

1946- 40 Years for Children
1986



United Nations Children's Fund

CF/HST/MON/1986-002

A HISTORICAL PERSPECTIVE ON NATIONAL COMMITTEES FOR UNICEF IN EUROPE

UNICEF HISTORY SERIES
MONOGRAPH II

(33 p + 2b)

THE AUTHOR

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PREFACE

One of the most distinctive features of UNICEF is its affinity to people. Jim Grant, the Executive Director, once said that "UNICEF is a handful of people with a handful of money." These resources are extended around the globe by a chain of linked hands: people helping people. The nearest links to UNICEF's staff are its National Committees, composed of private citizens, who share UNICEF's concern for children and devote their lives to promoting UNICEF's interests and programmes.

They began as small groups of volunteers whose principal preoccupation was selling UNICEF greeting cards and evolved during more than three decades into being veritable UNICEF's 'presences' in their countries, producing and disseminating development education, serving the media with information about children's needs and UNICEF's programme responses and raising sizeable funds for projects while also selling greeting cards.

There are 33 UNICEF National Committees in the industrialized world -- 26 of them in Europe. (New committees for children in the developing world are now being established, the first one due to open its doors in Hong Kong in late 1986.) They raise about 30 per cent of UNICEF's income and are active in moulding public opinion through interaction with government leaders, business leaders, parliamentarians, media and the general public.

The function of managing UNICEF's relations with National Committees globally is located in the Geneva office.

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Introduction

It would take many volumes to describe in detail the growth of each of the National Committees, their respective policies, and their fund-raising and public information activities. And to describe the devotion, hard work and good humour of all the personalities on the long Roll of Honour who have at some time been, or who still are, Committee members would fill another great tome.

This nutshell history of the European National Committees for UNICEF can, therefore, do no more than endeavour to give the reader an overall sketch of the creation and evolution of a particularly effective institutional means of helping UNICEF in its task of aiding the developing countries to improve the conditions of their children.

I. ORIGIN AND GROWTH OF THE NATIONAL COMMITTEES

United Nations Appeal for Children

1. The General Assembly Resolution establishing UNICEF in 1946 authorized the Secretary-General of the United Nations, in addition to receiving on behalf of the Fund any assets made available by UNRRA, to accept voluntary contributions "from governments, voluntary agencies, individuals, or other sources."⁽¹⁾ Since voluntary contributions were to be the source of finance of the new Fund, steps were clearly necessary to mobilize public interest in the needs of children. A United Nations Appeal for Children fund-raising campaign launched in 1948 yielded UNICEF \$10.7 million by the time it was terminated during the first years of UNICEF's life.

2. The United Nations Appeal for Children was at that time already assisted by committees in a number of countries set up for the purpose of fund raising. Although their interest in UNICEF as an organization often went wider than fund raising alone, UNICEF was at that time still an emergency organization with no continuing role assigned to it. It was not until UNICEF became established as a continuing agency with wider coverage and functions that the National Committees for UNICEF in their modern sense began to evolve, with the stimulus of governments and the UNICEF secretariat, as essential partners in the total UNICEF effort. This evolution was spread over a period of thirty years, and was not free from the occasional controversies of role relationships and differences of interpretation of functions which tend to occur in all dynamic organizations.

Need for UNICEF public information and fund-raising activities

3. By December 1950, when UNICEF's mandate was extended and its main emphasis was shifted to the task of helping the children of the under-developed world, nine European governments were voluntarily contributing to the Fund in the total amount of approximately \$700,000, and private contributions amounted to less than \$100,000⁽²⁾. Apart from countries which had been beneficiaries during the post-war period, UNICEF was practically unknown, and knowledge of the problems of the countries then under colonial rule was limited.

4. In 1952, the Executive Director made a personal appeal to the former Prime Minister of Belgium and first Chairman of the United Nations General Assembly, Paul-Henri Spaak, who accepted the task of becoming UNICEF's first 'Ambassador' in Europe. His personal approaches and discussions with leading European personalities, in most cases Heads of State, did much towards engendering the government support UNICEF was to receive in the following years. At that point in time, information on UNICEF was included in the activities of the regional U.N. Information Centres and national U.N. Associations; but spreading information on all the activities of the U.N. was an overwhelming task and consequently of a very general nature. It became evident, therefore, that if increased financial resources for UNICEF were to be obtained, it was essential to gain the understanding and support of

¹ U.N. General Assembly Resolution 57 (I) Dec. 1946.

² Valedictory Address by E.W. Meyer at the 1966 Reunion of National Committees, London.

governments and the general public through more concentrated public information and fund-raising activities at the national level.

Formation of National Committees: Willie Meyer

5. The first European National Committee to be established - but one with a different mandate - was that of Yugoslavia, which formed a group in 1946 to assist in the UNICEF post-war programme for that country. Following on the example of the United States and Belgium which had formed UNICEF Committees in 1947 (the latter as a result of an initiative by Mr. Spaak), Maurice Pate, UNICEF's Executive Director and Willie Meyer, the Chief of External Relations charged with public information and fund raising in what at that time was the UNICEF Regional Office for Africa and Europe based in Paris, spawned the idea of forming similar Committees in Europe (and elsewhere). Accompanying Mr. Spaak on his European tour, and parallel to his own efforts to gain government support for UNICEF, Willie Meyer spread his infallible antennae and earmarked concerned individuals and groups willing to go to work for the children of the third world. It was in 1952 then - six years after the Organization was established - that the third European National Committee was formed in the Federal Republic of Germany.

6. 1954 saw the birth of three Scandinavian Committees: Denmark, Norway and Sweden, followed by Italy and the Netherlands in 1955, the United Kingdom in 1956, Luxembourg in 1958 and Switzerland in 1959. Although it was officially created in 1958, the Luxembourg Committee in fact had been active on behalf of UNICEF since 1955, at which time it formed part of the Luxembourg UNA.

7. Apart from Yugoslavia--and Poland which formed a Committee as early as 1962--Eastern Europe, which had suffered tremendous devastation during the war and which was a recipient of UNICEF assistance, joined the National Committee family in the 1970s.

8. By 1984, 26 National Committees had been established in Europe; in two further countries (Iceland, USSR), national liaison organizations carried out some committee functions. A complete list of European National Committees and their dates of foundation will be found below:

EUROPEAN NATIONAL COMMITTEES

Yugoslavia	1946
Belgium	1947
FRG	1952
Denmark	1954
Norway	1954
Sweden	1954
Netherlands	1955
Italy	1955
Turkey	1956
United Kingdom	1956
Luxembourg	1958
Switzerland	1959
Ireland	1960
Austria	1962
Poland	1962

<u>Country</u>	<u>Created</u>
Spain	1962
France	1964
Finland	1967
Bulgaria	1968
Czechoslovakia	1971
Hungary	1971
Romania	1971
GDR	1974
Greece	1978
Portugal	1979
San Marino	1979

Secretariat role

9. The establishment of a National Committee requires that there be no objection to its formation on the part of the government of the country involved, and that the Executive Director agree to the Committee's purposes, function and statutes. In accordance with the first requirement, it was the Secretariat's policy to consult the government of a given country before encouraging organizations and individuals to form a Committee, and in effect most Committees were established on the combined initiatives of the Secretariat and the governments of the countries concerned, all but the Committees of Denmark, France and Ireland having government members/observers amongst their membership. In the case of Eastern Europe and of Sweden, the Committees are actually government bodies encompassing NGOs, but with no individual membership.

