because if they really believe that UNICEF should be primary advocate for the world's children, then advocacy demands intellectual underpinning. The activity in Florence does some good work from time to time, but it is remarkably low key when perceived in terms of the major opportunity UNICEF faces for the next generation."

David Bryer, Director, Oxfam

"There is no doubt that a great many individual staff members continue to apply the highest standards to their own work, but ... power within UNICEF is heavily centralised and exercised through a system of patronage reinforced at times by intimidation. Dissent is actively discouraged and dishonesty in the reporting of progress is less likely to attract censure than the expression of honest doubts over the latest global programme initiative. The organisation has become too bureaucratic at all levels. The headquarters has

become too large and too expensive. At the field level, many staff are more capital city-focused and less in touch with the realities for children in the country at large."

Anonymous panel member

(16) Do you believe that UNICEF is **cost-effective**? Is its reporting clear and **transparent**? Does it handle accountability well? Why do you see it this way?

Overview: Even UNICEF's strongest supporters feel that the philosophy of the house is that "the end has justified the means". And this does not encourage transparency, accountability or tough-minded cost management. The implication is that UNICEF management must finally call a halt and reform things, not only to satisfy the Executive Board, but also to satisfy the conscience of the staff. The staff survey reveals that staff members at all levels are worried about waste and cost management. In the rush from emergency projects, to hastily-called meetings to prod performance on goals, there is a sense that a lot of waste is built in.

"My view is that there is not enough transparency and not enough accountability."

Mohamed Sahnoun, International Development Research Center, Ottawa

"UNICEF has not been so successful in achieving cost effectiveness, transparency or accountability. The system must be reinforced."

Prof. Kano Yamamoto, International Christian University, Tokyo

"I watch them at work and I worry about their illness levels. There is so much excited random behavior that I want to ask about their health. There is a crisis mentality even on a calm day. To me, rushing like that means waste. And management that produces that level of excitement makes me wonder about how and why. When I talk to them I get the sense that they're all beat and ready for a change."

Jill Sheffield, President & CEO, Family Care International

"The perceptions are that it is not cost-effective. Nor is it as transparent or accountable as some would expect".

Paul McCleary, Christian Children's Fund

"They have gotten better in recent years. The budget formats have changed for the better. But it's still a fact that a lot of information is kept from people who should have it. There is not sufficient transparency. Accountability should be looked at, especially in New York. The field offices are simpler. But to be fair, one has to recognize that the Board, too, is deficient, and can be very destructive. The politics can be quite aggressive. There is lobbying in the capitals. There is overt manipulation. The secretariat is sometimes its own worst enemy"

Laetitia van den Assum, Netherlands Ministry of Foreign Affairs

"Cost effective: not too much. Relationship between administrative overheads and expenditures for programmes is unfavourable, both in real terms as well as in comparison with other UN agencies pursuing parallel objectives. There is little critical examination of any of the major thrusts in terms of real impact, input and output equation. There seems to be a

tendency to report on progress of programmes that are considered favourable at HQ, particularly relating to progress on reaching global goals at country level. When one is in touch with NGO's, one is immediately struck by the change in mentality in the use of funds (seeking the most advantageous travel arrangements, different methods of reimbursing travel costs within certain guidelines, limitation of attendance at meetings etc.). "

Dr. Charles A. Egger, President Honoraire, RAFAD

"As far as I know, the cost-effectiveness ratio is less a problem at UNICEF, compared to other UN agencies. But still they probably ought to economize on conferences, seminars, other sorts of meetings."

Dr. Ali Oumlil, Secretary General, Arab Thought Forum, Amman, Jordan.

"When I served on UNICEF's Executive Board, we worked hard to try to ensure cost effectiveness and transparency. But let's accept that this is not easy. Organizations such as UNHCR and UNICEF are complicated, and they have to operate in a hurry. That makes cost effectiveness difficult. We have to do more."

Ms. S. Ogata, United Nations High Commissioner for Refugees

"The size of the organization and its inter-governmental character can create some inevitable bureaucracy. From an NGO's outside perspective, reporting is transparent and accountability well handled, because information is easily accessible and communication excellent here as we see it."

