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POLICY REVIEW

UNICEF'S EXTERNAL RELATIONS

Summary

This document reviews guidelines and co-ordinating mechanisms for UNICEF's external relations function, the task of which is to mobilize public and private concern for the world's children, especially those in developing countries. This paper describes the background to external relations activities, then reviews the functions, operations and structure of external relations and concludes with a description of how the external relations complex is managed. The final chapter includes specific proposals for increasing UNICEF's effectiveness in external relations.

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SUMMARY AND CONCLUSIONS

The external relations function

(1) In UNICEF, the external relations function includes much more than helping to safeguard or increase funding, or to enhance the image of UNICEF. Central to its function is the constant and unremitting effort to mobilize public and private concern for the well-being of the children of the developing world, whether or not such support is connected to UNICEF, and to increase understanding of the needs of children everywhere.

(2) Maintaining, strengthening and extending "official" links with Governments, diplomatic missions, inter-governmental organizations and other United Nations agencies and, in the "people" dimension, with unofficial institutions and private individuals, especially appropriate communicators of ideas and messages, is the function of UNICEF's external relations.

(3) Co-ordination of UNICEF's relations with Governments, inter-governmental and non-governmental organizations (NGOs) in the industrialized world, as well as in the developing world, became essential with the increasing decentralization of the organization, the trend towards more and more community participation and involvement with international and local levels of Government in providing services benefiting children. UNICEF's management of external relations works to balance and harmonize these varied activities, pressures and opportunities so that they are mutually reinforced and work in concert.

The external relations network

(4) There is an urgent need to extend the effective reach and impact of UNICEF to benefit children by consciously intensifying collective efforts involving other agencies of the United Nations family, UNICEF's National Committee partners and NGO allies.

(5) Though the functions of external relations are carried out through and across the entire matrix of the organization (see annex), the day-to-day responsibilities within the secretariat fall on the office of the Deputy Executive Director for External Relations, the Geneva Office, the Division of Information, the Programme Funding Office, the Greeting Card Operation (GCO) at headquarters and, in the field, on the regional directors and country representatives.

Public sector relationships

(6) The main principle guiding the management and operations of external relations is that they are based on programmes which are the pith and marrow of UNICEF's purpose. The growing complex of co-operative activity with Governments necessitates constant and sensitive interaction, a flow of information to and from Governments and between field offices and headquarters, and increasingly frequent attention to unsnarling the tangles which may be expected to occur in such a ramified organization. The office of the Deputy Executive Director, External Relations, is the locus for liaison and co-ordination with the United Nations agencies and members of the system, bilateral funding agencies and inter-governmental bodies. It provides guidance for UNICEF staff who carry out representational functions at the United Nations, in the committees of the General Assembly and the Economic and Social Council, at inter-agency meetings held under the machinery of the Administrative Committee on Co-ordination (ACC) and at meetings called by particular agencies on subjects of direct concern to UNICEF.

Private sector relationships

(7) The private sector relationships forged and maintained by continuous action through the Division of Information, the Programme Funding Office and the GCO and the NGO Liaison Office are among UNICEF's most cherished assets. These, taken together with links with the public sector, constitute the global network of UNICEF, both at the international and national levels. They provide the image and reality of UNICEF as an agency in which people work with people to bring assistance to children of families forced by poverty to live on the margins of society.

The National Committees

(8) First among these private-sector relationships are those with National Committees. The Committees have earned recognition in their countries as the visible presence of UNICEF and the guardians of its motivating spirit and public image. The GCO, for instance, would not be viable without National Committee collaboration. Such an array of support, aligned with the policies and purposes of UNICEF, offers an enviable source of strength to its external relations activities. The National Committee system now has the capacity to place UNICEF at increasingly higher levels of public consciousness and to achieve more mature appreciation in the industrialized world of the purpose of its programmes in the developing world, including an appreciation of the reality of interdependence.

(9) It is proposed that the Committee network be extended in the near future to those countries where private groups concerned with raising funds, selling greeting cards and advocating children's needs on behalf of UNICEF have persistently expressed a strong wish to develop their own committees for children.

(10) UNICEF will continue to welcome the establishment of children's committees or national children's commissions in less-developed and lower income countries, particularly where children's commissions initially formed for purposes of the International Year of the Child (IYC) have continued to sustain themselves and pursue their objectives by public acceptance of their work.

Non-governmental organizations

(11) Since the inception of UNICEF, NGOs have been invaluable allies in raising world consciousness about the needs of children. More than 130 NGOs are now linked with UNICEF. The Executive Board concluded in 1982 that further use of the non-governmental sector should be encouraged. UNICEF's external relations policy is to extend these collaborative links for enlarging its capacity for advocacy, in fund-raising and programme implementation.

(12) National NGOs involved in the development process are invaluable to UNICEF in reaching communities and decision makers and it is proposed to increase field co-operation with them, with government concurrence.

Advocacy

(13) It has been the long-standing wish of the Executive Board that UNICEF should play an effective part in giving protection and promoting the welfare of children through promoting the understanding of issues concerning children, notably in three broad areas:

(a) issues raised by the international community through General Assembly decisions and resolutions, or at other inter-governmental conferences;

(b) issues arising from Executive Board decisions directly related to programmes of UNICEF; and

(c) the issues concerning the welfare of children, their special needs and problems, brought to world attention by the IYC.

(14) UNICEF's advocacy and promotion of children's needs are carried out by the secretariat in the field and at headquarters. Its necessarily limited outreach is extended, deepened and strengthened by the support of National Committees, NGOs and private sector collaborators at the international and national levels.

Policy and programme support communications

(15) UNICEF proposes to extend its reach into public consciousness through making greater use of existing media channels, improving the quality of its output and distribution, by intensifying fruitful collaboration with its partners and allies, by winning new friends and supporters for children in the mass media and among established publishers in industrialized and developing countries.

(16) To be effective with the mass media, as UNICEF is increasingly becoming, it is essential to provide interesting material and briefings for journalists through their own professional institutions so as to better equip them to be knowledgeable, voluntary advocates of children's needs and UNICEF's policies and programmes.

(17) Publications practice has recently been reviewed in depth, with consequent recommendations for greater economy, selectivity, more effective distribution, and the revision of the number and character of UNICEF's central publications. A general direction is towards co-publishing with National Committees and with established publishing houses in both industrialized and developing countries to extend UNICEF's outreach through translations into local languages.

(18) UNICEF proposes to improve the marketing of the publications it intends to retain for particular development information and advocacy purposes by sharper identification of target groups to reduce waste and improve effectiveness.

(19) Similar analysis has been made of UNICEF film production and development education information, in consultation with National Committees, NGOs and field staff. Again, the orientation is to co-production in the interest of greater economy and effectiveness, targeting publics for particular media suited to their needs, and making more effective use of National Committee resources.

(20) Development education uses information about the development process and the lessons of experience. UNICEF recognizes that the development education materials needed by National Committees and NGOs are different in each case, conforming to UNICEF standards according to varied circumstances and specific objectives. Therefore, UNICEF proposes to progressively relieve itself of the task of designing, producing and distributing development education material, its role becoming essentially that of a resource for information and advice.

(21) UNICEF has been successful in utilizing special events judiciously both for advocacy and fund-raising. With continuing financial restraints resulting from the world economic situation, the emphasis on special fund-raising events may well increase.

Programme funding

(22) Fund-raising for UNICEF's programmes includes a complex of diverse approaches at different levels and offices of the organization. The Executive Director, of course, leads and is heavily involved in this function, supported by the Programme Funding Office and the other components of external relations, co-ordinated through the office of the Deputy Executive Director, External Relations. In addition, National Committees, NGOs, Special Envoys, and Goodwill Ambassadors participate with deep dedication and effectiveness.

(23) UNICEF will need to redouble its efforts to raise general resources if only to stay ahead of inflation. Supportive information efforts such as development education and use of audio-visual materials are becoming increasingly important. Through this work, which is carried out with the active co-operation of the National Committees, UNICEF helps Governments explain the value of development co-operation. The workload related to fund-raising for "noted" projects is expected to increase even more rapidly due to the proliferation of projects, increased demand for information from donors, more co-financing arrangements and the involvement of new donors still unfamiliar with UNICEF procedures.

Greeting Card Operation

(24) The GCO, while responsible for its own budget and performance, is integral to UNICEF. Therefore, in addition to raising funds for UNICEF, it is designed to enhance public awareness both of UNICEF as an agency and its larger objectives. Its activities are also increasingly linked to the other external relations components, as well as to field offices.

(25) Existing procedures are being reviewed to increase sales of cards and special products. In Europe, a new target of 100 million card sales (up from 68 million in 1981) has been set. Plans are under way to extend local production and distribution of greeting cards in developing countries, provided this can be done within established standards of costs, logistics and quality.

Managing the external relations complex

(26) To oversee and provide direction to the complexity of interests, activities, relationships and personnel which comprise the external relations of UNICEF, a combination is needed of central guidance allied with broad participation in approach, of decentralized activity yet backed by agency resources, of both autonomy and monitoring. The co-ordination of this effort, under the leadership of the Executive Director, under policies determined by the Executive Board, is lodged in the office of the Deputy Executive Director for External Relations, with the continuously available resource of a broadly representative External Relations Committee.