Approval of National Committee statutes

10. In the early years, in its enthusiasm to see National Committees created, there was a rather lax attitude towards approval of a Committee's statutes. A review of Committee statutes in 1967-68 revealed several loopholes. In some cases the Secretariat did not even have a copy of the statutes, in others amendments had been made of which the Secretariat was not aware, and in one case it was discovered that in the event of the Committee's dissolution, all remaining funds would be turned over to a national organization.⁽³⁾

National Committee structure and composition

11. Membership of the Committees has evolved over the years. In the early 1950s, the main founders were people already working in voluntary agencies not necessarily concerned with children but with a wider scope, members of the former UNAC and Red Cross Committees, people interested in the children of their own country, individuals in the business field, etc. Later years saw the arrival of people in the medical profession, lawyers, parliamentarians, university professors, former ambassadors. . .

3 Minutes of Meeting of Standing Advisory Committee, May 1968.

12. Each Committee is governed by a board of directors or executive committee headed by a chairperson, and its day-to-day work is carried out by a secretariat under the responsibility of an executive secretary or the Chairperson. Starting on a very small basis, with two or three people doing the day-to-day work and with limited financial resources, most Committees now have a well-equipped office with paid staff. Most Committees have honorary chairmen or patrons and include distinguished personalities, such as Royalty and Heads of State. In more recent years - in the face of growing competition for voluntary contributions - the majority of Committees, on the encouragement of the Secretariat, have engaged professional public information and fund-raising officers. In addition, the growing importance of development education, a programme carried out by some Committees right from their early days on a relatively small scale but given greater emphasis by the Secretariat in the 1970s, has led to the occasional employment on certain Committees of the services of consultants in the field of education. But the mainstay of the majority of Committees was, and remains, the growing army of volunteers from all walks of life who devote a considerable amount of their time to spreading information on UNICEF and selling greeting cards. Further, regional and local Committees have been formed over the years in a number of countries, one having the impressive number of 98.

Recruitment and training of Committee staff

13. Inevitably, there are both strong and weak Committees, their relative strength depending in the main on the personality of the chairperson and/or executive secretary. In more recent years the Secretariat, when so requested, has assisted in formulating job descriptions and interviewing candidates for important Committee positions when there is a change of staff due to retirement or resignation. This procedure has helped in the employment of better-qualified personnel in the less active Committees. Another innovation on the part of the Secretariat in recent years has been the introduction and training of new National Committee staff. Newcomers have the possibility to spend between three to five days in intensive briefing at OE, followed by a period of training at the offices of another National Committee with a comparable structure and level of activities.

Swedish and Swiss Committees

14. Among the stronger Committees, the influence of two, Sweden and Switzerland, on Committee matters and on UNICEF policy in general, has been quite considerable. The Chairmen of these Committees have headed or been among their country's delegation to UNICEF Executive Board meetings for over 25 years, and both have served at some time as Chairmen of the Executive Board and its subsidiary committees. Initiatives on the part of both of these Committees have in many cases resulted in Board decisions and changes in UNICEF policy. It is interesting to note a number of significant suggestions made by the Swedish Committee, which has the status of a consultative organization to the Swedish Government, as far back as 1955, viz:-

- "1. that a larger portion of UNICEF's assistance than at present be devoted to maternal and child welfare;
2. that the UNICEF secretariat contain a larger proportion of experts on MCW;
3. that more women be included among the UNICEF personnel responsible for planning;

4. that the co-operation with NGOs be strengthened;
5. that more information on planned programmes be made available;
6. that the UNICEF information material express the results obtained not only in numbers of children treated but in such terms as for example, the decrease in infant mortality or the increase in the number of trained midwives within a given area."⁽⁴⁾

15. Over the years many Committee Chairpersons and/or Executive Secretaries have been included in their country's delegation to the Board or have attended sessions in an observer capacity on behalf of their governments.

16. This dual role of representing both a concerned public through the Committee and the government as a delegate has had useful results. For example, among his many firm interventions at Board meetings, the Chairman of the Swiss Committee - in his capacity as delegate of his country - battled very strongly along with Maurice Pate for politics to be kept out of the discussions. Of particular interest to the National Committees as a whole, he took the initiative to have an information policy approved by the Board in the 1960's, and the relatively recent external relations policy in 1983. And it is also thanks to his initiative with the Swiss Parliament that UNICEF was nominated for the Nobel Peace Prize in 1965, and that the present History Project is being undertaken.

Relationship between National Committees and the Secretariat

17. The formation and growth of Committees and their relationship to the Secretariat has not been problem-free. For a number of years the value of the Committees was underestimated by the Secretariat. Their frequent demands for better servicing were a source of irritation in Headquarters, the European Office and the field. Over-burdened UNICEF staff were inclined to turn their attention to other matters which appeared to them to have higher priority. The European Office, the Committees' first point of contact, was for a long period of time under-staffed to deal with the growing number of Committees and their individual requests for information, which differed in many respects. There was a tendency to meet all the Committees' requirements with the same public information and fund-raising material "made in USA", overlooking the fact that Europe is not a homogeneous group.

18. The Committees, for their part, were often too demanding and inflexible, given the limited UNICEF staff and funds available to satisfy their needs. Some Committees (particularly those which brought in a considerable amount of money) had a tendency to want to dictate policy in the fields of public information, fund raising and the greeting card operation. Material produced by some of the Committees themselves was occasionally offensive to a given third world country or to their own governments - the latter on the subject of the official contribution.

19. Various bones of contention which have been the subject of all yearly Reunions until very recently comprise the financing of Committees; delivery of public information material in quality, quantity and rapidity; financing of material in national languages; "hot news" on emergency situations; direct

⁴ Report of Annual Reunion of National Committees, Paris, 1956: Add. VIII Report of Swedish Committee for UNICEF.

contact of the Secretariat with national media; reporting on "adopted" projects; collaboration with non-governmental organizations, etc. The Greeting Card Operation, the subject of a separate monograph in the UNICEF History Project series, created a number of problems for both the Committees and the Secretariat.

Servicing of National Committees by the Secretariat

20. A brief historical account of the administrative changes in the OE might explain to some extent, if not excuse, some of the difficulties encountered in servicing the National Committees.

21. Until 1959, the External Relations Division in the European Office, which covered public information, fund raising and greeting cards, was composed of the Chief of Division and his secretary, a writer and distribution officer-secretary for public information, and one person on a half-time basis for the greeting card affairs. This small staff was quite inadequate to deal with the growing number of Committees, particularly since the Chief was almost constantly on travel duty.

22. On the request of the Committees, a Public Information Officer was appointed in 1959 (see para. 73). At the same time, Public Information became a separate Division with two other staff members. In the meantime, the Greeting Card Section had become a division with a fair complement of staff. All three Divisions were grouped under the supervision of the Director of OE himself.

23. With the allocation of more staff, the servicing of Committees improved to a certain extent. Over the years, however, certain correspondence and requests for information remained unanswered, and the Committees expressed concern about lack of coordination in the Secretariat. As a result, in 1965 a National Committee Desk was created, through which copies of all correspondence between the Committees and the Secretariat were to be channelled, with a view to ensuring that follow-up action was taken. This appointment, to the extent that copies of correspondence were in fact passed to the Desk, which was not always the case, proved to be useful in avoiding matters falling between two stools.

24. In late 1966, the experiment of breaking down into separate divisions not having proved to be efficient, the External Relations and Public Information Divisions were grouped together again in one service under the supervision of the Deputy Director of OE, who was also responsible for ensuring co-ordination with the Greeting Card Division. At the same time, and once again on the request of the Committees, a National Committee Liaison Officer was appointed - in lieu of the National Committee Desk - in order to strengthen the link between the Committees and the Secretariat. Another important appointment at that time was the establishment of a Documentation Centre from which all information material - official UNICEF documents and other printed matter - would be distributed. By this time, the P.I. Division had expanded to include, in addition to the Chief, a Public Information Officer and three other staff members.