François Rüegg, Secretary General, Int'l Catholic Child Bureau

I don't pretend to know the details, but UNICEF does not boast an image of having a cost-effective organization.

Klaus Schwab, President, World Economic Forum

"I believe UNICEF is cost-effective, or at least it was when I was there. I would not claim that they are known either for transparency or clear accountability. But to be fair, executive boards like things to be tidy. But tidiness is not a guarantee of social benefit. The call for tidiness may sometimes be exaggerated."

Margaret Catley-Carlson, President, The Population Council

(17) To capture public interest and support, UNICEF has sought to sponsor new programs and concepts from time to time. Is the pace too slow or too fast? Please explain your view.

Overview: NGO's who want to see programs close to their own fields say UNICEF is slow. But the majority of panel members see some superficiality in recent program undertakings such as "BFH", "20-20" and one or two other campaigns. Still, one voice cautions the purists: Don't totally dismiss the marketing needs of a fundraising organization. And one or two add, in effect, "if you expect to reach global goals by the years 2000, you'd better move faster." On balance, there are some protests about occasional superficiality, but this seems to be perceived in general as part of the dynamic personality of UNICEF and not as a grave weakness. Most panel members do not have this issue on the top of their minds.

"Clearly too fast. They will start a new initiative before the previous one has had a chance to get established. The "Baby Friendly Hospital" is an example. It hasn't done well. And when they start to push one of these, the pressure on the field is enormous. Some country representatives are afraid to fail, to the point where some are even tempted to distort the data."

Laetitia van den Assum, Netherlands Ministry of Foreign Affairs

"Pace seems too fast, The innovative major themes announced every year have not had time to sink in and be understood by field staff, not to speak of the time needed to create the proper interest and understanding at the base level, to muster the necessary political will with decision makers, to see how new concepts and programmes relate and affect other ongoing activities. There has to be a healthy relationship between substance in policy goals and programme content as compared to the packaging and marketing... one gets the impression that the marketing is overshadowing the substantive aspects."

Dr. Charles A. Egger, President Honoraire, RAFAD

"I know a very smart journalist in Nairobi, the editor of the Kenya Weekly - Hillary Ng'weno. He describes UNICEF's "new flavor of the month". It's gotten to that point. UNICEF should settle down a bit."

Jill Sheffield, President & CEO, Family Care International

"There is a risk. Eye-catching propaganda from UNICEF tends to represent a global task as being very easy to solve. ("So much can be done with so little".) There is a risk of fatigue when people later realise that problems are still growing and are not being reduced as promised."

Knud Vilby, Danish journalist and editor

"In a time of international transition there must be more openness to experimentation and innovation. It is less and less appropriate to focus on simple solutions that are imposed rigidly without adaptation. It is also not appropriate to count on leisurely evolution of partial and incremental ad hoc

approaches based on impressionistic judgments by bureaucratic transients in government positions. Both of these past approaches should be replaced by deliberate experimentation that is community based and built into regional extension with effective networking. One can define methodologies that can be applied widely, but the solutions that emerge from the use of those methodologies will have to be local and based on involvement of communities."

Professor Carl E. Taylor, School of Hygiene and Public Health, Johns Hopkins

"Too many gimmicks rebound. UNICEF seems about right - but the "short-term" media-led world we live in gets no easier. Thus UNICEF has to constantly search for effective ways to market its work and the unmet needs of minors."

Dr. Richard Sandbrook, Executive Director, IIED

"There are different types. It depends. UCI, ORT, and so forth have been with us for 15 years. They've been OK in terms of field operations. But the State of the World Children report is now too stale in terms of new ideas and issues."

Professor Lincoln Chen, Harvard University

"Changes in the environment call for some modifications in the philosophy of UNICEF, as well as the orientation of its programs:

- **Follow up on the rights of children**
- **Work well with NGOs, to counterbalance the weight of governments which are increasingly "official" and passive.**
- **Stress education in UNICEF's mission. This is a world battered by civil wars, the forced movement of nationalities, the disenfranchised. The repercussions are harsh on children, the adults of the future. This education should be founded on rights, tolerance, basic dignity."**

Dr. Ali Oumlil, Secretary General, Arab Thought Forum, Amman, Jordan.

