

COUNCIL  
120th session  
Agenda item 17

C 120/17(h)/1  
5 June 2018  
Original: ENGLISH

## EXTERNAL RELATIONS

### (h) IMO Maritime Ambassador Scheme

#### Analysis and evaluation of the IMO Maritime Ambassador Scheme

#### Note by the Secretary-General

##### SUMMARY

*Executive summary:* The twenty-ninth extraordinary session of the Council requested an evaluation and analysis of the current IMO Maritime Ambassador (IMOMA) Scheme. This document provides an overview of the current IMOMA Scheme, including comparisons with other such schemes and programmes in the United Nations system and evaluates the IMOMA Scheme harmonization with the recommendations of the Joint Inspection Unit of the United Nations System on the operation of the Goodwill Ambassador programmes in other agencies. The document also addresses the intentions of the Secretary-General in improving the current IMOMA Scheme.

*Strategic direction, 7  
if applicable:*

*Output:* OW 12

*Action to be taken:* Paragraph 27

*Related documents:* A 30/18(i); A 29/19(h)/1; C 120/17(h); C/ES.29/D, C/ES.29/11(f), C/ES.29/11(f)/1; C 118/17(i); C 117/15(g), C 117/15(g)/1 and Circular Letter No.3527

## Background

1 After consideration of document C/ES.29/11(f), the regular update to the Council of the IMO Maritime Ambassador (IMOMA) Scheme, the twenty-ninth extraordinary session of the Council requested the Secretary-General to conduct a programme evaluation of the current Scheme and to conduct a comparison analysis with similar schemes within the United Nations system and submit a report to the Council at C 120 (C/ES.29/D, paragraph 11(f).2).

**Objectives**

- 2 The objectives of the evaluation and comparison analysis are as follows:
- .1 to baseline the current IMOMA Scheme, including its policies, resourcing and results;
  - .2 to compare the current practices of the IMOMA Scheme with other, similarly situated Goodwill Ambassador programmes<sup>1</sup> within the United Nations system and, where appropriate, to align with the best practices of those other programmes;
  - .3 to assess the IMOMA Scheme against comprehensive evaluation and recommendations of the Joint Inspection Unit (JIU) in their report on Goodwill Ambassador (GWA), Messenger of Peace (MoP) and Special Envoy programmes in the United Nations system as contained in report JIU/NOTE/2006/1; and
  - .4 to identify other policy, practice and resourcing issues with the current IMOMA Scheme not addressed in paragraphs .2 and .3 and identify solutions.

**IMO Maritime Ambassador Scheme: Baseline**

3 The IMO Secretariat first considered the possibility of establishing a Goodwill Ambassador scheme in 2013, in conjunction with the Day of the Seafarer campaign, although no action was taken at that time. Then-Secretary-General Mr. Sekimizu reinitiated the idea in early 2015, announcing his intention to create the IMOMA Scheme on 2 February 2015, in conjunction with both the opening session of the second session of the Sub-Committee on Human Element, Training and Watchkeeping (HTW 2) and the launch of the 2015 World Maritime Day theme, "Maritime Education and Training". The Senior Management Committee of the Secretariat considered the operation of the IMOMA Scheme the same month, and it was officially announced and nominations sought through Circular Letter No.3527.

4 As stated in the annex of Circular Letter No.3527, the goal of the IMOMA Scheme as conceived was to "reach new target audiences and inspire a new generation of maritime experts and seafarers." This initiative was partly in response to the awareness raised regarding the potential global shortage of seafarers. The BIMCO/ICS Manpower Report 2015 predicted a potential shortage of almost 150,000 officers by 2025, and the IMOMA Scheme was developed, in part, to address this concern. It was also stated in the annex of Circular Letter No.3527 that IMOMAs would "be a spokesperson or advocate for the maritime and seafaring professions. He or she would seek to attend schools, youth groups or other local community groups to deliver a presentation highlighting the importance of the maritime industry and with a view to attracting the minds of young people to the world of maritime activities".

