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EXECUTIVE BOARD POLICY DECISIONS

A compilation of excerpts from reports of the Board, 1974-1977

Addendum

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	<u>Contents</u>	<u>Page</u>
I.	PROGRAMME MATTERS	2
	A. General objectives and guidelines	2
	B. Aid to projects in countries with different levels of resources	10
	C. Fields of assistance	15
	Child health	15
	Primary health care	15
	Safe water and environment sanitation	24
	Immunization	27
	Family planning and responsible parenthood	29
	Child nutrition	31
	Over-all approach	31
	Nutritional surveillance	37
	Applied nutrition	38
	Nutritional rehabilitation	39
	Supplementary feeding	39
	Weaning foods	40
	Breast-feeding	40
	Education	41
	Over-all approach	41
	Non-formal education	44
	Emergency relief and rehabilitation	48
	D. Programme objectives and UNICEF inputs involving several ministries	51
	Basic services benefiting children	51
	The young child	57
	Women and girls	64
	Reaching the children of the urban poor	67
	Handicapped children	70
	Training	70
	Building up national capacities	71
	Assessment, monitoring and evaluation	72
	Appropriate technology	75
	Project support communications	77
	Assistance to children and mothers cared for by African liberation movements	77
	E. Relations with other organizations in the United Nations system and bilateral aid	79

Contents (continued)

Page

F. Supply aspects	81
Transport	81
Local procurement	83
Ocean freight	84
II. FINANCIAL ASPECTS	84
III. STRENGTHENING THE MANAGEMENT OF UNICEF	91
IV. MEDIUM-TERM WORK PLAN	96
V. INTERNATIONAL YEAR OF THE CHILD	97
VI. OTHER	100
A. Information policy	100
B. Relations with National Committees for UNICEF and non-governmental organizations	102
C. Executive Board rules of procedure and election of officers	106

Introduction

This document is one of several intended to bring together in a conveniently available form the main decisions on the objectives and policies of UNICEF.

Document E/ICEF/Misc.175/Rev.2 contains the full texts of Economic and Social Council and General Assembly resolutions on UNICEF from inception of the Fund in 1946 through 1977.

A document entitled "An overview of UNICEF policies, organization and working methods", prepared for the 1978 Board session, is contained in E/ICEF/CRP/78-2.

The present document complements two earlier documents which contain excerpts from Board reports: Major trends in UNICEF programme aid, E/ICEF/337/Rev.2, giving excerpts from inception to 1959; and Executive Board policy decisions, E/ICEF/L.1309, giving excerpts from 1960-1973.

I. PROGRAMME MATTERS

A. General objectives and guidelines

May 1974, E/ICEF/633

Declaration of an emergency for children

4. The Executive Board focused its main attention in the general debate on the situation of children in developing countries as affected by the events that had led to the convening of the sixth special session of the General Assembly to study the problem of raw materials and development. At the conclusion of the session, the Board adopted by consensus a decision entitled "Declaration of an emergency for children in developing countries as a result of the current economic crisis"...

...

6. The decision read as follows:

"1. The Executive Board has reviewed the situation of the 400 to 500 million children in countries adversely affected by the current economic crisis which prompted the convening of the sixth special session of the General Assembly. The Board concludes that an emergency situation faces many of those children and believes that it is the Board's duty to call this danger to the attention of the world community.

"2. The Board has long been deeply concerned about the situation of the children in the developing world, particularly in the poorest countries, where millions live in poverty. It considers that, as a result of the economic crisis, there is now grave danger of a further deterioration of the situation of children in many countries, including possibilities of more wide-spread malnutrition and famine. It fears that many countries will be in danger of having to reduce already minimal basic services for children, affecting not only their nutrition but also their health, education and, more generally, their prospects for life. The danger is particularly threatening in countries which have been victims of natural disasters, such as drought or floods.

"3. Bearing in mind the fact that the main responsibility in dealing with the situation of their children falls upon the developing countries themselves and that their total needs will require the full co-operation of the world community, the Board decides that an appropriate response for UNICEF in the circumstances should include:

- "(a) Immediate special assistance to Governments in the promotion of national food and nutrition policies, the production and storage of food particularly at the village level, the education of parents and community leaders in child nutrition, support to supplementary feeding schemes, as well as the rapid strengthening and enlargement of basic health services and the encouragement of responsible parenthood;
- "(b) Help to developing countries to monitor the overall situation of their children and to develop additional programmes for children which might be assisted through UNICEF as well as through many other sources of aid;
- "(c) Help in disseminating information about the needs of children to the widest possible audience.

"4. The Board requests the Executive Director to bring the needs of children in adversely affected countries to the attention of the Secretary-General for urgent consideration in the emergency operation and to the attention of the Ad Hoc Committee on the Special Programme. It also authorizes the Executive Director to participate as fully as possible in the Special Programme and to take any other appropriate measures to alleviate the situation within the context of approved Board policies.

"5. The Board appeals to all Governments, especially those of the industrialized countries and other potential contributors, as well as to the general public, to increase, as soon as possible, their support of programmes for children in adversely affected countries, whether bilaterally, through the Special Programme to be established pursuant to the recent General Assembly action, or directly to UNICEF, as appropriate.

"6. The Board invites all members of the UNICEF family - the members of the Board, the Secretariat, the UNICEF National Committees and accredited non-governmental organizations, as well as private individuals interested in UNICEF - to support the implementation of this decision in all ways appropriate for them.