"UNICEF has been remarkable in sponsoring new concepts and pushing for broad public and governmental acceptance. Its innovations of the past decade are now, however, accepted wisdom. The challenge now is to articulate the children's issues of the next decade..."

John W. Sewell, President, ODC, Washington DC

(18) Like most active, visible public entities, UNICEF has its strong supporters as well as its detractors. What is your sincere view of the job UNICEF is doing?

Overview: Since the Delphi Panel is composed of independent and experienced thought-leaders, it will come as no surprise that each has his or her "constructive criticisms". But on balance, UNICEF gets high and/or improving grades on performance. (This is consistent with UNICEF staff attitudes: A high level of pride in UNICEF's mission and essential work around the world; a high level of dissatisfaction with many methods and internal policies; an 82% desire for major change.)

"UNICEF is doing a marvelous, highly needed job. In the minds of many people it is the embodiment of humane services for children and childhood."

Dr. Ali Fakhro, Minister of Education, Bahrain

"UNICEF is doing an outstanding job, particularly when ranked against other public agencies."

John W. Sewell, President, ODC, Washington, DC

"I'm among the supporters. UNICEF has capable staff, well-deployed around the world; is responsive to needs; provides world leadership on children's issues."

Paul McCleary, Christian Children's Fund

"Excellent."

Professor Lincoln Chen, Harvard University

"UNICEF is filling a precious vacuum and their mission is important. They're doing a damn good job that no one else would be doing if they weren't there. I hope we all recognize that."

Jill Sheffield, President & CEO, Family Care International

"Two comments which in no way nullify the role of UNICEF:

(a) I have the impression that UNICEF tends to organize tours of notables, which no doubt aids in fund-raising. But at the same time there are other actors more adept at ensuring close relationships between the local representatives of UNICEF and the "milieu" in which they are working."

(b) Collaboration with local NGOs is insufficient. Regrettably in the Third World, because they hold on to their autonomy, they tend to be "mal vues" by the governments, which explains why the UNICEF offices in certain locations are reticent about joining up with them.

Dr. Ali Oumlil, Secretary General, Arab Thought Forum, Amman, Jordan.

"Generally good. The best UN agency in my view. But they still need a lot of improvement."

Mohamed Sahnoun, International Development Research Center, Ottawa

"UNICEF and UNHCR are the two top performers and they have the highest potential. They have the clearest mandates, and they know how to maintain visibility. However, UNICEF no longer has the best people. Many have become disappointed and left."

Laetitia van den Assum, Netherlands Ministry of Foreign Affairs

"UNICEF has done its job very well. I would give them a B-Plus."

Dr. Adhyatma, MPH, Former Health Minister, Advisor to the President, Jakarta

"On a scale of ten: The picture is uneven. Fundraising, mobilisation and advocacy, some of the documentation, many of the emergency operations, the seeking of alliances with other partners in the UN, the bilateral community, and NGO's - would merit a rating around 9. Overall management, staff relations, ratio of operative costs versus administrative overheads, cost-consciousness throughout the organisation etc could rate about 5. Program development at the country level in all forms, mobilisation of support groups, collaboration and dialogue with countries etc. would come to a rating of 6 - 7. "

Dr. Charles A. Egger, President Honoraire, RAFAD

"My view is that UNICEF is doing a very good job. They have capabilities that are almost impossible to match."

Ms. S. Ogata, United Nations High Commissioner for Refugees

"In a nutshell: Good mission, too much bureaucracy"

Klaus Schwab, President, World Economic Forum

"Excellent job! But one must always improve UNICEF's performance vis-a-vis its goals."

Prof. Ryokichi Hirono, Faculty of Economics, Seikei University, Japan

"In general, I think UNICEF is among the better in the UN system."