I. INTRODUCTION

1. Last year, the Executive Board requested the Executive Director to present a paper on UNICEF's external relations to its 1983 session. The Board suggested that the report describe guidelines and co-ordinating mechanisms covering the promotion of policies and programmes benefiting children through "publications, films, and other public information efforts by UNICEF, National Committees and NGOs" (E/ICEF/695, June 1982, para. 81).

2. To respond to this request, UNICEF has conducted an extensive series of consultations with National Committees and NGOs and with regional directors and other senior executive staff.

3. Two important sets of considerations which guided the content and course of these deliberations were generated by the observations and recommendations made by the report on "UNICEF Publications and Publishing Policies" by Mr. E.J.B. Rose 1/ and the report on "UNICEF and Non-Governmental Organizations" by Mr. Martin Ennals, 2/ which were distributed at the Board's request at the May 1982 session. The conclusions of these two reports have been assimilated in the substance of this paper.

4. A third important set of considerations results from UNICEF's recent experience of promoting its annual reports on The State of the World's Children, the latest of which drew world-wide attention to the opportunities offered by oral rehydration therapy and other low-cost interventions which could dramatically reduce infant mortality.

5. This paper also drew from many other documents of the General Assembly and Executive Board proceedings which referred to UNICEF's need to intensify and extend public participation, and from special reports such as the report on the "Relationships with Non-Governmental Organizations" by Mr. Norman Acton (E/ICEF/372, July 1958), and the "Management Survey of UNICEF" prepared by the Scandinavian Institutes for Administrative Research (SIAR) (E/ICEF/AB/L.147, March 1975).

6. The paper describes below the external relations function as an essential need for UNICEF, especially in these darkening times when the weight of poverty on underserved families is becoming heavier. It sets out these functions, the governmental and non-governmental support system entailed in their implementation, the strategies UNICEF proposes to undertake, and the structural means for achieving these objectives. Some conclusions have been drawn with a view to increasing UNICEF's effectiveness in responding to children's needs by strengthening its external relations function in the ensuing years.

II. BACKGROUND

7. There is a widespread perception that UNICEF is "everywhere". UNICEF is seen to be working for children in trouble in the loud emergencies of Kampuchea, in the Karamoja and Lebanon, and in the perennial tragedies of the world's silent emergencies of gross malnutrition, gross illiteracy and the death of more than 40,000 small children every day. People are familiar with the UNICEF emblem on trucks and jeeps in urban slums and on country roads in more than 100 developing countries, and with UNICEF greeting cards, 1.7 billion of which have been marketed since 1950. And UNICEF's information materials are carried in many hundreds of newspapers and broadcast programmes in many languages around the world. Whenever people pause to reflect about children in need, the thought of UNICEF, the world's children's agency, is near.

8. It brings us all a profound sense of satisfaction to hear UNICEF referred to as "the agency with a soul", as the most widely dispersed international agency in intimate day-by-day touch with grass-root realities, as an agency which responds to real needs because of its sensitive antennae. Such a reputation is enviable, making life and work in UNICEF worthwhile and, indeed, easier than it would have been without such universal acceptance.

9. But, what is seen as universal is also seen as being big. UNICEF's image of being "everywhere", working in 112 developing countries on many hundreds of projects, can obscure the simple truth that the world's children's agency is a comparatively small institution with an annual budget of some \$350 million and a programme administered by no more than 442 core professional staff supported by about 330 professional project personnel with less permanent links to UNICEF.

10. A retrospective look at Executive Board and secretariat records shows that UNICEF has always, as now, seen itself as a small agency entrusted with a big job - to co-operate with Governments in attending to the welfare and development of children. How, then, has UNICEF been able to earn its reputation of being effectively ubiquitous, being actively present wherever children need help, in spite of being one of the smaller international agencies? There are three main reasons:

11. First, UNICEF has long recognized that the proportion of outside development assistance compared to what developing countries themselves invest in development programmes benefiting children is and will always be, marginal. UNICEF tries, therefore, to use these marginal resources in ways which would yield more than marginal benefits across a spectrum of government initiatives for children (such as training local personnel and engendering self-reliance).

12. Second, and another distinctive feature, is that, although UNICEF is an inter-governmental organization co-operating with Governments often in collaboration with other United Nations agencies, it has attracted substantial support from the private sector. This includes a large number and variety of private institutions and individuals also concerned with the protection and

betterment of the quality of children's lives, who take as much pride as staff members do in being partners, allies and voluntary supporters of UNICEF. These are UNICEF's National Committees, its Goodwill Ambassadors and Special Envoys, international NGOs, national NGOs, schoolchildren raising money and learning of other children's needs through UNICEF, and the hundreds of thousands of people who devotedly buy and send UNICEF greeting cards every year. Together these people carry the development message of UNICEF infinitely farther than its staff could possibly do on their own. They also help raise the 30 per cent of UNICEF's total annual funds which is from private sources.

13. Third, UNICEF has consciously pursued a policy of active outreach to concerned communities, Governments and the public through film, publications, greeting cards, seminars, special events and public campaigns on behalf of the world's children. As a result, new approaches and strategies to meet children's needs - such as primary health care, basic services and the promotion of breast-feeding - have taken hold.

14. "External" in the term "external relations" refers to all bodies and activities with which UNICEF is involved, other than those of its own Board, its secretariat and, to an appreciable extent, its National Committees. The responsibility for maintaining, strengthening and extending these links is at the heart of the external relations of UNICEF. These links have an "official" dimension (to Governments, inter-governmental organizations and other United Nations agencies) and a less formal but equally vital "people" dimension (to private institutions and individuals, including especially the appropriate communicators of ideas and messages in the mass media, religious groups, professional and trade organizations, and women's and youth organizations).

15. All organizations exist in environments which condition their very survival and growth. Therefore, whether in formal fashion or otherwise, they maintain external relations functions to cope with their environments. In UNICEF, the external relations function includes much more than helping to safeguard or increase funding, or to enhance the image of UNICEF. Central to this function is the constant and unremitting effort to increase understanding and to mobilize public and private support to enhance the well-being of the children of the developing world, and to increase understanding of the needs of children everywhere, whether or not such support is connected to UNICEF.

16. It should be noted that all of the interrelated functions of external relations, and particularly the overriding function of serving the interests of children, were analysed in depth and endorsed by a panel of delegates from 12 European National Committees which was convened to provide consultation on these matters for this report.

The past

17. External relations is not a new function of UNICEF. Since its creation in 1946, UNICEF has been intimately involved in the public and private sectors. By the very nature of UNICEF's evolving mandate and programme, the external relations function has been woven into the fabric of its programme and presence across the world. In the past, when UNICEF was principally a supply institution and later, in the early years of its evolution toward becoming a development agency for children, its organization and global outreach were much less complex than they are now. Its external relations functions were responses to needs as and when they manifested themselves. As the need for a more coherent approach to external relations became increasingly evident, the governing bodies of the United Nations, particularly the UNICEF Executive Board, as well as the secretariat, expressed their interest in such an approach.

18. The panel of National Committee representatives referred to above agreed that a fundamental requirement of a "coherent external relations policy" was "... a conceptual community with respect to the aims, purposes and programmes of UNICEF ...". On several occasions, the need for such a community of purpose among all parties working in or on behalf of UNICEF has been referred to during meetings of the Executive Board. Five years ago, Mr. Henry R. Labouisse, then Executive Director, advocated "a unified approach" (E/ICEF/655, May 1978, para. 17):

"... over the years UNICEF had been a pioneer in a number of fields, currently, for example in primary health care and education in unserved and underserved regions; attacking child malnutrition; and providing safe water to villages. There is an enormous amount of work to do in the next two decades, and the task would, in addition to the initiatives of the countries themselves and the continued advocacy and co-operation of UNICEF, require the participation of many other organizations and sources of aid. The time was ripe for an exceptional collective effort."

19. In 1975, the management survey of UNICEF undertaken by SIAR recommended that in the pursuit of such a unified approach the external relations responsibilities should be brought within the executive direction of headquarters in the interests of joint planning and "developing a more co-ordinated strategy" (E/ICEF/AB/L.147, para. 94).

20. Accordingly, a year later, the heads of the Programme Funding Office, the Information Division, the GCO, the Secretary of the Board (whose responsibilities then included NGO liaison) and the Programme Division were incorporated under the administration of the Executive Director in an External Relations Group "for purposes of co-ordination and exchange of information" ("Strengthening the management of UNICEF", E/ICEF/AB/L.166, April 1976, para. 23(c)).

21. Co-ordination of UNICEF's relations with Governments, inter-governmental and non-governmental organizations in the industrialized world as well as in the developing world became essential with the increasing decentralization of the organization, the trend towards more community participation and involvement with international and local levels of Government in providing services benefiting children.

22. The risk that unco-ordinated and widely dispersed resources and efforts might weaken the force of UNICEF's progressive thrust and dissipate its energies was recognized in the Executive Director's report of 1978 which pointed out that such strengthening of the management was not to be viewed "solely as a number of streamlining measures to help resolve problems of efficiency ... but more as an essential element in the larger objective of making UNICEF's programme co-operation more effective and responsive to the changing opportunities and increasing its capacity to deal with new problems" ("Strengthening the management of UNICEF", E/ICEF/AB/L.184, April 1978, para. 6).

23. In 1979, new problems and new opportunities to respond to them opened up dramatically with the IYC, which was acclaimed as perhaps the most successful thematic year ever launched by the United Nations - not because it resolved the problems of children, but because it brought to light an astonishing variety of problems which had not previously been addressed. IYC thus drew the attention of the international community to a plethora of other concerns, many of which cut across the conventional stereotypical divisions such as developed and developing worlds, north and south, urban and rural communities.