...

9. As children were usually the first victims of economic and social deprivation, UNICEF had long been familiar with the types of action that could help mitigate the difficulties of developing countries in meeting the "essential" needs of their young. For many years UNICEF had been referring to the "quiet emergency" that unfortunately affected many children in developing countries at all times. It was a quiet emergency, as distinct from the widely publicized emergencies associated with natural disasters and disasters related to war. Those unpublicized, continuous emergencies had since reached a new pitch - an amplitude requiring a new level of world co-operation.

11. The countries were going to be hurt in numerous ways. Many of them would undoubtedly have a serious food problem and would have to devote more resources to the import of food and fertilizer and to the domestic production of food. Many would have a serious balance-of-payments problem. Numbers of them would also experience a budgetary squeeze because of the need to subsidize food prices and because of the greater costs of government operations and government enterprises and many would find it difficult to pay the running costs of the transport on which so many of the basic services for children depended.

12. Faced as they were with unexpected needs for assistance simply to survive as viable economies, those countries were going to find it very difficult to maintain their basic services for children, let alone expand them. If they had to make cuts in national budgets and in their import programmes, the chances were that they would begin to cut back in the social fields. Past experience showed that the social sector had always been the first to be affected in periods of stringency. Many of the countries were starting from standards of living and a level of services which were already desperately low. If services for children were to be maintained and ultimately expanded, countries would need greatly increased external aid to achieve those objectives.

...

19. There was a broad consensus in the Board on that analysis of the current situation and its implications for UNICEF action, and there was a general recognition of the compelling necessity to channel more aid to programmes and services for children in the areas where needs were greatest...

20. It was a source of concern in the Board that when donor Governments began to think in terms of billions of dollars in new aid they might become less interested in proven and ongoing programmes involving only millions of dollars. In the current situation, in which new initiatives were being taken, delegates laid emphasis on the importance of using existing channels; that was particularly true of UNICEF because children would suffer most and suffer first. UNICEF was one of the few organizations that customarily provided supplies and equipment as well as funds for local training and operations - precisely the kind of aid countries seriously affected by current events would probably need most - in fields related to the welfare of children. It was pointed out that UNICEF had the capacity to undertake prompt and flexible action to help children of the most disadvantaged and vulnerable social groups and was capable of handling a larger workload as part of a collective, co-ordinated effort in the United Nations system. That would fit in with the emphasis placed at the sixth special session of the General Assembly on the need to strengthen the role of the United Nations system in the field of international economic co-operation and on the importance of full utilization of the services and facilities of existing international organizations.

...

125 ... there was general satisfaction in the Board at the fact that an increasing number of programme recommendations reflected the policy guidelines for assistance evolved in recent Board reviews. More programmes gave particular attention to especially needy and isolated zones of the country, children of especially deprived groups of the population and services improving the status of women. Greater emphasis was being given to village-level participation, including local community involvement in the initial planning as well as the carrying out of the programmes, an important way of expanding services at costs which countries could afford on a recurring basis...

Children in national development planning

135. In addition to providing direct assistance to programmes, the role of UNICEF in helping Governments identify the needs of children, prepare national policies for them and work out programmes of action was being increasingly recognized. In some countries the provision for children in national development plans represented the outcome of deliberate policy formulation, the establishment of priorities in the allocation of resources, and the careful technical preparation of programmes, and that was reflected in a number of projects coming before the Board for approval

136. Regional and national conferences, country studies and the training of officials working in the field of planning had contributed to making Governments more aware of the need to take children and adolescents into account in development efforts, and of ways in which that might be done. In co-operation with all the interested agencies in the United Nations system, and with the United Nations Statistical Office serving as a focal point, UNICEF was giving support to the development and use of statistics for children and youth as part of a systematic development of social and demographic statistics; in the first instance that was being done in some 10 to 12 developing countries. The objective was to help bring about improvements in planning, programming and evaluation of services benefiting children. Increasingly, UNICEF field offices were establishing close working relations with ministries of planning or their equivalent, while continuing their close relationships with sectoral ministries. For the most part, the cycle followed in the formulation of projects coming to the Board for approval was that of the national plan periods of the country concerned.

May 1975, E/ICEF/639

6. At its 1974 session the UNICEF Board passed a "Declaration of an emergency for children in developing countries as a result of the recent economic crisis", which was subsequently endorsed by the Economic and Social Council in its resolution 1880(LVII) and the General Assembly in its resolution 3250(XXIX). It was based upon information indicating that children in the most seriously affected countries, some of which had also suffered natural disasters such as drought or flood, would suffer drastically.

...

8. The situation constituted an aggravation of the "quiet emergency" to which UNICEF had been calling attention for some years, which was characterized in global terms by some millions of children dying of diseases to which poverty and lack of essential services made them particularly vulnerable and many more growing up at the edge of survival, without proper preparation for a decent life.

What can be done

9. The Executive Director was convinced that the situation could be reversed. On the basis of actual experience and various studies, it was clear that the world could meet the most essential needs of its children in various practical ways. It could be done at initial capital costs that the world, as a whole, could afford, and at recurring operational costs that the countries and communities directly concerned could themselves bear after some time. If there existed a collective will to do that, there was no reason why the situation should get out of control.