Knud Vilby, Danish journalist and editor

"Few other international agencies have had the consistently high performance level of UNICEF. Its unique quality of being able to attract dedicated workers willing to sacrifice personally for children in need should never be lost. Such field oriented pragmatists should be turned loose with support to do their flexible best. There is tremendous need for keeping the motivation level high."

Professor Carl E. Taylor, School of Hygiene and Public Health, Johns Hopkins

"They have improved. When I first started traveling they were definitely floundering. They are now somewhat more focused, and work better with other agencies. The pressures put on UN agencies over the last ten years have brought home the need to focus. They have had to – the demands on them were becoming ridiculous. It is not surprising that they feel defensive."

However, their improved clear-mindedness will enhance their image externally, and their image is half the problem. As it is, conflicts do occur from time to time. Usually this is as much as anything to do with personalities. In more business-like cultures, there is generally a better understanding of roles. Too often the UN agencies are characterised by people without experience wanting to make their mark. Many NGOs are run by ex-pats who at least feel that they have relevant management experience. They tend to have a less than high regard for the UNICEF people who are seen either as local figures appointed for political reasons (ie, not because they are competent, but 'because it is their turn'), or as New York bureaucrats, out of touch with the realities of the field. In turn the UNICEF man often feels ignored by the NGO staff."

Anonymous panel member

(19) We are particularly interested in your views, if any, on how UNICEF could improve the following activities. Please address only those where you believe you have a qualified point of view:

- Fund raising
- Greeting card operations
- Financial management
- Mission accomplishment
- Program development and management
- Human resource management
- Supply and logistics
- Management information
- External relations, press communication

Overview: It takes insiders to respond to some of these questions, and the insiders tend to be tough on UNICEF.

"Human resource management: "The problem is inherent in the size and international structure of the organisation. Appointments often are driven by political expediency rather than meritocracy. Programme management: One should take a great deal of trouble before one rushes into a project a) to assess the implementation of the project itself and b) to establish partnerships with the local authorities and agencies one will be working with. They have to have an eye on long term development cooperation. This is a criticism that could be leveled at UNICEF - that it doesn't establish partnerships and relationships well enough before it barges in - time that should be spent on preparation is instead seen as time that should be spent 'just getting on with it'.
Anonymous panel member

Financial management and accountability should be strengthened to keep the good image of UNICEF. Human resources: UNICEF needs a much stronger management of HR; personnel evaluation system.
Prof. Kano Yamamoto, International Christian University, Tokyo

"External relations: The "State of the Worlds' Children" is lop-sided. It fails to deal adequately with child rights and child protection."
Prof. Vitit Muntarbhorn, Chulalongkorn University, Bangkok

- "There are interesting fund-raising opportunities, including private sector, in Asia and Latin America. Japanese companies in Asia, for example. In some countries GCO could be run more efficiently. They could manage volunteers better. In financial matters, transparency is the key issue. That old problem is still going on. UNICEF does not address effectively the impact of its programs. Goals could be defined better. Much could be done to link input and output objectives. They need more staff training so they will know how to do input-output analysis. They tend to start out fresh every time they shift assignments, and the training doesn't help them very much. They sometimes don't even know where to go to get internal specialized help. The country planning process is defective. They would be much better off with a sustained, rolling 5 year plan. Now HQ ignores the country for 4 years! The plan must be updated continuously. Supply and logistics are strengths of UNICEF, but procuring locally should be advanced further. Copenhagen tends to be not taken seriously because their lead times are regarded as exaggerated, especially when the product is often available

more quickly nearby. As regards communication and external relations I consider that overkill. There is so much of it and it costs so much money!"

Laetitia van den Assum, Netherlands Ministry of Foreign Affairs

"Fund-raising is a tremendous untapped opportunity. There is much they could do. They need real professionals at this work. They have well-meaning, intelligent people, but there are dedicated career professionals in this field and they are no match. In GCO, they have relative stability and they are fairly good. But they are not excellent in the competitive, commercial sense. They are still operating at "Sunday School" level. And on press relations and communications they have scarcely scratched the service.