25. Parallel to these measures, Executive Board approval was given in May 1966 for the appointment of five field information posts, another justified request of the National Committees, which had been pleading for progress reports on "adopted" projects which they helped finance. (5)

26. As in the case of the National Committees, there have been both strong and weak personalities in the Secretariat over the years responsible for dealing with the Committees in all fields of activity, and the attitude of the various Directors of OE towards the Committees has ranged from lukewarm to sincere appreciation of their work and their value and a desire to service them to the best of his/her ability. Inevitably, therefore, there have been highs and lows in the relationship and quality of servicing. But there is no doubt that with the growing importance of the post of National Committee Liaison Officer, originally conceived as a kind of post-box to the present-day conception with the incumbent's full participation in policy questions, relations with and servicing of Committees have become a smoother and more efficient operation.

Agent versus partner

27. The most important issue affecting relations between the National Committees and the Secretariat has been the perennial argument as to whether a Committee was an agent of the Organization or a true partner, a fundamental point which has only just been settled - some 30 years since the first Committees were established.

28. National Committees, as the name implies, are national bodies having autonomy in their own countries, and their statutes are drawn up in conformity with the rules and regulations of that country. It follows, therefore, that in principle a Committee has the right to carry out its programme in whatever way it pleases. On the other hand, these national bodies are engaged in promoting the work of an international organization and are obliged to follow the policy of that body; and apart from retaining a certain percentage for administrative and public information/fund-raising purposes, all monies raised in the name of UNICEF are transferred to that body. The question for 30 years, therefore, has been: does this make a National Committee an agent or a partner?

29. The point of view of the Committees was that, whilst maintaining their autonomy in the sense of knowing what was best for obtaining the attention and understanding of the population of their country for the Fund's aims, they were in effect part of the whole UNICEF system, i.e. Executive Board, Secretariat and National Committees. Their goals were the same, the money they brought in - from private sources, including the greeting card campaigns, the increase in government contributions due in part to their efforts - all went towards UNICEF programmes.

30. However, over the years within the Secretariat there was a variant view which was manifested in various ways, e.g. withholding field reports from the Committees, long delays in providing information - both written and visual - on projects adopted by them, and even longer delays in reporting on the progress of such projects. In addition, it was not considered necessary to take the Committee's views on general public information needs for their countries fully into consideration.

Euro-Consultation (1981)

31. As recently as 1981, the Secretariat expressed its concern about the organizational capacity of the Committees - despite their impressive growth over the years and change in leadership of the majority, resulting in their more efficient operation. A paper entitled "Role and Potential of National Committees for UNICEF in Europe", prepared by the Secretariat for a "Euro-Consultation" in January 1981, provoked a number of reactions from Committees. In essence, the paper suggested that an overall capacity appraisal of National Committees be initiated, including a full review of their functions, their organizational, financial and human resources, as well as their publications.

32. In view of UNICEF's changing role within a broader human development approach, the "Euro-Consultation" had been called on the request of the Standing Advisory Committee to identify measurable objectives for Europe in the key areas of advocacy, fund raising and programme support services for Europe (the latter programme introduced into OE as a result of the International Year of the Child), and to redefine the basic issues for a policy and plan for Europe which would ensure the effectiveness of UNICEF's new forward look.

33. This important meeting - the first of its kind in Europe - was attended by the Executive Director, selected UNICEF staff from N.Y. Headquarters and those working in Europe, a small number of outside resource persons familiar with the realities in Europe, and all members of the Standing Group representing the National Committees in Europe. Despite the criticisms expressed in the Secretariat paper, a common thread which ran through the whole of the discussions was that of the crucial importance of the National Committees. Their role in the new undertakings was considered indispensable. (6)

34. It is relevant to note here that not all Committees are above criticism. The Chairman of the French Committee, reporting on the result of the "Euro-Consultation" and a series of working groups which discussed the paper in question at the 1981 Reunion, stated that although a few of the comments in the paper appeared to be hardly justified, it was a sound approach on the part of UNICEF to express frankly what some of its officers thought of the National Committees. He thought it stimulating for National Committees that an attempt had been made - without in his opinion malicious intent - to oblige them to conduct an unindulgent self-analysis with regard to their own achievements and potential. (7)

National Committee role in external relations policy

35. Mutual irritation on all the above-mentioned matters led to somewhat bitter debates in meetings of the Annual Reunion and its statutory bodies. The whole issue came to a head in 1982, when an External Relations Panel

⁶ Final Report of Euro-Consultation, Divonne, January 1981.

⁷ Report of Annual Reunion of National Committees; Geneva 1981: Report presented by Yves Malécot, General Rapporteur of the Working Groups on the "Role and potential of National Committees for Europe".

composed of National Committee members and Secretariat staff met to discuss the question of an external relations policy. This issue had been raised by the Swiss National Committee during the Information Workshop which met in November 1981. With the appointment of a Deputy Executive Director of External Relations in 1981, the European Committees stressed the urgent need for an external relations policy - which did not exist at that time, even though it had been recommended by the Scandinavian Institute of Administrative Research (SIAR) in the report on their study on UNICEF undertaken in 1975; and on the instigation of the Swiss Delegation, the 1982 Executive Board requested a study on external relations policy to be presented at their next session.

36. The document prepared for the Board, which was presented to the External Relations Panel, clearly bracketed the National Committees as "external" rather than "internal". Strong objections were voiced by the National Committees in the Panel and at the 1983 Annual Reunion where a resolution on external relations in general was adopted, the relevant paragraphs on this issue reading as follows:

"The 29th Reunion of National Committees in Europe. . .

Believes that the National Committees, while retaining their status of independent bodies, belong - as do the UNICEF Executive Board and the UNICEF Secretariat - to the wider UNICEF system.

Affirms, therefore, that the relations between the National Committees and the two other components of the wider UNICEF system cannot and should not be considered as external relations, but as relations within the framework of this system. . ." (8)

37. In addition, National Committee members of government delegations to the 1983 Executive Board spoke very firmly on the subject. As a result, in its subsequent approval of the external relations policy, the Executive Board recognized the committees as full-fledged partners of the Organization.

38. Closely connected with this issue was the Guidelines for National Committees. Following on Executive Board approval in 1958 of a report by a Special Consultant, draft basic Standards for UNICEF National Committees were submitted to the 1960 Reunion for discussion. The Special Consultant's suggestion had been that:

"UNICEF take all possible steps to strengthen National Committees where they exist, to aid in the organization of new Committees where there is genuine local interest in such a structure, and to ensure that the actions of all National Committees are in harmony with the purposes and policies of the Fund established by the Executive Board." (E/ICEF/372, para. 28)

39. The Board also approved the recommendation that the Executive Director should establish criteria for National Committees which, when met, would provide a basis for official recognition of each Committee by UNICEF.

⁸ Report of Annual Reunion of National Committees. Geneva 1983: Annex III, paras. 3 and 4.

40. After three years of discussion on various points with which a few - sometimes all - the Committees did not agree with the draft proposals, the Standards - as they were then called - were approved in January 1964 by the Executive Director. This paper set out the basic purposes of the National Committees and gave guidelines concerning their relationship to UNICEF and their fund-raising and public information activities. It was agreed at that time that a review of the Standards should be made from time to time in the light of changing policies.⁽⁹⁾

41. The Guidelines were revised in 1967 as a result of a formal agreement between UNICEF and the Committees in respect of greeting card campaigns and the use of UNICEF's name for commercial sales promotion with profit to UNICEF. In 1975, another revision was made to take into account further policy decisions which had come into force, and this document⁽¹⁰⁾ is valid today.