5 The IMOMA Scheme began slowly, with very few nominations. However, between September and December 2015, the rate of nominations increased (32 IMOMAs) such that the IMOMA Scheme achieved "critical mass" for enhanced operations. Two live/videoconference meetings of nearly all IMOMAs were held in September 2015 and February 2016. The Secretariat also developed refined terms of reference,<sup>2</sup> introduced online collaboration tools

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<sup>1</sup> IMO uses the term "IMOMA Scheme", whilst other United Nations agencies use the term "Goodwill Ambassador programme". In this document, the meanings are the same.

<sup>2</sup> The current terms of reference of the IMOMA Scheme can be found in document C 120/17(h), annex 1.

that allowed IMOMAs to share activities and ideas for events and programmes, and distributed materials in conjunction with the Day of the Seafarer and World Maritime Day to allow IMOMAs to support these activities. The biannual schedule of meetings with all IMOMAs continues, usually in February or March and again in September, in conjunction with the World Maritime Day celebration each year.

6 As at 28 May 2018, there are 50 IMOMAs, with seven nominations pending approval by the Secretary-General.<sup>3</sup> Twenty-four Member States, three intergovernmental organizations (IGOs) and six non-governmental organizations (NGOs) have nominated IMOMAs. Eight Member States and two NGOs have nominated multiple IMOMAs.

7 In addition to attracting young persons to the maritime industry, the terms of reference also authorize IMOMAs to promote the theme chosen for the World Maritime Day in their respective regions, as well as to support the Day of the Seafarer online campaign. This aligns with the objectives of the IMO Secretariat's Communication Strategy, adopted by the Secretary-General in March 2016, by:

- .1 establishing and reinforcing linkages between IMO's identified audiences (most notably the general public, Member States, industry, shipping and maritime stakeholders, millennials, media and the United Nations community);
- .2 promoting broader awareness of the universal importance of shipping; and
- .3 promoting positive awareness of IMO's role in ensuring shipping is safe, secure, sustainable and environment-friendly.

8 The terms of reference for the IMOMA Scheme impose limitations on the activities of IMOMAs, most notably that they may not represent or speak on behalf of IMO and should avoid expressing opinions on matters of substance under discussion within the various IMO bodies. However, IMOMAs have been of assistance in highlighting issues they confront in their presentations, in particular the availability of cadet training berths on board merchant vessels.

9 In addition to tracking IMOMA activities through the various online collaboration tools, the Secretariat requests activity reports from IMOMAs biannually. Since late 2015, IMOMAs have participated in over 675 outreach activities, including 354, or nearly one per day, in 2017. Activities have included school visits, academic lectures, attendance at graduations and award ceremonies and presentations conducted in conjunction with the Day of the Seafarer and World Maritime Day. These represent outreach activities that would not have been possible with Secretariat resources, and the participating IMOMAs are to be commended for their enthusiasm and willingness to devote their time to support the goals of the IMOMA Scheme. In particular, the "Adopt a Ship" programme developed by the IMOMA's organization in Cyprus in conjunction with the Government and other NGOs, and promoted by the IMOMA, shows particular promise. A merchant vessel is paired with a classroom of young students, who follow the ship's journey and work through email and voice correspondence with the vessel's master or his nominated senior officer. The students learn first-hand about life at sea and a career in the maritime industry. The Secretary-General was able to observe the programme during a visit to Cyprus in October 2017 and the enthusiasm of the students was obvious. The programme has been emulated by several other IMOMAs. While it is beyond the capabilities and scope of this evaluation to determine how many young people have decided on a career in the maritime industry as a direct result of the IMOMA Scheme, based on the reports of IMOMAs and a review of their activities, it is clear that the IMOMA Scheme is meeting its outreach goal.

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<sup>3</sup> There have been 52 IMOMAs approved by the Secretary-General to date. Two have resigned their nominations.

10 While the level of activity in the IMOMA Scheme remained high in 2017, 14 IMOMAs reported no activity. In response to the concern that some IMOMAs were not actively participating in the IMOMA Scheme while maintaining status as an IMOMA, in September 2017, the Secretariat requested that each nominating entity revalidate their nominations and express whether that IMOMA should continue in the role. To date, 11 nominating entities have responded and only 1 inactive IMOMA has resigned.