10. Many organizations, within and outside the United Nations, were engaged in fighting the war against poverty and were active in campaigns for rural development and the elimination of dehumanizing conditions in urban slums. Taken as a whole, however, there was what might be described as a missing link in the development process in terms of attention given and resources made available. That link, the Executive Director emphasized, was the lack of or weakness of services to benefit children.

...

UNICEF inputs

70. In the discussion of programme trends and recommendations, including a note by the Executive Director on criteria for developing an appropriate balance of inputs into country programmes (E/ICEF/P/L.1612), it was clear that a variety of factors influenced UNICEF's programming, and its inputs into projects in the form of supplies and equipment, transport, training grants, consultancy services and funds for studies. Those factors included the general objectives of the project and its specific targets, the country's level of development, the nature of the assisted activity, the initial and recurring costs to the Government of carrying out the programme, aid available from other sources, etc. What might be a good balance of inputs for one project might not be suitable for another, and that imposed a considerable responsibility upon all those involved in project preparation - government staff, UNICEF field personnel, staff of other agencies in the United Nations system and others - for selecting the most appropriate inputs required.

The role of UNICEF field representatives

71. ... Board members welcomed the programme flexibility of UNICEF and the trend to move away from projects seen more or less as separate entities and towards a "country approach" in which the programme aided formed an integral part of the country's development plans and activities. That approach gave growing importance to the continuing dialogue between officials of developing countries and UNICEF field representatives. In their consultations with planning authorities and ministries UNICEF field representatives were increasingly discussing various possibilities of action benefiting children that would be most helpful in the light both of country priorities and of related UNICEF programme policy guidelines.

...

76. [Delegates noted with appreciation]... that consultants needed for studies and expert advice financed by UNICEF were increasingly becoming available from indigenous sources.

Planning for children's needs in specific zones

77. In recent years a growing number of developing countries had been engaged in systematic planning for the development of specific regions, zones or areas within their national boundaries, as part of their national planning efforts. Those efforts were of considerable potential benefit to children, since any improvement in the socio-economic levels of disadvantaged areas was bound to bring benefits to the younger generation and, moreover, it was at the local and district levels that a wider expression was given of local needs, including those bearing on the health, education and welfare of children. Board members welcomed the increasing number of instances in which UNICEF was giving some support to children's services in such areas.

May-June 1977, E/ICEF/651

14. ... An increasing number of decision-makers in government and people throughout the world had come to realize that programmes aimed at improving the situation of children were indispensable components of the over-all development process.

15. That did not mean that the over-all difficulties had diminished appreciably. Shortages of foreign exchange, domestic inflation and high import prices - to mention only some of the main problems - continued to hamper many Governments' efforts to do more for their children. Total food production in the developing countries as a whole was back to per capita levels not greater than the average of the years 1969-1971: in many developing countries it was still below those levels, and in a number of "most severely affected" countries there was a falling trend in per capita cereal production. The "quiet" food crisis continued despite major technological advances and vigorous efforts by many Governments. Moreover, there were new and worrying forecasts that the world food situation could again seriously deteriorate. Although prices of many goods exported by developing countries were rising, so too were prices of consumer goods, directly affecting the capacity of families to provide for their children. Although official development assistance was going increasingly toward the least developed countries where the needs were the greatest, the total flow of aid was not yet geared in any systematic way toward those countries.

16. On the encouraging side, UNICEF field offices continued to report new policy initiatives placing increased emphasis on social development and on giving higher priority to services for children in development planning and implementation. On the global plane, a series of decisions had been taken recently that focused greater attention on children. They follow such major policy changes as the 1975 decision of the WHO Assembly (in an action parallel to that of the UNICEF Executive Board) placing special emphasis on community-based primary health care. Among the instances cited by the Executive Director were: the emphasis placed on basic needs by the World Employment Conference, held in Geneva in June 1976, and that of Habitat: United Nations Conference on Human Settlements, held in Vancouver in August 1976, on protecting the living environment of the most vulnerable social groups, such as children; the greater attention to rural development by developing countries and the

United Nations system, in which the concept of basic services for children could play an important role; the call by the Fifth Conference of Heads of State or Government of Non-Aligned Countries, held at Colombo in 1976, for national policies to satisfy basic human needs; resolution 9.2 of the UNESCO General Conference, held in Nairobi in October/November 1976, drawing attention to the priority that children, among others, should have in anti-poverty programmes; and the establishment of the International Fund for Agricultural Development... whose objectives included improving the nutritional level of the lower-income groups of the population...

17. Those, however, were mainly declarations of intent and agendas for future action, and the Executive Director expressed his deep concern with the continuing urgent unmet needs of children. ^{5/} The most intolerable aspect, in his opinion, was that that situation was not inevitable. What needed to be done to improve it dramatically could be done right now - on the basis of currently accepted principles for personal, national and international conduct and with resources that could be made available soon and without real difficulty. Reforms in economic systems could help in releasing more resources for the world's poor, including children. What was most needed was a wider realization of the inhuman conditions in which so many children lived today, of the immense possibilities for doing something about those conditions, and a determination to act now. If the world so decided, its children could be saved - and the coming generations could grow into healthier and happier people, able to serve and be proud of their societies.