42. The respective revisions of the Guidelines were hotly discussed by the Committees, some being of the opinion that a series of supplementary restrictions were being imposed on them unilaterally by the Secretariat. It was nevertheless agreed that all Committees, working to the same end, should be guided by the same general standards, particularly as regards the proportion to be retained on funds raised for UNICEF⁽¹¹⁾, a subject which had been of concern for a number of years.

National Committee participation in the Board

43. The 1964 Guidelines gave the Committees the right to a co-operative relationship with the UNICEF Executive Board, which allowed representatives of Committees to be seated at Board sessions, circulate statements and, with the agreement of the Chairperson, make oral statements. The Committees were also given the right to designate a representative of a group of Committees to attend a Board session. Such representatives could present to the Board statements on general problems and activities of the Committees and, more specifically, give advice and suggestions in the field of national and international fund-raising campaigns, public information and greeting cards.

44. This clause represented a big step forward for the National Committees, the first in fact which unequivocally recognized them as part and parcel of the overall UNICEF system.

Prior notification of UNICEF staff visits

45. Another important clause which was included in the 1967 revision of the Guidelines was that in order to ensure effective planning and consultation, the Committees would be advised in advance when UNICEF officers planned to visit their country on matters pertaining to public information and fund raising - with both the governmental and private sectors. Prior to this,

9 Standards for National Committees: UNICEF/Misc.83.

10 Guidelines for National Committees: UNICEF/Misc.246.

11 Report of Annual Reunion of National Committees, Madrid, 1967.

certain embarrassment had been caused to Committee members who had on occasion been unaware of direct contacts between Secretariat staff and the mass media, and were not always consulted when official visits were being made to the government.

Growth of National Committee role

46. In spite of these various difficulties, the Committees remained loyal and devoted supporters to the ideals and aims of the Fund, increasing their own activities on its behalf as time went on, setting their sights higher, briefing governments with well-prepared documentation and augmenting income, especially from private sources, for the benefit of the deprived children of the third world.

Recognition Agreements

47. As in all partnerships, disagreement on given issues will no doubt continue to come to the surface, but a Recognition Agreement recently signed between each National Committee and the UNICEF Secretariat will protect the prerogatives of all concerned, eliminate many points of friction which have so often arisen in the past, and make for a smoother partnership. This Agreement sets forth the general basis for co-operation and is based upon a model agreement which is varied to take account of the laws of a particular country, or the mandate and structure of a particular Committee. These Recognition Agreements are supplemented, where appropriate, by a second agreement negotiated between UNICEF and each Committee dealing with other points of understanding, including the proportion of funds collected by the Committee which are to be transferred to UNICEF. In addition, the agreements signed between UNICEF and the Committees in the 1960s in connection with the sale of greeting cards are being revised to take into account the many new policy decisions which have been adopted since that time.

Financing of National Committees

48. The question of financing the Committees' administrative expenses was discussed at length at the first Annual Reunion in 1956. Since voluntary contributions were expected at that time to be the main source of income, the Secretariat had proposed, and it was agreed, that Committees could retain up to 10 per cent for their running expenses. In addition, the Committees were allowed to keep 15 per cent of the income from greeting card sales. In the formative stage of a Committee, allowance was made for more than 10 per cent on donations to be retained, on the understanding that whatever sum over and above the 10 per cent retained would be reimbursed once the Committee's position had become established. The Secretariat also agreed that Committees could receive government grants for their operational expenses. In the case of one Committee (Norway) where a government grant was given, the amount was deducted from that country's contribution to the general resources of the Fund.⁽¹²⁾ In 1960, the attitude of the Secretariat changed in this respect, and the rule was laid down that government grants to Committees should not affect the government's contributions to the Fund.⁽¹³⁾

¹² Report of Annual Reunion of National Committees, Paris, 1956.

¹³ Report of Annual Reunion of National Committees, Geneva, 1960:
Statement on Standards for National Committees issued by UNICEF New York.

Funding public information activities: early years

49. In the early years, until UNICEF became better known and the sale of cards and income from private contributions increased, the Committees had a hard time making ends meet. They were, nevertheless, able to produce a little information material themselves, particularly their national bulletins.

50. In view of the Secretariat's extremely tight budget for public information, requests from National Committees for financial assistance to help them produce material in their own languages often had to be turned down. In 1959, an annual allocation of \$2,000 was allotted by UNICEF Headquarters for help to Committees, but this sum did not go far. In 1964, the allocation was raised to \$10,000, and today the Geneva office continues to have funding at its disposal to assist committees in various ways.

National Committee standards relating to fund raising

51. The Standards for National Committees, which came into being in January 1964, laid down the percentages of gross proceeds to be turned over to UNICEF from campaigns, sales and donations, and the relevant section of the 1975 revision of the Guidelines for National Committees reads as follows:

The Committee will pay to UNICEF the following percentages of its gross proceeds from the following sources:

(a)	funds-in-trust given to UNICEF for specific UNICEF-assisted projects through the Committee	100%
(b)	donations to UNICEF	90% or more
(c)	appeals for emergencies	90% or more
(d)	general fund-raising appeals	75% or more
(e)	contributions to supported projects	75% or more
(f)	Greeting Card, Calendar, mini-card sales	75% or more
(g)	Government grants and private donations for specific activities of the Committee	0%

Notwithstanding the above ruling, the percentage of funds retained by National Committees can be discussed between them and the Secretariat, and alternative arrangements can be made in the Supplementary Recognition Agreements referred to in para. 47.

Mutual Assistance Fund: aims and origin

52. By 1962, the Secretariat funds for public information purposes were still very limited, but some Committees had become financially stronger, and in addition to funding their own public information material, had some excess money at their disposal. On the initiative of the Executive Secretary of the Netherlands Committee a proposal was made - and adopted at the 1962 Reunion - for the establishment of a "European Committees for UNICEF Special Projects Fund". The object of the Fund was to centralize voluntary contributions from the National Committee sources for the following purposes:

- (1) Projects benefiting any Committee, including production of a national language version of a UNICEF film;
- (2) Aid to newly created Committees;
- (3) Aid to financially weak Committees, for instance in the field of production, translation and printing of publications and in the form of one-time grants (which may be reviewed) for the employment of public information personnel.

53. The Fund's resources were to come from any of the following, the first of which was to be regarded as the minimum contribution of each National Committee provided it did not result in a deficit in the Committee's own financial status:

- (1) 1% of the agreed 25% which may be retained on greeting card sales (1/4% of the proceeds of the total greeting card and calendar sales): or its equivalent, taken from the total of agreed percentages or donations, special events, greeting cards, etc.; or
- (2) Interest on a Committee's capital funds; or
- (3) All other sources of income;
- (4) Bank interest on the Fund itself.

54. Various rules were laid down concerning allocations, which had to be approved by the Standing Advisory Committee and the Director of the European Office.

55. Statutes for the Fund were not, in fact, established until 1970, and they were approved by the Reunion that year. A clause in the Statutes stated that "an unencumbered reserve of \$10,000 shall be maintained in the Fund".

56. For many years, contributors to the Fund were limited, but those Committees which did contribute were generous. On the other hand, many Committees profited from allocations, despite the somewhat strict criteria applied by the SAC members. By the mid 1970's the Fund's balance amounted to an impressive sum and UNICEF's External Auditors started to question why such a sum was lying fallow. The Committees' reaction to this was vehement, their contention being that it was their money and not UNICEF's per se - an attitude

which some in the Secretariat viewed as inconsistent in view of their firm wish to be considered partners and not agents of the Organization. In the final analysis, the balance in the Fund was reduced to a reasonable amount by means of further allocations.