11 The Secretary-General has reported on the status of the IMOMA Scheme at every session of the Council and Assembly since A 29 in November 2015, excepting C 115 and C 119. Both the Council and Assembly have noted the reports and expressed appreciation to all those who were involved in the IMOMA Scheme who made it a success, and encouraged Member States and organizations in consultative status who had not done so to consider appointing an IMO Maritime Ambassador.<sup>4</sup>

12 Current Secretariat resources are approximately 30% of the workload of a G-5, with most support for the IMOMA Scheme conducted beyond regular working hours, 10% of a P-5 and less than 5% of a D-2. Minimal administrative expenses are incurred for the mailing of materials to IMOMAs and light refreshments at the biannual IMOMA meetings. While the level of resource allocation is considered sufficient to conduct the purely administrative functions in support of the IMOMA Scheme (designation of new IMOMAs, reporting to Council and Assembly, maintenance of online collaboration tools, etc.), it is not sufficient to provide adequate programme oversight and development.

13 Several options for additional resourcing of the IMOMA Scheme have been identified, including placing the programme into the regular budget; creation of a donor trust fund to support IMOMA activities; or placing the IMOMA Scheme within the ambit of the Integrated Technical Cooperation Programme (ITCP) to allow for the use of ITCP funds, similar to the IMO Women's Programme. None of these options have been acted on, and the resource levels described above remain the status quo. At its twenty-ninth extraordinary session, in requesting this evaluation, the Council further noted and understood that the IMOMA Scheme was to be resource-neutral to the Organization.<sup>5</sup> The issue of resourcing of the IMOMA Scheme was again noted by the Assembly at its thirtieth session, which requested resourcing proposals after noting the information provided in document A 30/18(i)/1 (Azerbaijan, the Islamic Republic of Iran and Malaysia).

### **Comparison with other United Nations programmes**

14 This comparison analysis was undertaken by the Secretariat, using available documentation and by conducting telephonic interviews with selected other agencies, funds and programmes with Goodwill Ambassador (GWA) programmes.

### **History and structure**

15 The first Goodwill Ambassador programme, by UNICEF, has been operational since 1954. UNHCR followed with their programme in the early 1980s. Of the United Nations specialized agencies, 21 have GWAs and the United Nations Headquarters has the similar Messenger of Peace programmes. The United Nations Secretary-General also appoints Special Envoys for various issues. A complete list of programmes and the number of GWAs assigned to each can be found in the annex. In total, there are more than 800 GWAs, MoPs and others in similar roles in active service throughout the United Nations system.

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<sup>4</sup> See, e.g., C 117/D, paragraph 15(g).2.

<sup>5</sup> C/ES.29/D, paragraph 11(f).2.

16 The main purpose and aim of the GWA programme is to highlight the areas and issues that each United Nations agency, fund, programme or partnership is responsible for, and to draw attention to the areas that require more public awareness and action. The programme functions in a similar way for each of the agencies, however some agencies have customized it according to their needs and priorities. The types of GWAs and programmes in the United Nations can be grouped into three general categories:

- .1 programmes primarily utilizing well-known celebrities from the arts, sports and other walks of life, including royalty,<sup>6</sup> to promote causes of global concern such as children's issues, equality for women, and access to food. Programmes in these categories tend to advocate for causes easily identifiable with the general public, as opposed to issues of a more technical or industrial nature. UNICEF, UNHCR, UNIFEM, UNFPA and WFP operate programmes in this model;
- .2 programmes utilizing a combination of celebrities, plus experts, business people and industrialists to promote causes of global, national or regional concern, including those that may be more technically oriented. UNEP and FAO have programmes falling into this category; and
- .3 programmes using experts who have extensive experience and/or credibility within their relevant sectors. The schemes generally fall within the technical agencies. UNIDO's Goodwill Ambassador programme falls into this category, as does the IMO Maritime Ambassador Scheme.