24. The General Assembly resolved to extend UNICEF's lead agency role in dealing effectively with questions brought to world public awareness in IYC and later to carry out policies and programmes to deal with them "vigorously and imaginatively" in collaboration with National Committees (General Assembly resolution 35/79).

Present and future

25. It is clear, however, that UNICEF cannot possibly provide external assistance to all countries on the scale required to tackle all problems facing children. It is also clear that its relatively small financial resources should be concentrated on programmes in the developing world. All the same, because of its serious commitment not only to following up the new issues raised by IYC, but also to responding as effectively as possible to traditional concerns of its ongoing programmes, there is a need to raise more funds for programmes and to keep the needs of children constantly in the foreground of world-wide public attention. Other needs are to deepen international understanding of the nature and variety of those problems and approaches to their resolution through advocacy, public information, education and programme support communication (PSC).

26. One pressing task ahead is to extend the effective reach of the secretariat by consciously intensifying collective efforts involving other agencies of the United Nations family, Governments, National Committees and others allies - NGOs, religious groups, the media, parliamentarians, the business world and people in the fields of entertainment and sport who have a natural empathy with UNICEF's particular charge.

27. In order to strengthen these willing relationships, it has become important for the secretariat to be clear about its own role in external relations, to reconsider and refurbish its habitual attitudes, to reassess the efficacy of links with our partners, allies and supporters, and to redesign its information products and programmes. This work has already been set in motion. The consultative process which has been going on within the staff and with National Committees and NGOs since the issuing of the report on "UNICEF Publications and Publishing Policies" and the report on "UNICEF and Non-Governmental Organizations" has yielded many valuable insights on what needs to be done. As a result, steps have already been taken in some areas to effect necessary savings in money and time and to improve performance. UNICEF is undertaking a management analysis of its internal systems for fund-raising, including methods for preparation of project proposals, guidelines for the field, monitoring of projects funded, progress reports, etc. This streamlining presents procedures and improvements in information quality, access and control. It will involve computerization of tasks by stages so as not to interrupt the ongoing work. Through this exercise, UNICEF will be able to handle an increased workload.

The external relations network

28. The functions of external relations within the secretariat are carried out through and across the entire matrix of the existing structure. All staff of UNICEF from the Executive Director to the most junior member are engaged in external relations as fund-raisers and advocates for the policies affecting the welfare and development of children. They communicate the message of hope underlying UNICEF's programmes, and personify its reputation for being sensitive to the cultural nuances and idiosyncracies which characterize the social ambiance in which they work. In the developing countries, the regional directors and representatives' portfolios carry the duty of directing the external relations functions of advocacy, representation, developing public and media relations, providing information materials for the use of National Committees and PSC.

29. In 1980, the Executive Director placed the responsibility for co-ordinating, guiding and animating external relations activities of UNICEF at headquarters in the office of the Deputy Executive Director, External Relations, who carries out this assignment in collaboration with the Geneva Office, regional directors, country representatives and the functional divisions. 3/ The Deputy Executive Director carries direct responsibility for information, programme funding, National Committees, NGOs and greeting cards. The divisions and offices concerned carry out the main tasks of

UNICEF's external relations, working in concert with field offices and providing directions for specific activities carried out in developing countries and in Europe. In order for the approaches taken throughout the agency to be coherent and to prevent ineffectiveness through discordant or irrelevant exercises, policy guidance is provided by the Deputy Executive Director, External Relations, through extensive consultation and is formulated with the co-operation of an External Relations Committee.

The Geneva Office

30. With the transfer of Supply Division personnel from Geneva to the integrated supply centre in Copenhagen, the Geneva Office will be more closely integrated with headquarters in the formulation and conduct of external relations policy and practice. While maintaining the normal direct contact with the Executive Director and regional directors, the Director of the Geneva Office will receive overall guidance on external relations matters from the Deputy Executive Director, External Relations.

31. This will increase efficacy through the clarification and sharpening of the roles of both headquarter entities. It will also effect economies by a better division of labour between New York and Geneva and by improved co-ordination of activity through the consultative process provided by the external relations network.

32. One of the principal functions of the Geneva Office has been the maintenance and development of productive relationships with the National Committees in Europe. This responsibility has been instrumental in the establishment and growth of the UNICEF National Committees in Europe and their evolution into being knowledgeable, sensitive and effective partners in UNICEF's external relations efforts. Twenty six of the 33 National Committees are in Europe. In consideration of this wealth of experience and in the spirit which characterized the Supply Division consolidation and rationalization of duties, dealings with all National Committees - including those in Australia, Japan, North America and New Zealand and any new committees which may be established - are now the direct responsibility of the Director of the Office, under the overall guidance of the Deputy Executive Director for External Relations.

33. In the interest of efficiency, certain responsibilities for western hemisphere National Committees may be assigned to New York just as certain functions in information, greeting cards and fund-raising are assigned to Geneva. It would be for the Geneva office to propose to the Executive Director's Office UNICEF's objectives for the National Committees and their needs, and to suggest tasks and work plans for various parts of the organization.

III. FUNCTIONS, OPERATIONS AND STRUCTURE OF EXTERNAL RELATIONS

Functions and operations of external relations

34. External relations functions and operations, both in supporting and strengthening UNICEF's own capacity to carry out its programme and in its linkages with others concerned with improving the lives of children, may be categorized in two principal areas:

(a) Public sector in which there are five main functions: developing and maintaining collaborative relationships with Governments and with diplomatic missions in New York and Geneva; mobilizing inter-agency support for action benefiting the child; liaison and representation with bilateral funding agencies, inter-governmental organizations, regional inter-governmental bodies, political and geographical groups (e.g. Group of 77, Organization for Economic Co-operation and Development, European Agricultural Guidance and Guarantee Fund, Council for Mutual Economic Assistance, etc.); developing co-operative relationships with other United Nations agencies; and mobilizing governmental financial resources for UNICEF and its work;

(b) Private sector in which the major function is to develop and strengthen links with National Committees, with media, with NGOs, professional bodies, academic institutions, women and youth groups, trade unions, sports and entertainment groups, consumer organizations, foundations, corporations, etc.

Public sector relationships

35. The main principle guiding the management and operations of external relations is that they are centred on programmes which are the pith and marrow of UNICEF's purpose. Through three and a half decades these have evolved and changed in character, variety, volume and spread, and now cover 112 countries in the developing world. Industrialized countries support these programmes, many as members of the Executive Board itself. This growing complex of co-operative activity with Governments necessitates constant and sensitive interaction, access to increased and varying forms of funds, a flow of information to and from Governments and between field offices and headquarters, and increasingly frequent attention to unsnarling the tangles which may be expected to occur in such a ramified organization. This is all the more important for UNICEF because all Governments share a sense of familial relation to an agency with a special mandate to serve the most vulnerable beings in the human community. The extraordinarily sensitive nature of this skein of relationships is exemplified by the fact that up to now many country delegations to the Executive Board have been led by, or included, public spirited citizens who personify the informal family aspect of a nation as distinct from its formal diplomatic or political aspect.

36. Maintaining and fostering these links is therefore one of the most important responsibilities of the Executive Director. The Deputy Executive Director, External Relations, gives assistance in carrying out this world-wide responsibility. It is the function of the Deputy Executive Director's office to strengthen and sustain UNICEF's relationships in the public sectors with Governments and their missions to the United Nations, with other inter-governmental bodies and with agencies in the United Nations family.

The field

37. The Office of Deputy Executive Director, External Relations, is the focal point at headquarters for dealing with external relations issues and problems arising in the field. Regional directors and country representatives have been assigned front-line responsibilities for implementing, advocating and promoting the policies set for UNICEF by its Executive Board. This calls for understanding the political, economic and cultural ambiance in which field staff operate, as well as considerable delicacy and dexterity. It also calls for guidance and support to field offices from headquarters to maintain clarity and consistency in policies they are expected to advocate and to sort out problems which often arise in relations with Governments.

Inter-agency relations

38. Developing co-operative relationships with other United Nations agencies is a long-standing and increasingly important dimension of UNICEF's external relations functions. UNICEF is keenly aware that country action on problems concerning children requires the co-operation and support of specialized agencies and other organizations in the United Nations system. The recognition that the impact of UNICEF's actions can be increased when inputs are related to those of other agencies has led to new efforts in collaboration at international, regional and national levels. This is reflected in support for the new resident co-ordinator system; participation of sister agencies in programme reviews and previews; in joint programmes with WHO and UNCDF, and in closer working relationships with UNESCO, UNHCR, UNFPA, WFP, FAO, etc. and active participation in inter-agency consultations.

39. The strength of these links is currently demonstrated in the programme of the International Drinking Water Supply and Sanitation Decade and the heightened emphasis being placed on nutrition, immunization and literacy. As the lead agency in the follow up of IYC, UNICEF will be a strong participant in the upcoming International Youth Year.

40. The office of the Deputy Executive Director, External Relations, is the locus for liaison and co-ordination with United Nations agencies and members of the system, bilateral funding agencies and inter-governmental bodies. It provides guidance for UNICEF staff who are called out upon to represent the organization at the United Nations, in the committees of the General Assembly and the Economic and Social Council, at inter-agency meetings held under the ACC machinery and at meetings called by particular agencies on subjects of direct concern to UNICEF.