57. In 1980, the name of the Fund was changed to "Mutual Assistance Fund", and its administration was transferred from the Netherlands Committee, whose Executive Secretary until retirement had acted as Treasurer, to the UNICEF Office for Europe: the revised Statutes remained essentially the same.

Financing of public information and Dev Ed activities: 1980

58. Financing of National Committee information and development education activities was once again discussed in full at a meeting of the Standing Group in August 1980, and the following points, among others, emerged.

- Information in UNICEF is not given the resources and importance it deserves, and current efforts seem inadequate to project consistently and effectively the image of a human development agency UNICEF seeks to attain.
- There is an urgent need for more funds to provide for adaptation and translation of information and development education materials into the many European languages.
- Financing of development education should be as a "programme" activity of UNICEF rather than as part of the general information budget. UNICEF rather than the National Committees, either themselves or through their Mutual Assistance Fund, should finance such essential activity.
- The Mutual Assistance Fund should also be used for translations into non-UN languages. (14)

Relations between National Committees and national non-governmental organizations

59. Recognizing the strength and power of international and national non-governmental organizations, the Secretariat has for many years urged the National Committees to have a closer relationship with those in their country. For reasons of autonomy and concern that the name of UNICEF might be used to the ends of national NGOs some Committees have been reluctant to widen their scope through NGOs. As a result, the Secretariat in some instances established bilateral relations with given national NGOs with a view to gaining their support for UNICEF through direct fund raising or publication of UNICEF material in their bulletins. This approach was not appreciated by the National Committees concerned.

60. Since 1980, the Committees have once again been encouraged to have a closer collaboration with NGOs, a study undertaken by a consultant on the request of UNICEF⁽¹⁵⁾ revealing the immense untapped sources of goodwill of

14 Report of Standing Group, August 1980.

15 UNICEF and Non-Governmental Organizations - a report by Martin Ennals.

many organizations which could be channelled for the benefit of UNICEF. In addition to this, at the end of the International Year of the Child in 1979, a whole network of supporters of child welfare gathered together during the Year to form National IYC Committees became 'available' to the UNICEF Committees. Even then, some committees were still reluctant to take advantage of this opportunity. This reticent attitude is reported by some Committees to be the result of lack of cooperation by some national NGO's, in particular during IYC, and their tendency to use the name of UNICEF to collect funds for their own ends.

61. In the paper on External Relations Policy submitted to the 1983 Executive Board, considerably more space was devoted to relations with NGOs than to relations with National Committees for UNICEF, a fact which did not go unnoticed by the Committees. At the 1983 Reunion, the question of relationship with NGOs came under discussion during the debate on the external relations policy. As a result the following relevant paragraphs of a Resolution on External Relations were adopted:

"The 29th Reunion of National Committees for UNICEF in Europe:

. . . .

Welcomes the policy of closer and stronger relations between UNICEF and Non-Governmental Organizations (NGOs).

Believes that a distinction should be made between international NGOs established and acting at universal or regional level; NGOs established and acting at national level in donor countries; and NGOs established and acting at national level in developing countries.

Believes that a strengthening of existing relations between international NGOs and the UNICEF Secretariat in New York and Geneva will benefit the activities on behalf of children of all organizations concerned.

Stresses the existence for many years of close and fruitful co-operative relations between practically all National Committees for UNICEF and NGOs established and acting in the respective country and emphasises that many national NGOs are directly or indirectly represented in the constitutional organs of National Committees for UNICEF.

Believes, therefore, that the strengthening of relations between the UNICEF system and the national NGOs in donor countries should be primarily the task of each National Committee concerned, in consultation and co-operation, as needed, with the UNICEF Secretariat.

Believes that there is considerable scope for establishing or strengthening, as the case may be, co-operation between UNICEF Field Offices and national NGOs in developing countries, particularly with a view to associating these national NGOs with the planning and implementation of projects and programmes on behalf of children. (16)

II. CO-ORDINATING MECHANISMS

62. Various co-ordinating bodies have been created over the years for the purpose of discussions between the Committees and the Secretariat on overall matters, exchange of views and ideas, particularly among the Committees themselves, and discussions on technical questions. These mechanisms have proved to be of immense value to both the Secretariat and the committees. The terms of reference of these respective bodies will be found in Annex I.

Annual Reunions

63. The most important body is the Annual Reunion. Once a year the European Committees meet to present their annual report, to receive a briefing on the latest UNICEF policy and programmes, to discuss Committee policy questions and to approve recommendations made by the subsidiary groups which have met during the year. These meetings are in the main attended by the Committee chairpersons and executive secretaries, and in some instances other Committee personnel. When other commitments permit, the meetings are attended by the UNICEF Executive Director. The Director of the Office for Europe and appropriate senior members of his staff always attend, as do the New York HQ Directors of Public Information and the Greeting Card Operation, and/or their deputies. In the early years, if they happened to be in Europe at the time, briefings were given by UNICEF staff members from the field; and as from 1980, programme and public information officers are always invited and a full day's discussion is devoted to one or two programme areas. On occasion, the Reunion is addressed by the Chairperson of the Executive Board.

First Reunion

64. The first Reunion of the European National Committees, called on the initiative of Willie Meyer, met in the offices of the United Nations Information Centre in Copenhagen in March 1955 and was attended by six to seven Committees, with one - maximum two - representatives from each. By contrast, the 1983 Reunion which took place in Geneva was attended by 26 European Committees, three Committees from other regions and one national liaison organization, with a total representation of 70 people, plus UNICEF staff. It has been the custom for many years to invite Committees from other regions, particularly the U.S. and Canada, to assist in an observer capacity. Following on the External Relations policy adopted by the Executive Board in 1983 and the new role of the European Office (renamed "Geneva HQ") which is now responsible for National Committees worldwide, some Reunions in the future will be of a global nature, encompassing the full participation of non-European Committees. In effect, the first global reunion took place in Rome in 1984.

Periodicity

65. The periodicity of Reunions has been discussed on and off over the years, some Committee and Secretariat members being of the opinion that a Reunion every two years would be sufficient. However, the overwhelming majority of the National Committees felt that the usefulness of yearly meetings for policy discussions and, above all, for the Committees to meet each other and exchange views far outweighed other considerations.

Venues

66. The venue of such gatherings has also been discussed on several occasions. The first suggestion that meetings might take place in countries other than the seat of the European Office for UNICEF was made at the Reunion in May 1956 by the Yugoslav Committee, whose country was at that time a recipient of UNICEF assistance. It was thought that should a Reunion be held in Yugoslavia, members of other National Committees would have the opportunity to see the actual working of a UNICEF programme⁽¹²⁾. The idea of holding Reunions outside the seat of the European Office caught fire, and other committees came forward with proposals to hold a Reunion in their countries.

67. In 1958 the Netherlands Committee hosted the meeting in The Hague, the first outside the European Office (apart from the small 1955 Reunion in Copenhagen), and a memorable occasion. It was not until 1962 that the Yugoslav Committee was in a position to hold the Reunion in their country, but some UNICEF-assisted programmes were still in operation and the opportunity was afforded to see UNICEF assistance in action.

Field trips

68. At that time, only a very limited number of committee members had ever been in the field: for the rest, the visit to UNICEF-assisted programmes and in a country on their own doorstep, which was by no means fully developed in 1962, was the best first-hand information 'education' they could have had and an experience on which to base their future activities in the field of public information and fund raising. It was not until some years later that field trips for National Committees to observe UNICEF-assisted projects in the third world were arranged by the Secretariat. These organized tours now take place every year and usually cover two countries in a given region.

69. For financial reasons - both for the Committees, which pay their own travel expenses, and the Secretariat - the advisability of holding reunions outside the European office of UNICEF was mulled over for several years. However, the public information/education aspect for a host Committee was considered to be of such importance when a Reunion took place in their country that here again, the advantages outweighed other considerations.