18. A number of views were expressed by delegations in the Board's general debate. There was danger that, because of the easing of some aspects of the world food and economic crisis, there might be a lessening of concern about the serious situation of children. A country's development efforts must be based on its main asset - its human resources, and more particularly, the on-coming generation. The new international economic order, which demanded a more equitable distribution of

^{5/} In this connexion, he referred to an address by the President of the World Bank to the World Affairs Council in Boston in January 1977, who, when referring to the one billion or so people living in the poorest developing countries, stated: "Malnutrition saps their energy, stunts their bodies, and shortens their lives. Illiteracy darkens their minds, and forecloses their futures. Preventable diseases maim and kill their children." The President of the World Bank added that, compared with most people in industrialized countries, "individuals in the poorest nations have: an infant mortality rate eight times higher; a life expectancy rate one third lower; an adult literacy rate 60 per cent less; a nutritional level, for one out of every two in the population, below the minimum acceptable standards; and for millions of infants, less protein than is sufficient to permit the optimum development of the brain".

resources among countries, was now being supplemented by a "basic needs strategy". That strategy recognized that changes in the international economic system were essential, but that they would benefit the poor and vulnerable only if coupled with reforms within the countries. In efforts to make the new international economic order a reality, the important social development components should be included. Countries must at the same time seek to ensure a better distribution of income and the well-being of their population. UNICEF, with its emphasis on basic services, was a forerunner within the United Nations system in that line of thinking and in taking action along realistic lines. Efforts to achieve greater equality both between and within countries seemed difficult only in relation to what had so far been achieved and not in relation to what was actually possible if political requirements were fulfilled.

19. In that context there was more need than ever for UNICEF to continue its co-operation with developing countries in the three major areas which had characterized its work: assistance in the planning and design of services benefiting children; delivery of supplementary supplies, equipment and other aid for extending those services; and provision of funds to strengthen within-country training of much-needed personnel. That co-operation, which in a number of ways helped build up national capacities and promote greater self-reliance, was increasingly welcomed by developing countries

It was also essential for UNICEF to increase its "advocacy" role and encourage a greater deployment of resources for services benefiting children by the international community. In the developing countries there must be a national commitment to upgrade the situation of children as an integral part of national development planning.

20. It was recognized that an important aspect of the basic advocacy task of UNICEF was to share experience and information on the need for greater support with other funding organizations - international and bilateral...

...

90. There was general accord in the Board on the range of UNICEF assistance and on its approach in particular fields such as primary health care, village technology, assistance to education, and the ability to work jointly with non-governmental organizations in the many cases where the Government of the country supported that approach. Some delegations, however, felt that there was danger of too great a dispersion of UNICEF's resources; sight should not be lost of the central purpose for which UNICEF had been established. One delegation said that UNICEF must not become so much of a general development agency as to lose its unique character. Greater concentration might be achieved by paying particular attention to the division of functions with other organizations of the United Nations system. Some delegations urged greater concentration on particular fields or aspects of UNICEF aid: the young child, nutrition, health services, children of the urban poor, rural children, and family planning.

91. Other delegations pointed out that the UNICEF policy of providing assistance on the basis of mutually agreed priorities for children according to each country's needs and closely related to national development planning meant that the Governments concerned determined their own areas of project concentration within the possibilities offered by UNICEF. Many members emphasized the importance of the basic services approach which, in addition to reaching the under-served, acted to bring together at the community level, in a mutually supporting way, the various services benefiting children - services which in the past have usually been delivered separately by sectoral ministries...

B. Aid to projects in countries with different levels of resources

May 1974, E/ICEF/633

50. Criteria for the distribution among countries of aid for long-range programmes were based on the premise that UNICEF should be prepared to extend its co-operation to developing countries at all income levels, but that the amount of material and financial aid from UNICEF should be scaled to take account of different levels of national resources. The criteria considered by the Board in 1970 ^{3/} had provided, *inter alia*, that, on the basis of child population, less developed countries (those with an average per capita income of \$80 or under at 1970 prices and small countries with a population of 500,000 or less which required special consideration) should receive assistance to projects amounting to roughly three times the average level of UNICEF assistance per child (6 cents in 1974). In most of the countries assisted by UNICEF - the middle range with a per capita income of \$80 to \$400 - special emphasis was given to projects for the poorer areas of the countries and children of specially deprived groups. Countries with an average per capita income of \$400 or more received policy and administrative co-operation from UNICEF and also limited material assistance for backward or other special problem areas, or for projects focused on serious problems of children for which adequate solutions had not yet been found.

51. The criteria had not been applied mechanically and a number of other factors were also taken into account, such as the intrinsic value of the projects, continuity, the efficient use of aid and the availability of bilateral and other aid. The guidelines provided that the adjustment in the level of UNICEF aid to projects in countries in the different groups would be made gradually, along with the increase in UNICEF income.

52. ... the Executive Director's general progress report (E/ICEF/632 (part II), table 2) showed that progress had been made during the past four years in the application of the criteria. However, as indicated elsewhere ..., in view of the current economic situation it was desirable to accelerate the relative increase in aid to projects in the countries at the lowest end of the scale and provide special assistance for maintaining children's services to those adversely affected by the current economic situation.

...

3/ Official records of the Economic and Social Council, Forty-ninth Session, Supplement No. 8 (E.4854 - E/ICEF/605), paras. 96-100.