Private sector relationships

41. The private sector relationships forged by UNICEF are among its most cherished assets which, taken together with support from the public sector, constitute the global network of UNICEF, both at the international and national levels. They provide the image and reality of UNICEF as an agency in which people work with people to bring assistance to children of families forced by poverty to the margins of society and often pushed deeper into distress by man-made or natural disasters. The most recent and memorable instances of these were the emergency in Lebanon and the earthquake in the Yemen Arab Republic. These voluntary partners and allies help the secretariat to raise funds in their own countries or from international funding institutions. They perform a public education service. They draw the attention of the international community to previously neglected aspects of suffering which have not been adequately addressed or even addressed at all. And they contribute substantially to the evolution and implementation of policies and programmes through their advocacy of children's needs.

Collaboration with National Committees and NGOs

42. The external relations function derives legislative sanction from a series of General Assembly resolutions relating to the development of public support, collaboration in programmes, and provision of experts in information, advocacy and fund-raising. In UNICEF's founding resolution, the secretariat was required to co-operate with all voluntary agencies engaged in relief measures (General Assembly resolution 57 (i), December 1946).

43. After the initial emergency task had been completed in 1950, and when the international community decided that UNICEF would continue as a children's agency, the General Assembly urged the secretariat to collaborate with private international institutions concerned with child welfare and to obtain the advice and technical assistance required to implement programmes from inter-governmental and non-governmental agencies with a special interest in child and family welfare (General Assembly resolution 417 (v), 1950). The Executive Board later endorsed the establishment of National Committees and stated that their objective was to provide the means for broad participation by citizens in the work of UNICEF (E/ICEF/212, 1952, para. 661).

44. The Board, in approving the Acton Report on relations with NGOs, agreed that UNICEF and NGOs should take a greater initiative in developing their co-operation (E/ICEF/376, February 1959, paras. 36-39).

45. Similar recommendations were repeatedly made urging intensified and improved approaches that would take into account not only the tried and tested unofficial groups working with UNICEF for many years, but also the new NGOs which were drawn to UNICEF as a result of IYC.

Advocacy

46. The basis of all these concerns for improving and extending UNICEF's capacity for advocacy, for increasing public awareness and developing UNICEF's human and material resources has been the Executive Board's long-standing wish that UNICEF should play an effective part in protecting and promoting the welfare of children by giving substance to the principles proclaimed in the Declaration of the Rights of the Child (General Assembly resolution 1507, December 1960).

47. Promotion of understanding of issues concerning children covers three broad areas:

(a) issues raised by the international community through General Assembly decisions and resolutions or at other inter-governmental conferences (e.g. the Declaration of the Rights of the Child (A/RES/1386(XIV), November 1959), the emphasis on primary health care and community participation as set at the WHO/UNICEF meeting at Alma Ata in 1978);

(b) issues arising from Executive Board decisions directly related to programmes of UNICEF (e.g. supply of clean water, health and nutrition education, immunization, problems of children in urban slums, women in development); and

(c) issues concerning the welfare of children and their special needs and problems which were brought to world attention by the IYC (e.g. child abuse, street children and disabled children).

48. UNICEF's advocacy and promotion of children's needs and efforts to fund programmes to meet them are carried out by the secretariat, in the field and at headquarters. Its necessarily limited outreach is extended, deepened and strengthened by the support of National Committees, NGOs, and private sector collaborators at the international and national levels. This structure, the functions performed by its various components and the strategies UNICEF is following to optimize their impact on behalf of children are described in the following sections.

Structure of external relations

National Committees

49. The National Committees have evolved from small beginnings as volunteer groups rallying seasonally to sell greeting cards and other special products into highly professional partners who share with the Executive Board and the secretariat "a sense of common purpose and destiny", as one committee chairman recently expressed it. There are now 33 National Committees, 26 in Europe, 7 in other regions. Three national liaison offices are also included in the network.

50. They are dedicated to: increasing the capacity of UNICEF in raising funds from the public sector as well as from private sources; selling greeting cards and special products and also to ensuring their quality and acceptability by participating in the selection process; developing public support and enthusiasm for the needs of children and thereby influencing funding decisions and levels; propagating knowledge and general awareness of UNICEF's programmes both in "silent" and "loud" emergencies; and to enhancing the information capacity of UNICEF.

51. The IYC led to increased attention to private sector activities, not only raising funds but also servicing NGOs and mobilizing such groups as parliamentarians, trade unions and youth groups. Many Committees are producing their own development education materials, publications and films for use in schools and among the public at large. Links are also being made with UNICEF field offices. Increasingly, in recent years, the promotional and advocacy capacities of the National Committees have been enhanced by study tours of UNICEF's programmes so that they have acquired a deeper and more direct appreciation of realities in the field. Country representatives welcome these visits because their own advocacy work is fueled by improved advocacy abroad which generates better understanding of the developmental aspects of their work and also the additional resources they need.

52. Further, the Committees are also recognized in their countries as the visible presence of UNICEF and the embodiments of its motivating spirit and public "image". Such an array of support, aligned with the policies and purposes of UNICEF, offers an enviable source of strength to its external relations activities. The National Committee system now has the capacity to place UNICEF at increasingly higher levels of public consciousness. In the industrialized world, it can also secure deeper, more mature levels of appreciation of the purpose of UNICEF's programmes in the developing world and, what is even more important, of the reality of interdependence, not as a rhetorical flourish but as a matter of substance.

53. Something more needs to be done: to transform the perception of the principle of human interdependency as a "negative" and somewhat fearful response to threatened high standards of material existence into a positive, pragmatic acceptance of the reality that the destitution of nearly 1 billion people is not a solid foundation for any sort of life in the twenty-first century, and that genuine international co-operation is the answer.

54. This was the motivating idea behind the enthusiastic wish of the National Committees that UNICEF should formulate an external relations policy and participate actively in the preparation of this paper. UNICEF responded to this wish by consulting most National Committees on its content and direction as thoroughly as it did its own staff members.

55. The Committee network may be extended in the near future to countries where private groups concerned with raising funds and advocating children's needs on behalf of UNICEF have persistently expressed a strong wish to develop their own committees for children. UNICEF continues to welcome the establishment of children's committees or national children's commissions in less developed and lower-income countries, particularly where children's commissions initially formed for IYC purposes have continued to sustain themselves and pursue their objectives with public acceptance of their work.

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56. One example is the IYC Committee in Sri Lanka which continues its work as the Children's Secretariat with government support. Its recommendations from an extremely thorough and well-organized national symposium on children supported by UNICEF, have now been issued as a government White Paper and have become the basis for a national policy on children. Other such nationally inspired impulses in the Philippines and elsewhere are to be encouraged as centres of continuing study on children's needs and of effective advocacy. Such committees also help to raise funds from the private sector to provide local currency to supplement local programme funds, and to enhance UNICEF information activity.

Non-governmental organizations

57. UNICEF's relations with NGOs have always been close. When it established the Fund and again when it agreed that it should continue, the General Assembly instructed the secretariat to collaborate with NGOs, seek their advice and obtain their expertise (General Assembly resolution 417 (V), 1950). Repeatedly, the Executive Board has applauded the invaluable role played by NGOs in UNICEF's work. They have been staunch allies in programme co-operation, advocacy for children and exploring new opportunities for joint action.

58. From the beginning, NGOs have worked with UNICEF in relief services and have been a source of expertise on child and family welfare issues raised by the Executive Board. They promoted the work of UNICEF among their own constituencies through the sale of greeting cards. With the adoption of the country programming approach and later the strategy for basic services, possibilities for field-level co-operation increased and were encouraged by the Board. By 1961, one third of the projects submitted to the Board involved participation by voluntary agencies within the country concerned (E/ICEF/431, July 1961, para. 32). Last year, in its discussion of co-operation at intermediate and local levels, the Board concluded that "greater use of the non-governmental sector" could be encouraged, subject to government concurrence (E/ICEF/695, para. 52(g)).

59. Today, more than 130 international NGOs of the 423 holding consultative status with the Economic and Social Council have links with UNICEF. Many of them have held a consultative relationship with UNICEF for two or three decades. Together they formed a committee (the NGO Committee on UNICEF) to provide a forum for co-operation in support of UNICEF's programmes. Yet, despite these efforts, the level and intensity of UNICEF's co-operation with NGOs is not yet commensurate with their actual and potential value. In contrast, the contribution that some of them have made to advocating children's causes and to programmes espoused by UNICEF has been remarkable. The IYC, for instance, was inspired, carried into widespread public consciousness, saved from being "just another year" and turned into an unprecedented, active and successful world occasion largely by NGOs.

60. That invaluable exercise in raising world consciousness about children also raised UNICEF's own awareness that there was a vast, new potential source of voluntary support: the challenge was how to draw on that potential for greater benefit to children. A new look at UNICEF's co-operation with NGOs was clearly called for, one that would take into account the host of NGOs - groups, movements, institutions - that have an interest in children, but had not been formally associated with UNICEF. One of the first tasks of the External Relations Committee was to initiate a study on current and future lines of collaboration.