17 In addition to the types of persons used as GWAs, there are variations in the geographic scope of coverage in the GWA programmes. Some GWAs, who tend to be celebrities, work globally, while others serve only regionally or nationally. UNICEF designates three types, with 35 global GWAs, 15 regional and 354 national. Those programmes comprising of only global GWAs tend to have fewer ambassadors in comparison to those that have national programmes. The IMOMA Scheme is a hybrid. IMOMAs nominated by Member States tend to serve only nationally, although some occasionally make presentations internationally. IMOMAs nominated by NGOs and IGOs more frequently serve multi-nationally.

### **Policies and terminology**

18 Most GWA programmes in the United Nations system are guided by the overarching UN directive, *Guidelines for Designation of Messengers of Peace, Goodwill Ambassadors and Champions and Advocates, 2015 (UN Guidelines)*. The IMOMA Scheme operates largely in compliance with these Guidelines, with the exception of the IMOMA naming convention, described below. Some United Nations agencies, such as UNICEF, have comprehensive additional policies in place, largely focused on the support of celebrity GWAs. All agencies have local policies and/or terms of reference for their programmes, similar to IMO.

19 At the thirtieth session of the Assembly, some delegations questioned the use of the term "Ambassador" in connection with the IMOMA Scheme. The UN Guidelines provide instruction in this regard. The term "Goodwill Ambassador" may be used by programmes in the funds and specialized agencies with the authorization of the United Nations Secretary-General. Some agencies using this option to further delineate their GWAs by subject matter; for example, ILO has GWAs appointed for a range of specific issues such as migrant labour, modern slavery, etc. and UNEP appoints some GWAs for specific issues, such as the

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<sup>6</sup> Members of a royal family are often referred to as "Goodwill Patrons", as opposed to "Goodwill Ambassadors".

ocean. The IMOMA Scheme could easily conform to the United Nations Policy by requesting authorization to use the term "Goodwill Maritime Ambassador". Other terms such as "Messenger of Peace" and "Special Envoy" are solely within the purview of the United Nations Secretary-General to designate and not available to specialized agencies, as per the United Nations Policy.

## Resources

20 The JIU report (JIU/NOTE/2006/1) into ambassador programmes within the United Nations system, described in greater detail below, noted that the level of resources across the programmes UN-wide were significantly uneven with regard to the number of staff, category and grades allocated to administer and coordinate the programmes.

21 UNICEF, for example, has two professional and two general service staff; UNESCO has two professional and one general service staff; UNAIDS, UNHCR and WFP have one professional staff member and FAO has one general service staff member dedicated to the operation of their programmes. Some United Nations agencies have delegated parts of their ambassador programme management to the heads of regional and country offices. In all these cases, the programmes are funded through the regular budget or other funds. One agency, UNFPA, has outsourced the operation of their programme.

22 IMO has adopted the same practice as UNODC, UNIDO, UNIFEM<sup>7</sup> and UNDP, i.e. no personnel are specifically allocated to the administration and coordination of the programme and the staff assigned absorb these additional tasks within their regular designated duties.

23 Some agencies allocate specific financial resources, in addition to staff, to support their Ambassador schemes. These allocations range from \$34,500 to \$350,000 per annum. Others do not. IMO is among those that does not, except for the modest administrative expenses described in paragraph 12.

## The JIU report

24 In 2006, the JIU of the United Nations conducted a comprehensive analysis of then-existing Goodwill Ambassador programmes (JIU/NOTE/2006/1). The report and its recommendations remain quite relevant today and serve as a good model for the operation of the IMOMA Scheme.

25 The JIU provided 11 recommendations for the operation of Goodwill Ambassador programmes. Below is a listing of these recommendations, and an evaluation of the IMOMA Scheme's compliance:

- .1 The UN Guidelines should be complemented with more guidance for the effective management and implementation of the relevant programmes across the United Nations system (Recommendation 1).

The IMOMA Scheme is complemented with its specific terms of reference for effective implementation.