54. ... The Executive Director pointed out that countries with a new level of GNP per inhabitant above \$1,000 would be able to finance the expansion of children's services from their own resources. However, some of them had largely undeveloped basic services for children and a shortage of professional and administrative personnel to staff them. Thanks to a great deal of work by many organizations over the past years, there was now a rich body of knowledge in the various fields of child care and child-rearing services upon which these countries could draw... Those countries were now in a position to apply accumulated knowledge and UNICEF could be helpful in that regard. The Executive Director pointed out that what was envisaged from UNICEF, among other things, was help along the following lines:

(a) Assistance of an advisory nature from regular UNICEF staff. That was a normal function of UNICEF staff and would be directed primarily toward helping the Governments develop comprehensive plans for basic services for their children. Some countries within the group already had sophisticated planning staffs; others did not as yet. In addition there were specific areas affecting children in which the countries would welcome supplementary advice from UNICEF regular staff or from consultants.

(b) Help in the preparation of programmes and services benefiting children, financed from the country planning and project preparation fund established by the Board.

(c) Regular assistance projects involving "cost-sharing" for what in other cases would be solely UNICEF inputs. The assisted country would itself provide the financing for the major part of the aid normally provided by UNICEF for other countries. It would be additional to the much larger Governmental support for the local costs of the project as a whole that was commonly given to most UNICEF-assisted projects. The projects would be presented to the Board in the usual way for approval, specifying the amount that UNICEF would provide from its resources; the latter would be small in relation to the contribution of the cost-sharing country, normally in the range of 10 per cent of what UNICEF might provide in normal circumstances.

(d) Reimbursable procurement. That was a normal UNICEF service to Governments for the purchase of those supplies and equipment which UNICEF was in a better position to obtain. By an extension of that practice, the funds-in-trust deposited with UNICEF could also be used to contract for other services related to the implementation of projects. The practice would, of course, be used for child-related activities of types advocated by UNICEF, especially for the expansion of services.

55. There was general agreement in the Board with the general approach towards the distribution of aid to countries and with the new forms of co-operation with the better-off developing countries, which included the arrangement for cost-sharing...

55. ... There was recognition of the principle that general guidelines for determining the levels of UNICEF co-operation with countries in the three main groups discussed above should not be applied rigidly to every country ...

May 1975, E/ICEF/639

109. In 1970 guidelines were established for the allocation of UNICEF aid among countries, the purpose of which was gradually to achieve a relative shift of aid in favour of projects benefiting children in the least developed countries. Aid to projects in those countries would be increased to roughly three times the average over-all level of UNICEF aid per child. Countries in the mid-range of development - most of those aided by UNICEF - would receive aid at the "regular" level, but special emphasis would be given to projects for the poorer areas of those countries and for children of underprivileged groups. For the more advanced of the developing countries, UNICEF would limit its material assistance but could provide policy, advisory and administrative co-operation relating to the development of services for children.

110. Substantial progress had been made in that direction in subsequent years. In 1974, the deep concern about the danger to programmes for children and mothers in many developing countries as a result of the changed economic situation had led the Board to decide that the process of increasing the level of aid to projects in the poorest countries should be accelerated, along with the provision of "special assistance". Many of the "most seriously affected" countries were also in the "least developed" category.

111. Aggravating the situation in the past year or so had been droughts, floods, hurricanes and earthquakes, which had made demands upon UNICEF for emergency relief and rehabilitation for mothers and children. It so happened that the poorest countries and the poorest parts of countries in the so-called middle range of development countries were, by and large, those most seriously affected by both the natural calamities and the economic crisis.

112. The possibility of "special assistance" from UNICEF had its origins in decisions taken several years earlier by the Board to raise funds for specific projects, both long-term and for emergency relief and rehabilitation, the financing for which, in part or in whole, was not available from general resources. The financing of special assistance was to be sought through special contributions made available by Governments and non-governmental sources. The Board agreed, however, that the main emphasis in fund-raising would continue to be on increased contributions for general resources...

116. Looked at from a programming point of view, special assistance was being used as much as possible to help countries strengthen or extend services for children which they would be able to continue to support in normal times. In some instances, however, for example where there was a great need for supplementary feeding, the special assistance was used for selective child feeding operations in association with health centres. Generally, the limited resources available through special assistance in relation to need meant that the choice of beneficiaries should be highly selective and restricted to the most needy among the generality of the deprived.

117. Board members recognized the need for special assistance projects that provided an opportunity for donors to give, for a period of special need, over and above what they considered they could undertake regularly. Nevertheless some anxiety was expressed that such an extension of UNICEF aid, particularly when it went beyond relief operations following natural disasters, might result in a certain distortion of regular projects. The Board agreed to discuss at its 1976 session the question of criteria and procedures to be followed with regard to special assistance.

May-June 1977, E/ICEF/651

92. The Executive Director's general progress report indicated how the guidelines for aid to projects in countries with different levels of resources had been followed in the period 1972-1976 (E/ICEF/648 (Part II), paras. 39-64). The basic indicator for the amount of aid recommended by the Executive Director from general resources had been child population, with a modification for countries either poorer or better off than those in the middle range of income of developing countries. Classified as Group I were the least developed countries plus several which had recently acquired independence or faced special circumstances requiring higher assistance. Group I also included small countries with a child population under 500,000 which required special consideration. Currently, 50 countries assisted by UNICEF were in Group I. The intention was to give to projects in Group I countries roughly three times the over-all average level of aid of that given to countries in the middle range of development, Group II.