70. The following shows where and when the Reunions were eventually held:

1955	Copenhagen	1970	Tunis
1956	Paris	1971	Geneva
1957	Paris	1972	Paris
1958	The Hague	1973	The Hague
1959	Geneva	1974	Bad Neuenahr
1960	Oslo	1975	Bucharest
1961	Paris	1976	Geneva
1962	Belgrade	1977	Helsinki
1963	Cologne	1978	Brussels
1964	Dublin	1979	London
1965	Montreux	1980	Madrid
1966	London	1981	Geneva
1967	Madrid	1982	Sofia
1968	Stockholm	1983	Geneva
1969	Warsaw	1984	Rome

¹² Report of Annual Reunion of National Committees, Paris, 1956.

Documentation

71. Agendas for meetings are formulated by the Secretariat and the Standing Group, a subsidiary body of the Reunion, final approval resting with the Committees as a whole at the Reunion itself. While the Secretariat formulates most of the papers for submission to the meetings, an effort is being made to have the Committees share this task. It is already the custom for those committee members designated as rapporteurs on study tours to produce reports on this subject for the Reunions.

Standing Group

72. The evolution of this body is organizationally interesting, and one which reflects the increasing strength and voice of the committees over the years.

Need for appropriate public information material

73. During the early days of their existence, the Committees had already expressed concern about the type of information material being delivered to them, indicating that it was not adapted to a European audience. Complaints were also voiced about the lack of rapidity of delivery of material. As a result, and on their request,⁽¹⁷⁾ a Public Information Officer for Europe was appointed in 1959. Until that time, all matters concerning public information had fallen under the supervision of the chief of External Relations in the European office whose duties, in addition, encompassed fund raising and the Greeting Card Operation, and who had a very small staff.

Establishment of Ad Hoc Working Group

74. This appointment helped to solve quite a few problems, but by 1961 the needs of the Committees were still not being fulfilled to satisfaction, and on the suggestion of the Committees of the Federal Republic of Germany, the Netherlands, Norway and Switzerland, a proposal for the establishment of an Ad Hoc Working Group to advise the Director of the European Office on public information needs was made to and accepted by the 1961 Reunion. This Group, elected by the Reunion, was composed of four members representative of the various geographical interests (Netherlands: Benelux group, plus U.K. and Ireland; Switzerland: German-language group; Sweden: Nordic group; Italy: Latin group). It was stipulated that there should be rotation of membership between countries and that terms of office should expire at the end of two years. The Secretariat suggested the Group meet once or twice a year and agreed to cover the cost of travel expenses for its members.

Establishment of SAC

75. At the completion of the term of office of the original Group, and after two years of very useful and constructive work, which was appreciated by both the Committees and the Secretariat, a proposal was made by the Group at the 1963 Reunion, based on the initiative of the Swiss Committee that a more strongly constituted body be established, and a resolution was adopted recommending the formation of a Standing Advisory Committee (SAC) to ensure a mutual line of communication and a continuous exchange of views between the European Committees and the UNICEF European Office.

¹⁷ Report of Annual Reunion of National Committees, Geneva 1959.

76. Membership of the SAC increased from originally three in 1963 to six in 1970 with a more logical breakdown in geographical representation, including the Eastern European Committees.

Transformation of SAC

77. By 1977 the SAC had come under certain criticism. Often composed of representatives of the older Committees, notably the Nordic and Anglo-Saxon groups, the SAC too often committed the committees as a whole in matters on which they had not been consulted. In addition, some of its work duplicated the technical working groups which had been constituted in the meantime. It was also recognized that it had ceased to meet the needs of Committees with regard to inter-committee relations and relationships between Committees and the Office for Europe. The need was felt for the SAC to be reorganized and to be composed of Chairpersons and leaders of National Committees. (18)

78. Proposals for a newly constituted body were worked out by a working group of the SAC and presented to the 1977 Reunion, which approved of the idea but not all the text as presented and sent it back to the SAC for re-drafting in accordance with the views expressed. A unanimous decision was taken at the 1978 Reunion, and the Standing Group's functions and responsibilities, composition and procedures, as amended at the 1979 Reunion, are valid today.

Greeting Card Workshop

79. By 1967, the Greeting Card Operation had become of ever-increasing importance and volume, the income from sales representing a large amount of UNICEF's resources from non-governmental sources. At that point in time the National Committees, which were the main salesmen for the cards, had very little voice in the operation per se and no involvement at all in the selection of artwork, some of which they maintained was unsuitable to the European taste and practically non-saleable. Serious problems were also being faced concerning the brochure for the cards and delivery schedules. On the initiative of the Secretariat, therefore, it was decided to establish a Greeting Card Workshop for the purpose of consulting the Committees on all aspects of the operation. Since that time, two sub-groups of the Greeting Card Workshop have been established - the New Products Working Group and the Marketing Group.

80. This co-ordinating mechanism has been of inestimable value and one which has made for a much smoother running of a very complicated operation. Full details on this subject will be recorded in the separate monograph in the UNICEF History Project series which deals with the Greeting Card Operation.

Information Workshop (1967)

81. Created on the initiative of the Swiss and Netherlands Committees in 1967 with a view to discussing public information matters in more detail than could be handled by the Standing Advisory Committee, the Information Workshop has become a vital element in planning both Committee and Secretariat material and programmes, particularly in regard to specific themes and special occasions,

e.g. UNICEF anniversary years, years devoted to specific subjects by the United Nations, etc.

82. This subsidiary body of the Reunion, which carried out activities without any specific terms of reference until 1983 (see Annex I), is composed of senior executive officers or other staff of Committees involved in information activities, representing regional groups, and staff of the UNICEF office for Europe. It is presided over by a chairperson or a vice-chairperson elected by the Workshop for a two-year period and for a maximum of two consecutive terms. The election is subject to confirmation by the Reunion.

Recommendations

83. Evolution of the subject matter dealt with in the Workshop is a further indication of the growing strength of the Committees. At a one-day ad hoc Workshop meeting in 1961, the Committees were presented for the first time with dummies of publications and exhibitions, slides and filmstrips, and their opinion and evaluation were solicited. Prior to this, the Secretariat had produced material for use and distribution by the Committees with a minimum of consultation. This move was much appreciated by the Committees. Various recommendations were made at this first meeting, e.g. that field Information Officers give priority to sending specific material on projects adopted by Committees; that greater efforts be made by the Secretariat to provide the Committees with basic reference material; that prompt reports from the field be provided on new developments that may affect UNICEF operations; that grants be provided to professional/local media representatives to be selected by the Committee to encourage broader coverage, both written and audio-visual, of UNICEF activities. Regarding UNICEF action in emergencies, the Workshop members, while endorsing fully the long-term nature of UNICEF projects and assistance, felt strongly that from a public information point of view, "opportunities of immediate action in emergency situations be acted upon promptly so that on the one hand UNICEF's name is linked with the urgency of the situation and on the other hand a negative impression is not created by non-action. Assistance in a rehabilitation phase of an emergency, however important, does not attract public attention". A case in point at that time was the famine situation in India. On conclusion of the meeting, the Workshop recommended that in future at least two full days should be set aside for discussions preceding the next annual Reunion. (19)

Implementation

84. It was not until some years later that most of these recommendations were fulfilled. Prompt action was, however, taken by the Secretariat to give grants to local journalists to visit the field and report to the Committees on their findings. As regards emergency situations, it was the Secretariat's policy for a number of years to play a low-key profile regarding publicity. This policy, designed to safeguard the Organization's intervention on behalf of child victims of natural and man-made disasters (India famine, Nigeria-Biafra, Vietnam wars, etc.), was understandably hard for the Committees to follow in their fund-raising efforts for emergencies. When

19 Report of Annual Reunion of National Committees, Madrid 1967, Annex III: Report and Recommendations of Public Information Workshop.

information was forthcoming, it was sent to the Committees in the form of a press release sent through the mail. As a result of the insistence of the Workshop and the SAC, the Committees are now receiving cables on "hot" news for redistribution to the mass media in their countries and for their own public information campaigns.