- .2 The number of Goodwill Ambassadors should be rationalized and designations/renewals of their services limited to only highly committed and available personalities of high calibre and renown. The practice by some organizations of adding new nominations of Goodwill Ambassadors

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<sup>7</sup> Taken over by its successor, UN Women.

systematically every year should be stopped, and services should be limited to a two-year period and be renewable subject to an end-of-term evaluation of the job carried out by the Goodwill Ambassador and its impact, up to a maximum of 10 years. Based on merits and operational needs, rare exceptions could be granted, on a case-by-case basis (Recommendation 2).

This Recommendation will be implemented for the IMOMA Scheme during 2018. Member States and NGOs with multiple IMOMAs will be requested to rationalize the number of nominations based on potential audiences, impact, etc. Nominations for IMOMAs will be reassessed every two years. Those IMOMAs not conducting any activities will be listed as IMOMA alumni and removed from the active roles. Barring exceptional circumstances and on a case-by-case basis, IMOMAs will only serve for a maximum of 10 years.

- .3 Only one title should be used to designate celebrities nominated for a two-year period of time, namely "Goodwill Ambassador". Other titles may exceptionally be used for royalty, such as "Patron", or to differentiate the less active role of honorary ambassadors and celebrities working on ad hoc assignments. The titles "Messenger of Peace" and "Special Envoy" should be reserved exclusively for designations by the Secretary-General, to preserve their exceptional character (Recommendation 3).

In line with Recommendation 3 and the concerns expressed during A 30, the IMOMA title will change to "IMO Goodwill Maritime Ambassador". This change will be effected during 2018.

- .4 No United Nations laissez-passer should be provided to Goodwill Ambassadors. Travel Certificates should be issued instead (Recommendation 4).

IMO issues no travel documents for IMOMAs.

- .5 Self-financing of travel by Goodwill Ambassadors should be encouraged whenever possible, and other no-cost arrangements promoted to save at least \$200,000 recurrently per biennium, for instance, at UNICEF (Recommendation 5).

No travel funding is being provided for IMOMAs.

- .6 Diversity both in terms of the profile of Goodwill Ambassadors and representation from all geographical/cultural regions should be ensured, and no nomination of active political figures and their spouses be made(Recommendation 6).

Through the Council and the efforts of the Secretariat, IMO encourages nominations of IMOMAs in countries that do not have one, and no active political figures or their spouses would be accepted as an IMOMA.

- .7 The role of these celebrities should be reflected in the communications strategy of the organizations. Terms of reference, annual plans of activities and indicators of success should be clearly defined in line with programmatic priorities at the time of designation/renewal of services and monitored with the participation of substantive offices (Recommendation 7).

The IMOMA Scheme is frequently referred to in IMO media releases, etc. Each IMOMA is provided with the terms of reference, and they are reviewed during the biannual meetings/teleconferences. To further implement this recommendation, the Secretariat has developed key performance indicators (KPIs) to measure the effective management and implementation of the Scheme and to evaluate individual IMOMA output.

These KPIs are:

- .1 number of activities by type;
- .2 number of participants per conference, school visit, lecture, awards ceremonies;
- .3 number of readers/viewers/followers/listeners;
- .4 types of audience; and
- .5 number of countries covered.

The Secretariat will begin tracking and evaluating success using these KPIs in 2018.

- .8 Systems to track and report on activities of Goodwill Ambassadors and Messengers of Peace should be developed. Periodic evaluations should be regularly conducted to assess the results of the programmes (Recommendation 8).

Reports regarding the IMOMA Scheme are regularly provided to the Council and Assembly, and the Secretariat will continue to provide periodic evaluations of the Scheme, as done here.

- .9 The funding of the Goodwill Ambassadors' programmes should be related to the impact and return on investment of those programmes, as a percentage of funds directly or indirectly generated by them. Pro bono services, such as partnerships with the private sector, should be regulated in consultation with the relevant legal offices, under the modality of Memoranda of Understanding (MoUs). The administration of the programmes should be decentralized, as appropriate, to regional/country offices whereas the headquarters should play a coordinating, advisory and monitoring role (Recommendation 9).

The IMOMA Scheme remains resource-neutral to the Organization, as described in paragraphs 12 and 13. Decentralization of programmes to IMO's regional technical cooperation offices has not yet been considered.