Programme co-operation

61. The study "UNICEF and Non-Governmental Organizations" was completed in 1982 and contained recommendations on programme co-operation, advocacy and fund-raising. Its major theme was participation and a number of recommendations focused on the NGO as a key participant in community development. The report commented:

"In the developing countries, NGOs are deeply involved in the development process. NGOs at the national and village levels are the visible embodiment of the people's participation in their own development. These NGOs have advantages which no Government or inter-governmental body or even an international NGO can achieve. They are based on local knowledge, experience, enthusiasm and commitment. When we speak about self-help, self-reliance, popular or community participation, we are almost always referring to these voluntary organizations, down to the village level, whether we are aware of doing so or not."

62. While annual reports from field offices reveal a variety of activities involving national and international NGOs, only in very few instances are they viewed as participants in the planning and programme preparation process. The report recommended that country programmes should include provision for UNICEF's participation in NGO development projects as agreed by the Government concerned.

63. Co-operation with NGOs in developing countries has long been endorsed and supporting decisions have been taken in specific fields (such as PHC, urban basic services, women and development) but the ways and means of promoting NGO participation have not been adequately delineated. For example, greater use can be made of NGO expertise in training and in assessment of community needs and problems. A place for NGOs could be made in the regular round of consultations carried out by field offices for information and programme purposes.

64. Assistance for NGO activities and services with government approval is available in many country programmes, particularly in health, water and sanitation, and non-formal education. In some instances, the assistance is channelled through umbrella institutions - the Children's Secretariat in Sri Lanka, for example. In other countries, funds are available under the various programme sectors. Occasionally there is latitude for pilot activities financed under the programme or from the post-IYC NGO project fund. The report suggests that, with Governments' agreement, new initiatives be taken by UNICEF to further such NGO collaboration in programme activities.

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65. National NGOs are allies who bring an essential dimension of down-to-earth reality and relevance to UNICEF's work. They are the purveyors of the "message from the village" so necessary if development programmes are to truly match a community's requirements. They are also credible communicators of messages on health, hygiene, nutrition, etc., because their channels of communication flow are horizontal, from community to similar community rather than top-down. UNICEF will take more initiatives to encourage closer collaboration with NGOs in country programmes.

Advocacy for children

66. Advocacy by NGOs in defence of children, so imaginative and effective during the IYC, is an important support element when related to UNICEF's programme objectives and global strategies. A number of recommendations contained in the 1982 report focused on means of bringing NGOs together to consider themes for common campaigns. In industrialized countries, links between NGOs and National Committees were suggested and recommendations were made for a systematic consultative process with NGOs at the field and headquarters levels.

67. UNICEF gratefully acknowledges that NGOs have initiated some of the most important advances in social development in the past three decades. The population issue, for instance, was brought to the attention of the United Nations by NGOs and concerned private individuals at a time when many Governments were disinclined to adopt national policies or even make administrative decisions on the subject. Another example is the breast-feeding issue which, through persistent advocacy by private citizens' groups, was taken up by WHO and UNICEF and developed into the International Code of Marketing of Breast-milk Substitutes. And many NGOs are currently striving to give added substance to the Declaration on the Rights of the Child by promoting recognition of children as a "neutral, conflict-free zone". Movements of this kind could well support UNICEF's role in protecting children from the consequences of man-made emergency situations.

New opportunities

68. Such contributions have had a powerful impact on social development. Many more opportunities of fruitful collaboration with NGOs exist. The urgent work of reaching communities to promote the children's health revolution, suggested in The State of the World's Children, 1982-83, is a clear instance where NGOs and other private groups could play a valuable role as active allies. Other possibilities include a concerted effort to encourage action on the issue of street children. A campaign has already been initiated by a number of international NGOs working with groups involved with youth in different cities around the world.

69. NGOs can and do help children, both by taking up some important, often controversial issues and by emphasizing the similarity of children's problems in low-income communities in industrialized as well as developing countries. NGOs took up the issues of street children, abused children, the mentally handicapped, children of migrants and refugee children during IYC and raised them in the public conscience. Not all neglected areas are controversial, for example, pre-school education which Governments in poorer countries may find difficult to undertake. There are specialist groups of NGOs with expertise and concern who are ready to work in this field. Another area appropriate for NGO action is the prevention of commercial exploitation of children.

70. The secretariat can encourage and support such activities in a number of ways. Initiatives can be taken with NGOs to discuss UNICEF's programme priorities and possibilities for joint projects; development information can be prepared targeted to their memberships; and support can be given to establishing an NGO network for exchanging field programme experience.

71. As a result of conclusions drawn from the report on NGO co-operation, responses from NGOs and recent experience, relations with NGOs are being made more effective. 4/ Activities in programme co-operation, development education and advocacy will be further encouraged with the realignment of NGO functions in New York (see para. 121).

Information: policy and programme support communications

72. Information and communications are essential elements in the programming process. While there is every reason to be proud of the quality of UNICEF's past performance in this field, there has been a tendency to regard information and communication as a peripheral activity, as an embellishment of a programme or project rather than as a vital, integral and essential component for its success. This is now changing.

73. The Division of Information is responsible for all activities which fall under the rubric of policy and programme support communications. At headquarters, its duties include the provision of information support for National Committees and NGOs; the production and distribution of publications and audio-visual materials for public information, development education, fund-raising and responses to emergencies; information materials to support policy and advocacy; project support communications; developing media relations; initiating programmes of special events, and arranging and staging exhibits on UNICEF-related themes at conferences and other major gatherings. Virtually all these duties also need to be undertaken with an improved knowledge of the modern "electronic marketplace".

Publications

74. The report "UNICEF Publications and Publishing Policies" generated a valuable process of self-enquiry within UNICEF. The internal and external consultations it set in motion have suggested important new directions in policy, staffing structure and operating methods. It has also yielded the

possibility of effecting substantial economies through the recognition of the principle that the most efficient, economical and effective way of improving UNICEF's performance in public information is not by employing more information staff or producing more print and audio-visual materials within the secretariat, but by extending its reach into public consciousness through existing media channels, improving the quality of its output and distribution by intensifying fruitful collaboration with its partners and allies, by winning new friends and supporters for children in the mass media and among established publishers in industrialized and developing countries.

75. The need for UNICEF to communicate information and knowledge in specialized fields to specialized audiences has long been recognized. This need has, up to now, been met by the publication Assignment Children (Les Carnets de l'enfance). Work on reducing its unit cost and on increasing its readership without extra investment - by sharing its excellent reference materials and some of its staff and skills with other publications - has started. An advisory board, consisting of the three Deputy Executive Directors, the Director of the Geneva Office and the Director of the Division of Information has been appointed to provide guidance to the editor. The administration of the publication has been brought under the aegis of the Division of Information in the interest of good order.

76. The Division will also undertake production and distribution of a series of thematic occasional papers under the general editorship of the Deputy Executive Director, Programmes, to stimulate a serious public dialogue on UNICEF's evolving programme interests.

77. There are two other functions in which centrally-produced publications play an important part. First, is the work carried out by the National Committees and NGOs in advocacy, in development education, in informing the general public about the conditions of women and children in developing countries and UNICEF's programmes on their behalf, and in maintaining a high profile for UNICEF as the world's leading advocate for underprivileged children everywhere. Second, is the need to ensure a regular flow of information about UNICEF's programme experience in the field from one developing region to another, and from the developing world to the industrialized world.

78. The two publications which are currently helping to perform these functions are the newspaper Ideas Forum, which is an action-oriented compendium of the projects and activities of NGOs and National Committees; and the quarterly magazine UNICEF News, which translates the programmes and programme areas in which UNICEF is involved in the developing world into readable, attractively presented, human-interest journalism. Both these publications are distributed chiefly through National Committees and UNICEF field offices to industrialized and developing country audiences. Attention needs to be given to tailoring these publications more carefully to their respective audiences, with the assistance of the National Committees and field offices, and to reviewing their formats, design and periodicity so as to ensure maximum impact and effectiveness. In this context, the task of transferring information about programme experience from one developing country region to another will receive the most serious consideration.

79. Another inadequately used means of getting UNICEF messages to the development community is Development Forum, which has been designated by the ACC as the principal print medium of the United Nations for information on social and economic development. In the interest of United Nations solidarity, UNICEF is one of the major contributors to its finances. UNICEF should be able to get more mileage from this participation than it now does.

80. There are two key recommendations in the report on "UNICEF Publications and Publishing Policies": the centrality of communication to support UNICEF policies as embodied in programmes and projects, and the importance of targeting and distributing publications so that they achieve the objectives for which they are designed. The first has been referred to above. On the second, it is appropriate to restate here that UNICEF should progressively limit its role as a publisher, saving on costs of producing, printing and distributing publications. Several publications have already been dropped and, where appropriate, their functions are being carried by others. The publications report stressed that since UNICEF publications are not market-tested, their distribution is poorly focused and the profile of readership is unacceptably blurred. Such guesswork is largely subjective and based on responses from individuals and groups whose occasional expressions of likes and dislikes are often taken as adequate measures of value. In some instances, useful and credible feedback comes in the form of orders for reprints of particular issues of publications or particular articles. But even this does not indicate general acceptability or sustained quality. Public acceptance of UNICEF's material is best measured by the number of newspapers, periodicals and broadcasting institutions - in developing as well as industrialized countries - which publish it prominently and comment on it editorially.

81. UNICEF should therefore move as soon as possible towards making collaborative arrangements with professional publishers under which they would carry the major costs of printing, translating and distributing some of its other publications. Some publishers have already expressed interest in such arrangements and are agreeable to UNICEF retaining the necessary editorial control of content. Recently, Asian publishers of books, newspapers and periodicals expressed interest in translating, printing and distributing UNICEF's materials at their own expense. These opportunities for joint-publishing will be followed up and extended immediately.