Harry Belafonte, UNICEF Goodwill Ambassador

"External relations, press communication: UNICEF could give a more multicultural image of itself. It is still rather North American. Communication to the public on non-health or nutrition issues could give a better public image of what UNICEF is actually doing."

François Rüegg, Secretary General, Int'l Catholic Child Bureau

Financial management: Administrative versus programme costs; the hydra of HQ proliferating technical and other services in N.Y.. as compared to the field; cost-consciousness throughout the organisation, criteria for travel and meetings, advocacy versus propaganda etc. Much greater selectivity on what subjects to concentrate on and what to leave out.

Mission accomplishment: Far greater efforts in critical analysis of what these accomplishments mean at the country level in terms of continued and sustained activities, at the cost of which other services. An atmosphere of greater honesty and modesty in analysing accomplishments and indications of what still needs to be done.

Programme development and management: How much have the recommendations and conclusions of the programme evaluation carried out by a selected number of members of the Executive Board been taken into account? A percentage of the country programme should be left to the discretion of the country office (with some measure of consultation with national authorities)...

Human Resource Management: Rather than assemble a large number of certainly qualified but expensive experts and advisers at HQ, one should go back to make more use of talents available at the country level. One could also make more use of contracts with local and national institutions. This is not necessarily a new departure but one should aim to give more latitude to local offices, with lesser dependence on centralised technical services. They inevitably tend to create their own empires and inundate field offices with policy outlines, guidelines, multiplying visits to the field of relative priority etc. All of this has to be incorporated in country programmes that must contain a bit of everything in order to pass muster at HQ.

Recruitment and selection of staff: The impression exists that staff are not necessarily selected for their independence of opinion or their original thinking and experience or their ability to sustain an atmosphere of teamwork. One would hope that these characteristics are being given more attention in the selection of staff as well for promotions. Favourable and uncritical attitudes toward HQ policies and unfailing loyalty have become an increasing element in the assessment of staff members performance... an unhealthy sign for any agency.

Dr. Charles A. Egger, President Honoraire, RAFAD

I don't pretend to know much about the "inner workings". But a few points come to mind: The programme people are well qualified and they have a good feel for their jobs. But they play games with goals and I regret that. As far as the management information process is concerned, I see how many tons of paper they pass around and believe that this diminishes efficiency and puts the staff under extreme pressure, just running to keep up with it all. There is a "make-work" component. and much of the complexity is self-generated. The

organization excesses and contradictions confound the whole idea of empowerment. As regards communication, I love the posters."

Jill Sheffield, President & CEO, Family Care International

Greeting cards: Need more advertising, more aggressive introduction. Financial management: UNICEF should decentralize more funds for field operations, less for administrators. Human resource management and program development: More focus. Priorities are a must. Need long-term commitments rather than emergency, "crisis oriented" activities.

Dr. Ali Fakhro, Minister of Education, Bahrain.

Fund raising: Staff in country offices devote considerable effort to trying to raise funds for noted projects. In some offices the bulk of funding comes from special funds rather than general funds. In my opinion there has been too much of a trend towards donors giving to special funds to keep control of and get credit for field activities. Programming would be better with a greater proportion going into general funds. Mission accomplishment: Allowing a considerable fudge factor in the way that statistics have been prepared, there is no question that the child survival revolution has saved the lives of millions of children. People may begin to note that if you add all the percentages of children said to be surviving because of specific interventions, the total is probably double the number of actual deaths. Even with such caveats, much has been achieved. Program development and management: I think the programming cycle works well and management is good, even though it has tended to become top heavy in focusing on global goals. Human resources management: I have never understood just how the internal flow of decisions about the assignment of people really works. Perhaps it would be better to openly give more authority to country representatives to choose their own people, but this would require channels of communication to judge performance. Supply and logistics: It seems to work, why fix it? Management information: computerization has helped, but it should always stress user friendliness. External relations: A good feature is the opportunity for donors to be involved in evaluating field work. This is a good aspect of noted projects and the great effort that goes into study tours and experience exchange. Some mechanism for equalization is needed of the many visits that go to "popular" countries. They should continue along with publications such as The Progress of Nations, but they need constantly to explore new priorities and challenges.