93. Thirty-two countries were currently in Group II, with projects receiving the "normal" amount of UNICEF assistance. About two thirds of all children living in countries having projects receiving UNICEF assistance were in that group. The group included 14 "most severely affected" countries in which projects receive special consideration.

94. Group III consisted of 18 better-off countries moving toward self-sustaining development. Projects in those countries had a diminishing need of material UNICEF assistance. UNICEF co-operation for that group included limited material assistance for backward or special problem areas or pilot projects focused on serious unsolved problems of children. In addition, there were some higher-income countries, not counted in the group, in which UNICEF co-operation related to the exchange of experience about policies and administration of services benefiting children.

95. The above guidelines related to projects funded from the general resources of UNICEF. However, project funding by specific purpose contributions could be managed so as to conform with UNICEF assistance policy. While UNICEF could not control the decisions of donors with regard to the projects to be funded, it did control the preparation of the projects. Like projects to be prepared for financing from general resources, they were prepared with the government authorities that would be administering them. Projects conformed to UNICEF assistance policy as far as their content was concerned, and the location of such projects was primarily in the low-income areas. They were prepared in the first place for least-developed and "most seriously affected" countries, for countries which had been victims of a recent emergency, or which were involved in the decolonization process. In the case of the few poor countries for which it was not practical to seek specific purpose contributions, for political or other reasons on the side of donors or of the country, consideration was given to a greater use of general resources where there were urgent children's needs to be met. The appeal that water supply projects had for specific purpose contributions could be used to release general resources for projects equally necessary in other fields.

96. The Executive Director's general progress report showed that for the poorer countries in Group I average annual UNICEF expenditure per child inhabitant for the five-year period 1972-1976 was 20 cents. ^{11/} That was approximately three times higher than for projects in countries in Group II which received 7 cents per child inhabitant, and was in accord with the criteria accepted by the Board. Group III received 4 cents per child inhabitant; in part that amount reflected the fulfilment of commitments made to some of the countries now in Group III at a time when they were in Group II.

97. Group I, whose child population totalled 18 per cent of all children living in countries having UNICEF-aided projects, received over one third of all UNICEF assistance in the period 1972-1976. In 1976 the proportion increased to half as a result of the addition of three countries to the group (Angola, Mozambique and the Socialist Republic of Viet Nam).

^{11/} Assisted projects do not cover all children in a country, and expenditure per child reached by an assisted project is correspondingly higher than this statistic, which is calculated only for intercountry comparisons.

98. In both the Board and Programme Committee discussions of the distribution of UNICEF aid there was a general recognition of the justification of the guidelines. However, several delegations believed that the relative amounts going to projects in countries in Group I should be higher. Questions were also raised about trends in relative amounts going to various geographic regions, especially as that appeared in the commitments recommended in any one Board session, and the difficulties which could result for the support of projects in some countries by grouping countries on the basis of quantitative criteria.

99. The Executive Director agreed to review the matter of increasing the relative amounts going to projects in the poor countries and the amounts going to the various geographic regions, and report on that to the Board. The annual reporting in the general progress report on average annual expenditures per child would be expanded to include levels per child by region. There was a general agreement in the Programme Committee, concurred in by the Executive Director, that in preparing recommendations for assistance, application of the guidelines required flexibility which, in addition to the long-term factors upon which the classifications by groups of countries were based, should take into account shorter-term financial difficulties, special circumstances and needs of individual countries, including the economic and social differences which existed between regions within those countries. In that context, attempts for greater use of social indicators might be made.

C. Fields of assistance

Child health

May 1974, E/ICEF/633

Primary health care

76. Over-all, less than 10 per cent of the rural population of developing countries was within walking distance of a health centre, subcentre or dispensary. Often the only sources of care were the traditional healers and midwives. Greater use could be made of their co-operation, giving them as much training as possible and encouraging them to recognize complications and refer the cases to the health centres. As financial resources and availability of people for training increased in the community, there could be a transition to the use of trained auxiliary nurse/midwives or midwives. The Government could supply communities with simple drugs through village "pharmacies", which might be run by co-operative societies, in association with the post office, in a school, or in any other village institution. The pharmacies could then serve as antennae of the regular health service. As more resources became available the community might be ready to contribute to the establishment of a health subcentre, a maternal and child centre, or an "under-five" clinic, where low-cost curative and preventive care could be given mainly through health auxiliaries. A further development would be to establish a corps of rural health workers.

...

137. In the period of more than 20 years during which UNICEF had participated in the development of maternal and child health services, there had been impressive achievements. Many countries had more than doubled their network of health centres and subcentres, and that had entailed the construction, staffing supervision and equipment of thousands of new centres. In addition, national training facilities had been greatly expanded and strengthened on a permanent basis.

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139. Despite the progress made, members of the Board shared the growing concern in many quarters at the limited extent and uneven quality of the basic health services. While a great deal of effort had gone into the assessment of rural health services, most of it had been addressed to defining the weaknesses of existing services and ways to improve them. Relatively less attention had been paid to the potential of other and different ways to reach the child and improve his health. They would include expansion of the role of paramedical and auxiliary health workers, community-level participation and the use of personnel and services outside the traditional health structure and involvement of the community in the delivery system. The Board looked forward to having on the agenda of its 1975 session a study, undertaken by WHO and UNICEF, on alternative approaches to meeting basic health needs in developing countries.