Eagle Hill recommendations (1973)

85. In 1975, the organization of Workshops took on a "new look". The Executive Secretary of the Danish Committee, the newly elected Chairman of the Workshop, met in November 1973 with his Nordic colleagues to discuss the future of the Workshops, and the following recommendations of this group, known as "The Eagle Hill Report" (venue of the meeting) was submitted to and approved by the SAC for implementation in 1975:

Workshop discussions should be divided into four main items:

- I. General information and fund raising
- II. The press
- III. Education
- IV. Subject for and organization of the following year's workshop.

The seven regional groups would be requested to prepare introduction papers to at least one of the main items. One regional group should prepare an introduction paper to item IV.

Preparatory meetings should be held in each of the seven regions and a short report sent to other regions. A synopsis of the subject chosen by each region should be sent to the Secretariat (P.I.) for translation and forwarding to other committees.

The workshop itself should be of three days duration, and the synopses worked out for the different main items should be the basis of discussion in a minimum of four different working groups meeting simultaneously, with 10-12 participants in each. (20)

Periodicity of meetings

86. This organization and sharing of work proved to be most efficient, and at the 1977 Workshop, a further refinement was proposed to establish periodically priority information goals and themes as well as the necessary methods in order to reach leaders of public opinion; the public at large; school youth and teaching staff; and the media. These recommendations were adopted by the Reunion as a whole.

87. For a few years the Workshop did meet immediately prior to or during the Reunions. However, due to a slackening of interest on the part of both the National Committees and the Secretariat, and the fact that servicing by the

20 Eagle Hill Report submitted to meeting of Standing Advisory Committee, November 1973.

Secretariat had considerably improved, it was subsequently felt by all concerned that the Workshops were better held on a bi-annual basis and several months before a Reunion.

Information Panel

88. In addition to the P.I. Workshop, an Information Panel meets when required - themes, frequency and timing being decided by OE, in consultation with the Chairperson of the Workshop. The object of the Panel is to deal with technical information matters in more detail than is possible at the Information Workshops. It is composed of one Committee information specialist appointed by each of the five regional linguistic groups, the Chairman of the Information Workshop, plus two members of OE Information Division.⁽²¹⁾

89. These two bodies - the Information Workshop and the Information Panel - have been more than instrumental in assuring that the fundamental basis for all National Committees activities, i.e. well-presented factual information material, both written and visual, is forthcoming in good time and in sufficient quantity.

National Committee Public Information Methods

90. The Committees' own publishing and information policies are designed not just to raise funds but to reach a variety of audiences with the purpose of building stronger national lobbies for UNICEF and for development generally. The methods used vary from committee to committee and it is not possible in this report to refer to all of them. However, the following examples give an idea of the initiatives undertaken.

91. The Swiss Committee has devised two brochures containing very graphic messages about children throughout the world and about development, one of which contains the unorthodox Peters projection map. Both brochures were produced and mailed by a printer at his own risk. The mailing in this instance did contain an appeal for UNICEF and had a remarkable response rate of 10% and 25% respectively, the latter due to the map. In this way the Committee has not only received funds but has built up a mailing list of 650,000 addresses. The French Committee, following the Swiss success and employing the same printer, has added 300,000 names to their computer, a number which they estimate would normally have taken them 15 years to acquire.

92. In Italy a special relationship with journalists has been built up. On the instigation of the Committee, notably its dynamic Secretary-General, hundreds of prominent journalists issued an appeal for UNICEF: they have formed a "Committee of Italian Journalists for the Third World" to work with the Italian Committee, and to provide a documentation centre. There is no doubt that the remarkable growth of support in Italy over the last five or six years has been due to the spread of information.

93. In Scandinavia, particularly Norway, the Committees have a full programme of seminars and lectures aimed in the main at teachers with a view to reaching children in schools.

²¹ Report of Information Workshop, October 1978.

Fund-raising Workshop

Efforts to increase fund raising from private sources

94. For a number of years the main fund-raising efforts of the majority of Committees were devoted to the greeting card campaigns. Appeals were made from time to time in some countries where a Committee's mandate allows such a method, which is not the case in all countries. In 1960, income to UNICEF's general resources from the private sector amounted to 7 per cent, and the Executive Director in a statement to the Executive Board in March that year, expressed the hope that fund-raising campaigns would be discussed at the 1960 Reunion of National Committees with a view to increasing income from this source. The subject was indeed discussed on that occasion, some Committees being enthusiastic about undertaking campaigns for funds, and some taking a rather negative attitude. The Netherlands Committee - as it had done in the past and would continue to do for some time - underlined the importance of having a specific project to finance. At that point in time, fund raising for specific purposes had not yet been approved by the Executive Board. Suggestions were made by the Secretariat for holding an annual event tied into some holiday, special event, day or week: or in some countries perhaps a special campaign of longer duration to be held every two or three years. Repayable loans were offered by the Secretariat to help those Committees with financial difficulties to launch fund-raising campaigns. (22)

Growth of income from fund raising: 1960s

95. In 1961, private contributions from European sources amounted to \$788,000, mainly through the Freedom from Hunger Milk Campaigns in which the National Committees participated. This sum represented the largest amount of private contributions to come from Europe since the post-war UNAC campaigns. At their 1962 Reunion, Committees were urged to find ways and means to further increase private contributions with a view to reaching a target of \$1.5 million in 1963⁽²³⁾ - a target which was rather ambitious at that time and was never reached.

96. By 1965, private contributions had reached the figure of \$850,000, and at the Reunion that year the Committees adopted a Resolution to reach the sum of \$2.5 million over the next three years⁽²⁴⁾.

Fund raising for specific purposes

97. The previous year, the Executive Board, meeting in Bangkok in January 1964, had adopted the procedure whereby fund-raising appeals could be made for specific purposes, a fact which raised considerable hope among the Committees for increasing their fund-raising results.

²² Report of Annual Reunion of National Committees, Oslo, 1960.

²³ Annual Reunion of National Committees, Yugoslavia 1962: Paper submitted by the Secretariat entitled "Financial Support for UNICEF: Governmental and Private Contributions".

²⁴ Report of Annual Reunion of National Committees, Montreaux 1965, Annex 2.

98. The following years were to see spectacular results in the Committees' fund raising for specific purposes, and in some countries the total income from private sources, for both general resources and specific purposes, surpassed the government contribution. In 1979, the International Year of the Child, 25 National Committees in Europe raised almost \$20 million, more or less equally divided between the sale of greeting cards and subsidiary products, and other fund-raising activities.⁽⁶⁾

Committees' role in increasing government contributions

99. In accordance with their mandate, National Committees have consistently endeavoured to raise UNICEF's image with their governments with a view to increasing the governmental contribution. Some Committees, due in the main to close contacts and advocacy with political parties and administrations, have been particularly successful in convincing their governments to increase their contributions dramatically: some have been able to revert negative decisions on the part of their governments.

100. An area in which the amount of both private and government funds have especially been influenced by the Committee is that of emergency situations. Their efforts to sensibilise the general public to the situation of children in emergencies has undoubtedly influenced government response.