82. In line with this, co-publication arrangements, possibly involving cost sharing subsidies, should be entered into with National Committees so that material of special interest and relevance to their distribution areas may be produced and published by them under the conditions set out in the Basic Agreements on printed material between National Committees and the Executive Director. Such a development would reduce costs while increasing the impact and value of UNICEF publications.

83. In the field, publications have to meet local or area needs of advocacy with a more intimate feel of authenticity and relevance than anything published centrally could possibly achieve. The next step in their evolution will necessarily be to improve their reach into their communities by following the translation and co-publication route in collaboration with local NGOs and publishers as valuable instruments of policy and programme support communication. As this "localizing" process takes hold, it would be possible to serve National Committees with the "authentic information material on UNICEF at work" which they have been persistently demanding to improve their output on development information.

84. Another function which needs urgent improvement is the marketing and distribution of all publications which the secretariat will continue to produce. Potential readership must be identified - "targeted" - more consciously and precisely to improve effectiveness and reduce waste. Direct distribution reaches only the narrow limits of an "established" clientele, it is protected against improvement by not being tested by demand, and is altogether very expensive. Of course, steady readers must be catered to, but new readers, particularly among the younger groups emerging from schools and universities, are potential natural allies of UNICEF and should be brought into the picture.

Media relations

85. United Nations agencies are not designed or equipped to distribute information, however worthy its content, or to go beyond the narrow pale of the already converted. Only the mass media can reach a mass audience. However, the mass media, in general, are primarily concerned with "hard news", with reporting events rather than with reporting the processes of increasing destitution, malnutrition and other consequences of poverty or with efforts being made to resolve or mitigate such problems. There is a popular pejorative acronym used in newsrooms to describe the reaction of news editors and "gate-keepers" to much of the press releases and other information materials issued by development agencies: MEGO, which stands for Mine Eyes Glaze Over. To be effective with the media, it is necessary to take this reluctance and scepticism as a given and to overcome it by offering professionally produced and readable material free from the deadweight of jargon and cliché'd thought. The State of the World's Children report, for example, earned widespread use in the mass media within two years of its first publication precisely because it avoided these pitfalls. If UNICEF were to attempt by itself to reach anything like a similar audience of several millions of readers, viewers and listeners, it would need much more staff than UNICEF could ever afford. UNICEF publications intended to reach a mass audience must accordingly be more professional.

86. Another useful way of improving UNICEF's media relations is to provide studios briefings for editors and effective journalists on UNICEF's policies and programmes. This is best done in collaboration with the media's own professional institutions. The press meetings organized by WHO and UNICEF to

brief the press in depth on the content and objectives of the International Code of Marketing of Breast-milk Substitutes were good examples of the continuing value of such exercises, which are designed not to "sell" UNICEF per se but to convey the meaning of its policies and programmes. Many new and powerful advocates for the cause of children were made among the participants, and the fact that they are independent communicators adds to the credibility of UNICEF's message. They continue to be voluntary and knowledgeable advocates of causes near to UNICEF's heart.

Audio-visuals

87. The importance of television, radio and films for UNICEF depends upon a coherent audience policy. In partnership with broadcasters, audiences in developing and industrialized countries can be sensitized to social development issues for advocacy or to convey public health or other messages aimed at improving the situation of children and women or for fund-raising purposes. UNICEF has produced many award winning films which have reached wide audiences. However, as in the case of publications, audience targeting is essential and UNICEF should take increasing recourse to supportive arrangements with professional film and broadcasting organizations. Institutional films should only be made where channels of distribution are assured and target audiences precisely identified. It is a waste of money and time to make institutional films without pre-assurance of distribution channels and precise identification of target audiences. In future, UNICEF will concentrate on:

(a) Co-production of films for advocacy purposes in collaboration with outside producers and National Committees who offer credible assurances that the product will be aired to an acceptably wide audience. (An excellent example of this approach is the British Broadcasting Corporation's Global Report, an alternative account of 1981. UNICEF participated with a small financial investment and received magnificently disproportionate global exposure for its programmes. This documentary won widespread network distribution and critical acclaim for its sensitive and knowledgeable uncovering of complex social processes at work, as distinct from the superficial television reporting of the headline events of 1981.);

(b) Making more specialized audio-visual materials for advocacy and development education to be used by UNICEF staff, National Committees and NGOs (e.g. film on changing hospital practices on breast-feeding; slide set on management of diarrhoeal diseases);

(c) Short film and video tape segments that can be incorporated into news programmes and other special productions for support in emergency operations, special events, etc. Individual segments would be customized to serve specific advocacy and fund-raising needs; and

(d) Building a good library of film footage as a resource for broadcasters and film makers.

Development education information

88. The function of development education was started in UNICEF in response to the broad need for raising awareness among children in the industrialized world of the condition of children in the developing world. But its scope and purpose have been circumscribed by conflicting perceptions of "target groups" and the contours of the task were further blurred by drawn-out attempts to arrive at precise definitions of function. With this background, it is a matter for some agreeable satisfaction that the small staff entrusted with the task has been able to produce and distribute as much educational information on development as they have done.

89. As a result of candid consultations within the external relations staff and with National Committees, and the workshops held in the past year on development education and on information, some operating principles have evolved. Development education uses information about the development process and the lessons of experience. It is an essential means of heightening international understanding of what UNICEF is involved in as a children's development agency. In this sense, it is essentially a function of policy and programme support communications. Development education in general is needed in industrialized as well as developing countries. In the latter, however, it should be left to Governments, public institutions, the media, parliamentarians and NGOs: UNICEF should confine itself to intervening in those national processes as discreet advocates of particular issues concerning the welfare and development of children. In the industrialized world, UNICEF's development education function is largely to assist National Committees and NGOs in obtaining "authentic" information about the development experience to carry out their advocacy and fund-raising functions.

90. It is necessary to recognize that the development education materials needed by different National Committees and NGOs are different in each case, according to varied circumstances and specific objectives. Therefore, UNICEF should progressively relieve itself of the task of designing, producing and distributing development education material, its role becoming essentially that of a resource for information and advice to National Committees and NGOs.

Project support communication

91. The report "UNICEF Publications and Publishing Policies" states: "Apart from the needs of fund-raising which provides the sinews of war, PSC is by far the most important aspect of communication for a development agency". The report goes on to suggest:

"To be effective, communication in support of projects cannot be left to UNICEF alone; it must be carried through by government officers at local levels. They too, like UNICEF's programme officers, need training in communication skills. A very good example of what can be done is the Development Information Centre set up in Lebanon on the initiative of UNICEF."

92. These passages are quoted because they touch the heart of the matter and indicate clear policy directions. The functions of operations as well as external relations subsist to give form, direction, public acceptance and support to UNICEF's programmes. No programme designed for improving the quality of children's lives, whether it is to do with clean and sufficient water, better health, hygiene and nutrition, immunization, protection and promotion of breast-feeding, community participation to develop self-reliance, or income-generation schemes for women can afford to ignore the need to communicate the information essential to ensure that the meaning and purpose of the work is understood and appreciated by those it seeks to benefit. Only such understanding can generate the willing and sustained involvement of communities without which development programmes are known to slack off and often fail. More often than not, successful development rests on changes of attitude and of long-ingrained habits and on convincing evidence that the effort to change is worthwhile. This is the central contribution of PSC.

93. It is encouraging that the importance of PSC has been taken to heart in programme development and policy making. The new thrust in nutrition made possible by the influx of substantial special funds from the Government of Italy has provided a splendid opportunity, a virtual tabula rasa, to build the communications component into the core of the programme at the very beginning of the planning process.

94. An important staffing policy decision for the future has also been taken: PSC posts in country offices will be progressively filled by national staff. This is essential because communications programmes, particularly among rural communities, must be carried out in local languages taking account of idiomatic and cultural nuances and variations, in the interest of relevance, acceptability and impact.

95. International PSC personnel now part of the core staff will be based in regional and area offices to serve as mobile technical advisors and trainers for UNICEF's national staff, local government personnel and NGO communications workers.

Special events

96. Special events programmes of UNICEF have been responses to the wishes of leaders in entertainment and sport to contribute their skills and ability to attract public attention to childrens' needs. They serve to raise awareness and also funds to meet those needs. As the needs of children increase, opportunities in the private sector become commensurately important. National Committees have recognized the importance of special events in their fund-raising. UNICEF should therefore, in the future, actively pursue and initiate special events programmes, always paying meticulous heed to the importance of protecting UNICEF's integrity and public image from unacceptable commercial exploitation.

97. One impressive recent example of this was the Europe versus the Rest of the World soccer game, in which 26 World Cup stars attracted 78,000 spectators to the Giants Stadium in New Jersey, U.S.A. Spectators paid \$15 per ticket for a UNICEF benefit and one million others watched the game on television around the world with the support and involvement of field offices and National Committees. Another example is the gala benefit premieres in New Delhi, New York and other cities of the film Gandhi.

The "electronic marketplace"

98. It is no longer possible for external relations to continue in this "information era" without using the resources and opportunities of computerized information technology, whether commercial or internal. The benefits of such developments are not confined to external relations and organization-wide approaches to these questions are already under way.