May 1975, E/ICEF/639

23. One of the main items on the Board's agenda for the session dealt with alternative approaches to meeting basic health needs, especially the needs of children. The Board had before it a report on the subject, prepared jointly by the WHO and UNICEF secretariats (E/ICEF/L.1322 and Corr.1). The report had been considered in the first instance by the UNICEF/WHO Joint Committee on Health Policy (JCHP), which had met in February 1975. JCHP, which had approved the report "with enthusiasm", considered its proposal for a vigorous action-oriented programme in primary health care "a most suitable subject for a simultaneous priority effort by both WHO and UNICEF". Detailed comments and recommendations of JCHP were contained in the JCHP report to the Board (E/ICEF/L.1325). The Board also had before it a note by the Executive Director (E/ICEF/L.1323) welcoming the report and the recommendations of JCHP, which, he considered, constituted a very important advance in the identification of approaches to improving maternal and child health in developing countries.

24. WHO and UNICEF had decided to carry out the joint study because of the magnitude of unmet basic health needs in many developing countries. Despite the efforts made over many years by Governments, WHO and UNICEF, less than 15 per cent of the rural population and other underprivileged groups, such as slum dwellers, nomads and people in remote areas, had access to health services. The strategy so far adopted by many developing countries had resulted in services that were predominantly urban-oriented, and accessible mainly to a small and privileged part of the population.

25. Through a critical review of the shortcomings of conventional systems and the examination of a few successful or promising experiences, the study identified and discussed those aspects which appeared to contribute to success. Possibly the most important among them was the consideration of primary health care as one of the measures to be undertaken by the community as part of its own over-all development. For that reason, the community's involvement was considered essential in planning, supporting, staffing and managing its own health service. In that perspective, primary care would truly belong to the people, while the conventional health system would back it up by providing the technical policies, advisory supervision, referral, training and administrative support.

26. Certain technical features made that type of development possible: the possibility of employing health workers with short but thorough training in tasks of a preventive, educational and curative nature; the existence of effective vaccines and of safe, wide-spectrum medicines that could be entrusted to such workers; and the conversion of the conventional system into a supportive one. Greater attention needed to be given to the role that sectors other than health could play in supporting primary health care and in "producing" health.

27. Through the interaction of primary health workers and communities, it would be feasible to implement, on a much wider scale than was currently the case, a whole range of health activities having a bearing on children. Such activities would include: improved birth attendance and the provision of information about family planning (for example, by widespread training of traditional village midwives); immunization against common diseases affecting children; improved and more accessible village drinking water supply; and simple measures to improve child nutrition.

28. That pattern of delivery of health services could be operated at a level of recurring costs that would allow for progressive extension of the services to rural areas and slums and shanty towns. The mobilization of thousands of communities, with their primary health workers, offered the best prospect for breaking through the limitations hitherto imposed by the traditional pattern of health services.

29. The JCHP report had proposed that a special effort should be made by WHO and UNICEF to support the implementation of the new approach initially in selected countries where conditions met certain criteria. The Executive Director supported that proposal. In addition, he believed that it was the responsibility of UNICEF, together with WHO, to advocate the new approach, whenever it could be effective, in all countries where UNICEF participated in child health programmes, and to explore with national authorities the possibilities for the reorientation of health systems in that direction.

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31. The Executive Director pointed out that while the JCHP recommendations constituted an important reorientation of health services policy, they did not imply a change of corresponding magnitude in the types of aid that would be furnished by UNICEF. Those already included such elements in the new approach as training and supporting indigenous midwives (with the provision of training stipends, kits, bicycles), aiding rural midwifery centres and rural pharmacies, supporting training courses and immunization of young children. Where countries decided to adopt the recommended reorientation, that would expand the need for UNICEF assistance in meeting training expenses for primary health workers and the reorientation of supervisory personnel. Training stipends and the production costs of simple manuals and teaching aids in local languages would be especially important. Additional aid would be required for child immunization programmes ... and for medicines and dressings. Some support might be needed for other local expenses, particularly in the phase of capital investment and for running costs during an initial period in each area while the community contribution was being built up. A few elements of current UNICEF aid for child health services might be cut back, e.g. expensive motor vehicles and some of the more sophisticated equipment. However, the cutback would be much less than the need for expansion outlined above. The pace at which the changes came about would depend in large part on the Governments. The size of the need was such that bilateral aid would be required in addition to all that UNICEF could hope to mobilize.

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Conclusions and decisions of the Board

40. The Board expressed appreciation of the study submitted in document E/ICEF/L.1322 and commended the high quality of its content and its forward-looking approach. It expressed special appreciation to WHO and to the Governments that had participated in carrying out the study. The Board recognized the need for countries to strengthen their policies for improving the health of all peoples with special emphasis on under-served groups, particularly mothers and children. The Board endorsed the recommendations in respect of rural populations and other under-privileged groups. In particular, attention should be given to the strengthening of community involvement, the application of simple but scientific health technology, and the reorientation of the existing health systems to develop and give full support to primary health thus making the health services medical and scientific referral facilities widely available to all the people. The Board recognized that such reorientation of health services required the progressive raising of the scientific standards of the medical and health systems, including primary care, so that all the health needs of rural, nomadic and other underprivileged populations, especially mothers and children, would gradually be met. It also endorsed the concept that health care should be improved through rural development, of which health was an essential component. The Board also recognized that it was necessary to continue research in order to develop scientific technologies, to improve the training of nurses, medical auxiliaries and doctors, and to clarify other aspects (such as cost factors) of the implementation of primary health care.