- .10 Videoconferences of coordinators of the Goodwill Ambassadors' programmes across the system should be organized at least once a year. The subject should also be periodically included on the agenda of meetings of the United Nations Communications Group (Recommendation 10).

IMOMA videoconferences are held biannually. The subject of GWA has not been on the agenda of the UN Communications Group, which is attended by the Head, Public Information Services (PIS), since the initiation of the IMOMA Scheme.



- .11 Joint activities of Goodwill Ambassadors should be organized among organizations with common strategic goals and priorities (Recommendation 11).

The IMO Secretariat has not collaborated on any activities of IMOMAs with other agencies in the United Nations system, but would welcome appropriate opportunities should they arise.

### **Additional findings**

26 In addition to the comparison with other United Nations agencies and as against the recommendations of the JIU report, this evaluation of the IMOMA Scheme also revealed:

- .1 the IMOMA Scheme aligns with IMO's Communication Strategy objectives through a variety of activities arranged by the IMOMAs (press conferences, radio interviews, media coverage, lectures, graduation ceremonies, etc.);
- .2 there is evidence of strong commitment from some IMOMAs as evidenced by the activity reports documenting a wide range of activities;
- .3 there are clear linkages between the objectives of the IMOMA Scheme and United Nations Sustainable Development Goals (SDGs) 4, 5, 8, 9, 10, 14 and 17;
- .4 as a resource-neutral Scheme, strategic monitoring and evaluation by the Secretariat of IMOMA activities against the objectives of the IMOMA Scheme, recommendations of the Joint Inspection Unit report (JIU/NOTE/2006/1) or guidelines from other similar programmes with the United Nations system is difficult; and
- .5 the screening process for nominated IMOMAs should be strengthened such that the Secretary-General may not process excess nominations from a single Member State, IGO or NGO. The Secretariat has begun a practice of consulting with the home country of an IMOMA nominated by an IGO or NGO to ensure de-confliction of activities, and this practice will continue. In this manner, and also through the evaluation of activities of IMOMAs and the renewal of term limits as described in paragraphs 10 and 25.2, the Secretariat will streamline the programme to focus on more active participants.

### **Action requested of the Council**

27 The Council is invited to take note of the information provided and to comment as it may deem appropriate and in particular to:

- .1 consider the Secretary-General's plans for improvement of the IMOMA Scheme (paragraphs 25 and 26) and take action as appropriate; and
- .2 further consider the resourcing of the IMOMA Scheme (paragraphs 11, 12 and 25.9)

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**ANNEX**

**LIST OF 21 UNITED NATIONS SPECIALIZED AGENCIES THAT USE  
GOODWILL AMBASSADORS OR MESSENGERS OF PEACE**

- 1 UN Messengers of Peace (13)
- 2 United Nations Sport Advocacy Players (50+) Sport for Development and Peace
- 3 Food and Agriculture Organization (FAO) (20)
- 4 International Civil Aviation Organization (ICAO) (1)
- 5 Joint United Nations Programme on HIV/AIDS (UNAIDS) (25)
- 6 International Labour Organization (ILO) (5-6)
- 7 United Nations Office on Drugs and Crime (UNODC) (5)
- 8 United Nations Environment Programme (UNEP) (11)
- 9 United Nations Human Settlements Programme (UN-Habitat) (3+)
- 10 United Nations Conference on Trade and Development (UNCTAD) (1)
- 11 United Nations High Commissioner for Refugees (UNHCR) (21)
- 12 United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) (1)
- 13 United Nations Development Programme (UNDP) (10)
- 14 United Nations Population Fund (UNFPA) (5)
- 15 United Nations Children's Fund (UNICEF) (404 global, regional and national)
- 16 World Food Programme (WFP) (18)
- 17 United Nations Educational, Scientific and Cultural Organization (UNESCO) (54)  
plus 100 Artists for Peace, and Champions for Sport
- 18 World Health Organization (WHO) (3)
- 19 United Nations Industrial Development Organization (UNIDO) (3)
- 20 World Tourism Organization (UNWTO) (3)
- 21 United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) Goodwill Ambassadors (11)