Professor Carl E. Taylor, School of Hygiene and Public Health, Johns Hopkins

(20) What should be the mission for the longer-term future? What social ills will affect children in the years after 2000? What role for UNICEF in that upcoming generation?

Overview: Panel members present a bewildering range of issues for the future that seems so broad and complex that only a consortium of collaborating agencies have even the slightest chance of confronting them all. But between the lines also appears the suggestion that UNICEF has a lot to do yet before it can feel it has made adequate headway in preparing itself for the new generation of needs around the world, and for assuming the mantle of "lead advocate" for the NGOs and other agencies. Most panel members agree with the statement: "The big social issues are the mission of the future." And some of them ask, "Is UNICEF going to be ready?"

"A complex question. Children are nurtured by families, a social unit in crisis around the world."

Professor Lincoln Chen, Harvard University

"The big social problems are the mission of the future: transnational migration; large groups of minorities; environment; social disintegration; UNICEF is not yet focusing on these new-wave issues."

Laetitia van den Assum, Netherlands Ministry of Foreign Affairs

"UNICEF should address the opportunity of intellectual leadership. The world needs an alternative solution to social problems other than the Bretton Woods solutions which have their limits. UNDP and UNICEF ought to be a countervoice. Richard Jolly has done some good work on this past. We believe the time has come for him and others in UNICEF to address those issues openly and clearly.... Further, around the world, in major areas of social spending, budgets are either flat or being cut. Privatization is going on, with major handovers to the voluntary sector. UNICEF, with its strong history and reputation, should now be addressing that damaging trend.... We at OXFAM believe that UNICEF ought to take a fresh look at its willingness to address issues that affect children and women which might be considered politically hazardous. UNICEF sometimes tends to back off. Delegating NGOs to speak for UNICEF is surely not the solution".

David Bryer, Director, Oxfam

"Nothing will be more challenging than Aids. Beyond that, there will be particular potential in the issue of education for girl children, accompanied by the question of how firmly UNICEF will stand in certain cultures that attach little importance to this very argument. If they have the courage and the resources, the pay-off could be tremendous".

Jill Sheffield, President & CEO, Family Care International

"UNICEF should be paying much greater attention to the problems of children in rapidly developing and industrializing societies. Such patterns of

development are likely to lead (as they did during the Industrial Revolution in the old rich countries) to exploitation and abuse of children (and others, such as women.) This means that organizations such as UNICEF are going to have to balance their activities in these countries (which are not "poor" as traditionally defined) against those in countries that are growing slowly or not growing at all, and which remain by definition "poor."

John W. Sewell, President, ODC, Washington, DC

"Certainly female education and literacy, attention to the development and education of the young child, stressing responsible parenthood (which UNICEF for many years has skirted around), the fundamental importance of involving communities at the ground level, the encouragement of responsible leadership in basic communities and organisations, local NGO's of different types concerned with education and development, follow-up on children's rights legislation etc. Concentrate not only on reduction of infant and child mortality but much more concern how children that have been born grow up and are being prepared for their future role... Many of these activities require more careful research, hard work and imaginative projections. They are not glamorous and do not at first sight lend themselves easily to be crystallised in clear targets and objectives. Is UNICEF in a position to contribute to such a future projection? UNICEF should become more actively concerned in helping create mechanisms for follow-up of the provisions of the Convention on the Rights of the Child at national levels. A great deal more education and information in the countries themselves will be required. Environmental education and more appropriate forms to enhance parental responsibility and MCH in population control in different cultural societies are part of future challenges.

Dr. Charles A. Egger, President Honoraire, RAFAD

"The main problems will be social and economic inequality and most likely a worsening of problems because of 1) growing environmental problems (first in the urban slums and later on at a more general level and 2) new food production crisis in parts of the world. Water shortage will be a growing problem affecting billions. Many of the problems can only be tackled through integrated approaches dealing with the whole concept of growth, environment and development. Whereas there is a need to focus on children's health and rights, it is an illusion to think that overall problems can be solved through such a focus only. "

Knud Vilby, Danish journalist and editor

"Family - community focused - there is too much dealing with the child without focusing on the family and community. There are areas emerging: children of ethnic minorities, children of single-parent families, children of the homeless, etc.