99. However, the substantial reorientation of effort required by the new directions of policy and programme support communication will only be possible with existing staff resources if the services those staff presently provide can be accomplished more efficiently. A systematic information-gathering process allowing information to be stored and retrieved electronically is the major area of efficiency which will permit the necessary redeployment of staff time.

100. Additionally, the Information Division's need to keep track of developments beyond UNICEF can be met at modest expense by contracting with commercial data bases. The Division's responsibility for dissemination of information also provides a natural involvement in the "electronic marketplace", by which information may be conveyed to the increasing number of subscribers to electronic data services.

101. It is therefore proposed to increase the use of electronic data gathering and dissemination and to thoroughly investigate all opportunities for development of its role in the external relations process.

Programme Funding

Functions and structure

102. UNICEF's income depends on voluntary contributions from Governments and private sources classified as general resources and supplementary funds. 5/ Annual government contributions for general resources constitute UNICEF's financial foundation.

103. The general responsibility for fund-raising rests with the Executive Director as part of his overall functions. He is assisted in this by the Programme Funding Office, the Geneva Office and the regional directors and representatives. At headquarters, Programme Field Services, Information and the GCO also perform important support functions.

104. It would not be an exaggeration to say that staff members engaged in external relations tasks often become involved, directly or indirectly, in activities related to fund-raising. For example, the programme officer who shows a project to a visiting team of bilateral aid officials, or the information officer who prepares a briefing kit on a major emergency, or the supply officer who informs suppliers in a donor country about the procurement policies of UNICEF, are all, in effect, performing fund-raising duties.

105. Unlike other agencies in the system which are funded by assessments of member states or voluntary contributions of Governments, UNICEF's mandate allows it to seek and receive contributions from private sources. Contributions from the private sector, including the proceeds of the sales of greeting cards amount to some 30 per cent of UNICEF's income. Most of the private income is raised through the National Committees and their scores of volunteers and by NGOs. Supporting their campaigns are celebrities who, in promoting the cause of children, have become closely associated with UNICEF.

Special Envoys/Goodwill Ambassadors

106. UNICEF works with several celebrities to promote the cause of children and raise funds. Among these are Danny Kaye, Liv Ullman and Peter Ustinov. In 1983, Mr. Kaye celebrates 30 years of service as the Children's Ambassador. In addition, the Secretary-General in 1980 appointed HRH Prince Talal Bin Abdul Aziz Al Saud as Special Envoy for UNICEF to advocate the cause of children. He has encouraged the seven Gulf Arab States to establish the Arab Gulf Programme for the United Nations Development Organizations (AGFUND) which contributes funds to the United Nations development system and, in particular, UNICEF.

Co-ordination

107. The main responsibility for internal co-ordination of fund-raising rests in the office of the Deputy Executive Director, External Relations. This responsibility is carried out through the Programme Funding Office by direct contacts, by issuance of guidelines, etc., and by participation in various co-ordinating bodies such as the External Relations Committee, Programme Group, regional director's meetings, the Private Sector Task Force, the Arab Gulf Fund Task Force and regional meetings in the field.

Emergencies

108. UNICEF responds to emergencies with its own funds, receives unsolicited contributions for specific emergencies and, wherever major emergencies occur, may solicit special contributions. Such fund-raising efforts were mounted for Kampuchea and for Lebanon. Although it is impossible to predict a trend for future emergencies, UNICEF expects to continue to be involved in fund-raising for emergencies. Fund-raising for large scale emergencies involves close co-ordination with the Secretary-General's Office, UNDR0 and other organizations such as the World Food Programme and the International Committee of the Red Cross.

Trends and workload

109. In a climate of budgetary cutbacks, voluntary government allocations for development co-operation are particularly vulnerable, especially if there is no articulate public support. The need to meet this challenge, by correlating all of UNICEF's internal and external strengths so that they build up into an effective force moving in the same direction to promote better understanding of the importance of its activities, is clearly a priority.

110. UNICEF will need to make redoubled efforts to raise general resources if only to stay ahead of inflation. Supportive information efforts such as development education and use of audio-visual materials are becoming increasingly important. Through this work, which is carried out with the active co-operation of the National Committees, UNICEF helps Governments explain the value of development co-operation. The workload related to fund-raising for "noted" projects is expected to increase even more rapidly due to the proliferation of projects, increased demand for information from donors, more co-financing arrangements and the involvement of new donors still unfamiliar with UNICEF procedures.

Greeting Card Operation

111. The GCO has the ability to initiate and generate substantial public support through the sales of its products in developing and industrialized countries. This potential is being developed as a door-opener for other activities, both within and outside UNICEF, through improved correlation of the functions and activities involving the external relations of UNICEF.

112. Although GCO is an integral part of UNICEF and is subject to its rules and regulations, it is responsible for its own budget and its performance is judged by its profits. The GCO, like any commercial enterprise, is governed by changing market conditions. While co-ordination with other divisions within the external relations group is important, it is recognized that GCO requires the operational independence necessary to react promptly to changes in market conditions. This flexibility is maintained through consultations with the Deputy Executive Director, External Relations.

Policy and objectives

113. The purpose of GCO is to obtain the maximum support for UNICEF's work in developing countries. This is done through:

(a) Raising funds for UNICEF. Since its inception GCO has earned \$160 million in net income from the sale of cards and other products. These funds were raised entirely through public support in more than 130 industrialized and developing countries. Proceeds from the sale of greeting cards constitute one of the largest single contributions to UNICEF's resources;

(b) Increasing public recognition of UNICEF and interest in the well-being of children in developing countries through the sale of cards and other products. More than 1.7 billion cards have been mailed since 1950, gaining widespread visibility for UNICEF all over the globe. Products such as engagement calendars, advent calendars, postcards, the Nepalese note card, stationery, flag stamps and coin programmes are also marketed. Sixteen million brochures and other supporting publicity materials are distributed each year through the National Committees and other sales organizations;

(c) Providing an opportunity for volunteers and the general public to get personally involved in the work of UNICEF. In the early years, GCO's growth was mainly in the North American markets. During the 1970s, sales in Europe forged ahead. In the 1980s, markets other than Europe and North America are beginning to show promising growth possibilities. National Committees, NGOs, other organizations and individuals from all walks of life, and UNICEF and United Nations field offices are involved in a worldwide sales network. Corporations, post offices, schools, stationery shops, banks, supermarkets, department stores and trade unions are numbered among the thousands of sales agents and outlets.

GCO co-ordination

114. The correlation of activities between GCO and its partners, both within and outside UNICEF, is being improved through the External Relations Committee where proposals for agreements for greeting cards and special products are discussed and solutions to problems are worked out. Closer co-operation is being developed with the Information Division in New York and Geneva and with information officers in the field to provide up-to-date UNICEF information for incorporation in GCO publicity and promotional materials.

Field offices

115. The sale of GCO projects provides an important link between industrialized and developing countries, helping to generate interest in the work of UNICEF and also to promote local culture and art. GCO sales in these countries can also serve as a platform for public relations activities such as press conferences, special events, fairs, exhibitions, etc.

116. Future plans include:

(a) Encouraging local development and production of greeting card products, provided this can be done within established standards of costs, logistics and quality;

(b) Soliciting support of the regional directors and representatives to encourage Governments to assist UNICEF by publicizing GCO products and encouraging sales in government offices, public places and the media;

(c) Encouraging business communities to support the corporate greeting card campaigns and to provide media publicity (donate TV and radio time, billboard space, etc.);

(d) Utilizing Supply Division's know-how in establishing local production and distribution centres and co-ordinating procurement procedures when possible;

(e) Reviewing sales procedures and structures with National Committees to develop new products and market possibilities;

(f) Launching a campaign in Europe to increase sales from the present 68 million cards to 100 million by 1985;

(g) Developing a major greeting cards market in the Gulf Arab States in the near future; similar arrangements are being planned for some higher income developing countries; and

(h) Studying potential media contacts to increase sales and UNICEF visibility, especially before and during year-round and year-end campaigns.

IV. MANAGING THE EXTERNAL RELATIONS COMPLEX

117. The work of external relations as it interweaves across the entire fabric of UNICEF's programme has been described above. The key questions addressed are: What needs to be done? Where? Who does it? How is it to be done? With whose support?

118. Such a widely decentralized and diverse set of strategies and actions would be chaotic and incapable of yielding their full value unless they were correlated and continually fine-tuned to ensure that everyone involved in external relations - the secretariat as well as its partners, allies and supporters - were moving in the same direction so that the combined strength and the cumulative force of their actions would yield the maximum impact on the problems of children. Much has been done, but much remains to be done.

119. UNICEF's rich endowment of willing and able public support for its cause requires continuous care and orderly management. The more dispersed the action points are, the greater the need for keeping channels of communication clear so that they carry information from the field to headquarters and from headquarters to the field. The greater the number of people participating in an unco-ordinated process, the greater the chance of misunderstanding and misdirection arising at the cost of efficiency and effectiveness.

External Relations Committee

120. At headquarters, the External Relations Committee co-ordinates the functions and activities of the secretariat affecting the public and private sectors. The External Relations Committee consists of: the Executive Director (Chairman); the Deputy Executive Director, External Relations (Vice-Chairman); the Deputy Executive Director, Operations; the Deputy Executive Director, Programmes; and the heads of the Programme Field Services

and Programme Development and Planning Divisions, the Information Division, the Comptroller's Division, the Programme Funding Office, the GCO, the Secretary of the Executive Board, the Chief of the Emergency Unit, the Senior NGO Officer, the Executive Secretary, the secretaries of various task forces, the Special Assistant for United Nations agency relations and representatives from the Geneva Office when available. It meets regularly for joint planning, information, task sharing and co-ordination purposes.