Establishment of fund-raising unit

101. The appointment of a Programme Funding Unit in New York Headquarters in the early seventies was of considerable help to the Committees. However, at the 1977 Reunion, the Committees expressed the hope that the European Office would establish a unit to deal specifically with fund-raising activities, the feeling for some years having been that a more systematic approach to their fund raising was needed.⁽²⁵⁾

102. At the beginning of 1977, a professional officer had in fact been appointed, and the unit was completed later with an assistant and a secretary. One of the first tasks of the unit was to establish, in co-ordination with HQ New York, a set of guidelines for fund raising. An informal meeting was held in 1978 to discuss the guidelines and the different methods used by Committees to raise funds.

First Workshop on Fund Raising: recommendations

103. After presentation and discussion of the report of this meeting at the 1978 Reunion, it was decided to establish a formal Fund-Raising Workshop, and the first meeting took place in early 1979.

104. At this first Workshop, Committees, OE and outside consultants prepared papers which aroused such interest that they were eventually summarized and distributed as an annex to the guidelines.

⁶ Final Report of Euro-Consultation, Divonne, January 1981.

²⁵ Report of Annual Reunion of National Committees, Helsinki, 1977.

105. In addition to setting targets and discussing various fund-raising techniques, the Committees stressed "the need for the bureaucratic process in OE to be speeded up, especially when it concerned information needed by Committees to launch their specific fund-raising campaigns. Concerning National Committee advocacy to increase contributions by governments and other organizations, the need was stressed for better co-ordination between UNICEF Geneva and New York and the different diplomatic missions to the UN, as well as closer collaboration with NGOs." The need for OE to give more support to Committees for their negotiations with their governments and other semi-official bodies was also stressed. In particular, the need to receive more specific information on special projects 'adopted' for fund raising by the Committees was voiced. (26)

Fund-Raising Manual

106. The practice of holding Fund-Raising Workshops continues with a view to giving the committees a forum to discuss and exchange ideas on their respective fund-raising techniques, strategies, and experiences. The success of the Workshops has been largely due to the excellent co-operation between the committees and the Secretariat and the leadership of the respective chairmen, who are elected on the basis of their Committees' particular fund-raising success.

107. On the request of the 1980 Workshop, a Fund-Raising Manual was established by the Secretariat, identifying specific problem areas discussed at the Workshops, i.e. UNICEF policy on fund raising by National Committees; character of UNICEF's organization related to fund raising; arguments and general principles of fund raising; different methods of fund raising by National Committees; direct fund raising; lobbying governments for increased contributions; National Committees' fund-raising infrastructure; UNICEF/OE infrastructure. (27)

Country profiles

108. By 1983, considerable progress could be reported in the planning and organization of the Committees' fund-raising activities due, in the main, to exchange of views and ideas at the Workshops and the helpful advice given and documentation issued by the Fund-Raising Unit, including country profiles undertaken in the United Kingdom and France in co-operation with the respective National Committees. The aim of the profiles was to assemble basic data on the political, economic and social situation, assess the development co-operation policy, define the structure of fund raising in the private sector, and examine the media situation. This effort ultimately led to the elaboration by the Programme Funding Unit in Geneva of a practical guide entitled "The How and Why of Donor Country Profiles" which was presented to the External Relations Workshop in Rome in 1983. The fact that the Committees welcomed this contribution was an expression of their felt need to engage in future in a more systematic and methodological approach to fund raising. In view of the ever-increasing competition of other funding bodies

26 Report of Fund-Raising Workshop. Madrid 1979 (NCR/25/7).

27 Draft Fund-Raising Manual (NCR/26/7).

using most sophisticated marketing and fund-raising techniques the Committees accepted the fact that a thorough marketing analysis had to be undertaken before the elaboration of any meaningful fund-raising strategy and ensuing action plan could take place. With the increasing fund-raising efforts of committees in the private sector the Secretariat considered it necessary to formulate, together with the National Committees, a set of guidelines on Fund-Raising with the Corporate Sector, a document which was also presented at the 1983 Reunion. These two documents have been instrumental in helping the Committees to further improve their fund-raising capacity.

Fund-Raising Techniques

109. The fact that the Committees operate in different donor environments has led them to adopt different fund-raising techniques. Thus some committees have responded more favourably to the continuous UNICEF appeal to give priority to fund raising for general resources. However, in some countries, it has proven more profitable to raise funds for specific purposes. A few examples of the variety of approaches and techniques used by the respective committees - for both general resources and noted projects - are: mailing to all households; TV shows/appeals; other special events such as concerts, walks; development education and information activities linked with specific target groups, e.g. schools; approaches to trade unions and parliamentarians; co-financing with governments; approaches to private corporations and trusts; co-operation with other NGOs.

110. Due to the increased direct relationship between the committees and the UNICEF field, mainly through study tours and visits of field representatives, the problem of project information which has been, and continues to be, an important concern in the fund-raising area is progressively being improved. Relations between the committees and the Secretariat on fund-raising issues therefore augur well for the future.

UNICEF's new policy

111. The radical change in UNICEF policy since 1983 when the Child Survival and Development Revolution was approved by the Executive Board and launched throughout the world has changed the face of the Organization.

112. It had become abundantly clear that in the absence of special measures to significantly accelerate progress in the development of children, millions more children and mothers would be likely to die in the decade ahead in low-income areas than had been thought likely at the start of the 1980's. The measures foreseen to combat this situation appeared to be economically feasible and results could be achieved in a relatively short span of years - even during a period of economic duress. None of these measures, i.e. growth surveillance of small children, rehydration therapy, breast feeding and better weaning, universal immunization, and the education of women and girls - were in fact new. They had for many years been integral parts of UNICEF assisted programmes. In many ways, however, either the technology by which they had been applied had been recently enhanced, or appreciation of their value newly strengthened. (See UNICEF publication "Assignment Children" No. 61/62, 1983 for full description.)

113. The Secretary-General of the United Nations, in endorsing this concerted

thrust to alleviate the situation of the children of the Third World said in 1985 "... I appeal to national leaders, to communicators, to health care workers and to concerned institutions and individuals to support this action".

114. Responding to the challenge the National Committees, although not at first entirely convinced of this new approach, put their full weight behind the concerted public information campaign to elicit support for the revolution as a means of accelerating primary health care and basic services for children. The main piece of heavy armour brought into action was the excellent year-end publication entitled "The State of the World's Children," produced by UNICEF in collaboration with the UK publishers of "The New Internationalist." Launched throughout the world on a given date, the information contained in the report was widely diffused by means of the written press and television. The coverage in Europe, thanks to the efforts of the National Committees was phenomenal, resulting in governments and the public alike joining the battle.

115. Continuous work by the Committees to advocate this approach which is now better understood within the concept of development, has reached down to the children of Europe through development education in schools, and it is to be hoped that they too will take some time off from their computer games to take up the cudgels for their less fortunate opposite numbers in the Third World.

Conclusion

116. UNICEF has a structure, methods and a mission different from those of other members of the UN family. One of the components contributing to the originality of the Organization is the integration - as partners - of the National Committees. By their nature, their composition, and their methods of work they constitute not only a counter-balance to the Secretariat, but also a permanent questioning element by reason of the large financial contributions they furnish, and their role as intermediaries of public opinion in their country, and the advocate of UNICEF vis-a-vis that same public.

117. There is no doubt that the concrete results achieved in Europe in support of UNICEF-assisted projects would not have been possible without the National Committees. The solidarity link between the peoples of Europe to help the deprived children of the Third World could not have been forged without the fire constantly fed and fanned by the network of thousands of concerned volunteers. And if the anvil and hammer provided by the Secretariat have not always been made of cast iron, the National Committees knew and still know how to make the best use of the tools they are given.

118. One of the most significant indications of the value of the National Committees for UNICEF is that they are the envy of every other UN body faced with the uphill task of advocating their particular field of work.