Paul McCleary, Christian Children's Fund

"With a growing number of families breaking down and with an increasing number of single-parent families, the world's children will be facing environments adverse to their health, education and social well-being. UNICEF must work more closely with families and communities under these conditions."

Prof. Ryokichi Hirono, Faculty of Economics, Seikei University, Japan

"If some of UNICEF's goals are to be attained (such as vaccination, iodisation, etc.) much will have to be done for the protection and the social integration of the child in a more and more individualistic and materialistic world. Restoring the social network is a priority: family and community for the children."

François Rüegg, Secretary General, Int'l Catholic Child Bureau

"In the next generation, I would like to see UNICEF much more involved in preventive work... early intervention. I can imagine a whole division doing this kind of work. In a sense the land mine lobbying program might be seen to be an example."

Harry Belafonte, UNICEF Goodwill Ambassador

"I'm intrigued to note that some key NGOs perceive UNICEF as a potential advocacy leader for all NGOs interested in children. To do that, I think they would have to assume a new kind of intellectual leadership. They should do more research and seminars and publish important and relevant papers. Potentially, there's a broader and more important role for UNICEF in the longer-term future, but to make that happen, they have to start addressing that, and a new social advocacy - now."

Margaret Catley-Carlson, President, The Population Council

"Reducing the uncertainty of the future! Children face a more and more uncertain world, and many worry about it. Somehow UNICEF should mobilize resources to become effective in reducing future uncertainty for children."

Dr. Richard Sandbrook, Executive Director, IIED

"Lack of tolerance towards differences in race, nationality, poverty, etc. And UNICEF should get more into curriculum building and mass media."

Hoda Badran, Chairperson, UN Commission on Child Rights - Cairo

"Top priority is protecting children from the many ill effects of today's Media. The psychological and emotional effects, together with the onslaught of a harmful value system, are as damaging to children as infectious disorders or lack of education. UNICEF may have to face this soon, together with other concerned bodies."

Dr. Ali Fakhro, Minister of Education, Bahrain

"UNICEF role in the next generation:

- Globalization of problems
- Transnational issues
 - Environment
 - Sale/trafficking of children
- Technology, bio-technology"

Prof. Vitit Muntarbhorn, Chulalongkorn University, Bangkok

"The social ills that will affect children in the years after 2000 will be these:

- Inharmonious parents
- Drug abuse
- Sexual permissiveness, promiscuity
- Poverty, gap between rich and poor
- Crime
- Alcoholism
- Smoking

Flexibility without leaving its basic mandate will be an important to UNICEF's success

Dr. Adhyatma, MPH, Former Health Minister, Advisor to the President, Jakarta

"Social problems crowd in on public consciousness in modern societies.

These will become more apparent as populations and pressures grow.

Children and their mothers will continue to be the most evident victims and with greater need for attention to fundamental human rights. Most of the problems and their solutions have behavioral roots. Most obvious are violence, teenage pregnancy, drugs and substance abuse, dietary excesses often starting in childhood with impact in adulthood, sexual practices, loss of moral stability and identity, spiritual rootlessness, and many more. At the same time the ancient problems also require new solutions. There is plenty for UNICEF to do in the next century."

Professor Carl E. Taylor, School of Hygiene and Public Health, Johns Hopkins

"If you look at the globalizing forces around the world, you see a sad assortment of countries in the South and even on the fringes of the developed countries, where the traditional condition of children will never be the same. This is age when one enters into the life experience - and one finds demographic growth, the abandonment of children, blocks to the school system, ethnic and religious conflicts... all things which force children to become "adult" too soon in their lives. They become vulnerable to the new torments of society: drugs, criminality, terrorism...

The mission of UNICEF must move ahead, not only in traditional matters of protection, education and assistance, but also responding to change by changing its priorities and the orientation of its programmes."

Dr. Ali Oumlil, Secretary General, Arab Thought Forum, Amman, Jordan.

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Back of

Page 65