Office of Non-Governmental Affairs

121. The NGO Liaison Office which has existed for more than two decades, has been placed under the jurisdiction of the Deputy Executive Director, External Relations, with enlarged functions as the Office of Non-Governmental Affairs, and will assist in developing improved links with UNICEF's private sector collaborators. It will also serve as the secretariat of the External Relations Committee, its task forces and working groups.

122. The functions, strategies and actions described above can be carried through into effective results if the lines of communication and information are kept open and active between the field and headquarters and between National Committees, NGOs and headquarters, and with the media - both formal and non-formal.

123. The management of such a complex, widespread and sensitive apparatus of people-to-people relations calls for continued contact with the institutions involved and maintaining a high level of professional skill, acceptability and trust - between the policy makers and staff of UNICEF and the outside communicators, advocates and supporters of those policies. The cumulative effect of such a coherent process of external relations would yield valuable dividends for children everywhere.

124. The most recent instance of the effectiveness of a well co-ordinated external relations process at work was the preparation, launching and use of the report on The State of the World's Children 1982-83. It offers a clear object lesson in what UNICEF can achieve for the benefit of the world's children, for its own reputation as an imaginative, compassionate and active agency, and for the United Nations system as a whole. The theme of the report emerged from a symposium of specialists in nutrition and UNICEF staff from the field and at headquarters. It was felt that a clear and powerful public statement from UNICEF of the possibility of saving the lives of the many millions of small children who die from diarrhoeal dehydration by an inexpensive intervention involving the widespread use of oral rehydration salts would generate sufficient interest among the world community to trigger a chain reaction of activity leading in a few years to a virtual "child health revolution".

125. The other techniques singled out from among many for special discussion because of their common attributes of being relatively low-cost in both financial and political terms were: universal child immunization; promotion of breast-feeding; and the use of child growth charts kept by mothers in their own homes as a stimulus and guide to the proper feeding of the pre-school child. Special mention was also made of family spacing of births and food supplements which would also contribute significantly to improving the health of children and further reduce deaths.

126. The concept drew upon the knowledge and experience of the many international organizations such as the World Health Organization, the Pan-American Health Organization, the Food and Agricultural Organization, the World Food Council and the United Nations Development Programme which had financed the International Centre for Diarrhoeal Disease Research in Bangladesh; UNICEF's regional directors and country representatives who have been engaged in programmes of improving diarrhoeal disease control management in the field; and health and nutrition specialists from universities and research institutions.

127. The next step was a series of planning activities in the external relations group to design the "outreach" programme. The time available was just two months for organizing the data, writing the report, producing the supporting press kit, publication of the report in book format by the Oxford University Press, producing audio visual and other information-support materials, alerting and briefing the media on the urgency and importance of the possibility of a major United Nations effort to bring "new hope in dark times" for millions of families, launching the report in Paris, holding press conferences in London and New York, obtaining endorsements and commitments from leaders of Governments and the United Nations family, and managing the physical distribution of the report.

128. All this was done as an intense effort of co-ordination involving the entire external relations complex of UNICEF: the Executive Director's Office, the Geneva Office, the Information Division and its field representatives, the Division of Programme Development and Planning, the regional directors, country representatives, National Committees, NGOs and effective media professionals - editors, columnists and broadcasting personalities who responded readily to a professionally acceptable and socially important document.

129. At a meeting of African parliamentarians from 26 countries co-sponsored by the Inter-Parliamentary Union and UNICEF, the recommendations of the report received unanimous endorsement and a commitment to follow-through on national advocacy and implementation. A conference of Western Hemisphere parliamentarians meeting in Brasilia also offered unanimous endorsement. Several Governments publicly announced their support and commitment to the programme at the time of the launching and in the ensuing months.

130. As Board members are aware, the public reception of the report has been enthusiastic. The media, both the printed press and the electronic press, gave it prominent coverage and editorial backing. The co-ordination of the advocacy follow-up is now being carried out alongside the implementation of the programme so that the national will to give substance to the recommendations of the report may be translated into reality before long.

131. The success of such interventions intended to benefit children depends on continually keeping their cause high on the national agenda of every nation so that it becomes unconscionable to let little children suffer unnecessarily or die from a preventable cause.

Notes

1/ "UNICEF Publications and Publishing Policies", a report by E. J. B. Rose, February 1982.

2/ "UNICEF and Non-Governmental Organizations", a report by Martin Ennals, April 1982.

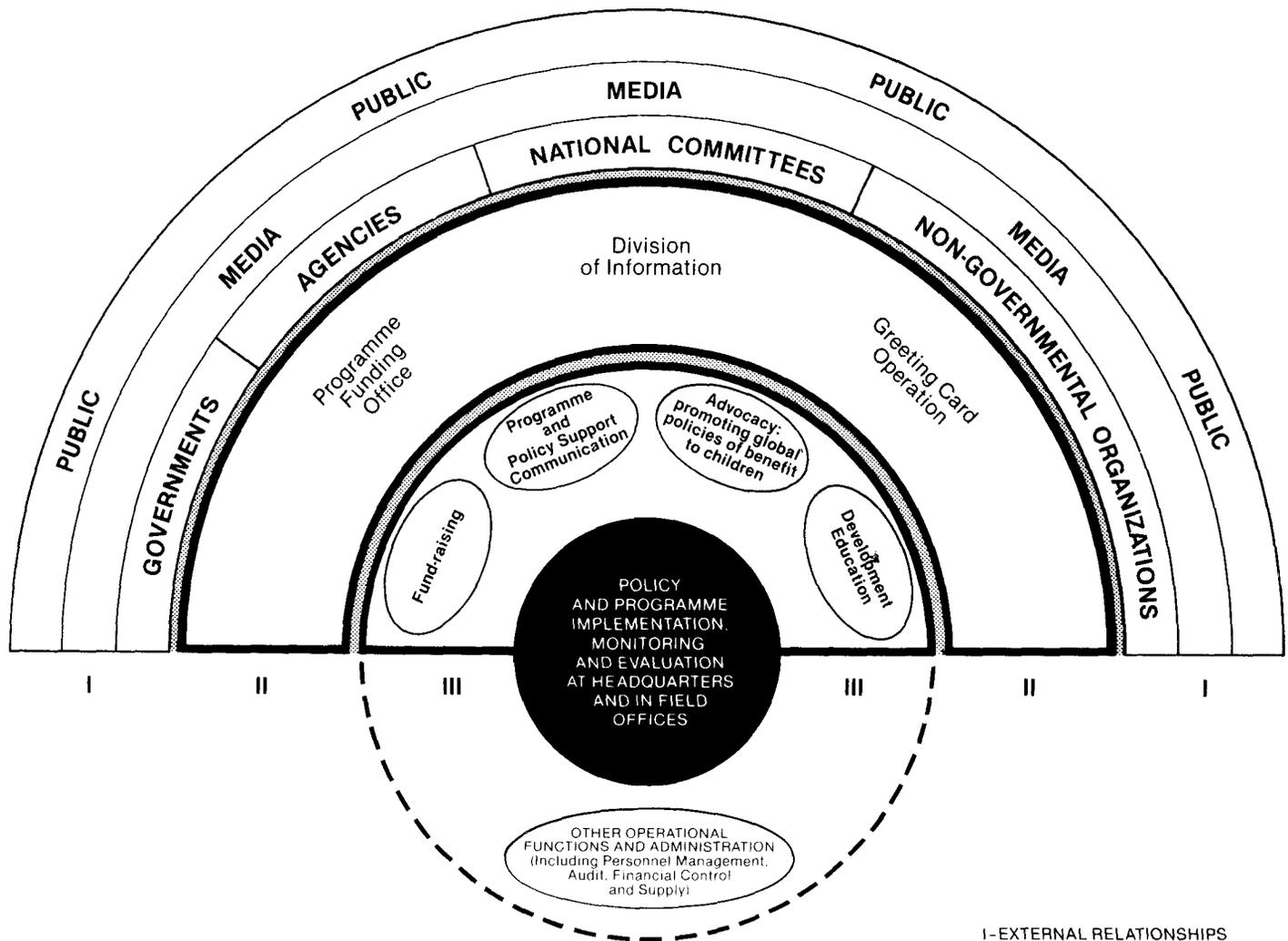
3/ At its October 1981 special session, the Executive Board agreed to the appointment of a Deputy Executive Director for External Relations on a temporary basis (E/ICEF/AB/L.236, October 1981, para. 28).

4/ "UNICEF and Non-Governmental Organizations", a report by Martin Ennals, comments and recommendations by Non-Governmental Organizations (E/ICEF/NGO/209, January 1983).

5/ UNICEF's fund-raising policy is described in the "Overview of UNICEF policies, organization and working methods" (E/ICEF/670/Rev.2, 1983). A review of "Supplementary funding and specific-purpose contributions in UNICEF" is presented in a separate document (E/ICEF/L.1454).

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ANNEX: Diagram of UNICEF's External Relationships, and Structures and Operations of External Relations



I- EXTERNAL RELATIONSHIPS
II- STRUCTURES
III- EXTERNAL RELATIONS OPERATIONS