41. In view of the above, the Executive Board considered that UNICEF should join with WHO in promoting the primary health care approach among national authorities and aid-giving organizations within the United Nations family and outside. The urgent need for appropriate planning and action was underlined throughout the debate. It was the Board's view that UNICEF should co-operate with WHO in implementing a plan of action which would result in providing assistance to countries willing to develop and extend primary health care. UNICEF should place its main effort on helping countries to meet the specific and most urgent needs of mothers and children within the context of provision for family health. It was also stressed that programmes of assistance should take into account the need for complementary activities, including nutrition, the education of women and girls, support of responsible parenthood, provision of safe water in adequate quantities, improvement of housing and sanitary facilities and, in general, a cleaner environment. The need for training of those who would instruct primary health workers and provision of appropriate manuals for their guidance was also emphasized.

42. The Board asked that UNICEF make an effort to seek the co-operation and participation of aid-giving agencies so that increasing resources could become available for assistance in that field.

43. In conclusion, the Executive Board generally endorsed the recommendations made by JCHP (E/ICEF/L.1325) and welcomed the strengthening of UNICEF and WHO assistance to countries in various fields, along the lines recommended in the note of the Executive Director (E/ICEF/L.1323).

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Patterns of education and training for nursing and midwifery personnel

47. JCHP had also had before it a review of patterns of education and training for nursing and midwifery personnel and suggestions for future action, prepared by WHO (E/ICEF/CRP/75-4 and Corr.1). The report was seen as being intimately related to and supportive of primary health care and community-oriented health services. Nursing and midwifery could make an important contribution and that required changes in the educational process and in the role and functions of nursing/midwifery personnel at all levels. Priorities in training programmes should include a basic revision of curricula oriented towards community health practice, the preparation of new cadres of teachers for auxiliaries, primary health workers, aids and traditional birth attendants, and refresher and continuing education. The report made a number of specific recommendations to initiate and develop community health nursing encompassing primary health coverage for all the populations.

79. The concept of Basic Services for children constitutes an application to other services benefiting children of the principles for primary health care approved in 1975 by the UNICEF Board and the World Health Assembly. Primary health care involves an extensive use of village-level workers (primary health workers who carry out front-line curative, protective and promotive tasks) and community involvement in planning, supporting, staffing and managing the community's health service. A health infrastructure backs this up by providing technical policies, advice, supervision, training, referral services and administrative and logistical support.

90. In reporting on developments in primary health care, the Executive Director pointed out that the new policy appeared to be more readily accepted in countries where some beginnings of community-based health services already existed, whether or not they formed part of a national plan. Expanded programmes of immunization, which would constitute the backbone of preventive activities in many primary health care systems, were being planned in an increasing number of countries. Acceptance of the new approach was further facilitated where countries were engaged in rural development programmes with community participation, of which health services would logically form a part. In any case, the new policy did not imply the abandonment of existing national health services, which were rendering good, though limited, services, but rather their reorientation and strengthening. It was a situation in which the advocacy role of UNICEF was of primary importance, especially since effective primary health care required the collaboration of all programmes touching on the lives of villagers.

81. There was encouraging evidence in a number of countries of the introduction of community-based primary health care in the reports to the Board on trends in child health services in a number of countries in the past year, and in a number of new assistance proposals before the Board at its current session. In the Board's discussion of those developments there was recognition of the importance of suitably adjusted or reoriented training at all levels in the health service, and of the need to reorient technology so that it was usable at the peripheral level of the health services and by the families themselves. The importance of community motivation was emphasized and in that connexion the Board looked forward to considering at its next session a joint WHO/UNICEF study entitled "Community Involvement in Primary Health Care: a Study of the Process of Community Motivation and Community Participation".

82. Board members were informed that progress had been made in the past year in promotion and training and in the development of technology for field application. Better understanding of the primary health care concept had been developed among the staffs of WHO and UNICEF through conferences and seminars. Workshops and seminars had been organized for national staff. Work had begun in WHO on the preparation of training guidelines for primary health care workers. UNICEF, with the cooperation of WHO, had made a complete revision of its guidelist of equipment and supplies for peripheral health establishments.

37. Members of the Board stressed the fundamental importance of measures promoting child health and their high priority for UNICEF assistance within the comprehensive basic services strategy. Assistance to maternal and child health, including water supply, remained the largest single sector of UNICEF aid, amounting to over one half of total expenditure, and members of the Board welcomed the prospect that that emphasis would be maintained; some felt that it should be increased.

38. The Board recalled that, in 1975, in consort with WHO, UNICEF had endorsed community-based primary health care (PHC) as the most effective and feasible approach to promoting community and child health for the large majority now living beyond the effective reach of national health services. The new approach was intersectoral: health was seen to be an integral part of over-all social and economic development, and the activities of many sectors - for example, agriculture, education, water, nutrition - needed to be brought to bear on health in a co-ordinated way. Being rooted in the community, PHC required the active understanding and participation of communities in the planning and execution of measures to improve their health. A key agent would be the primary health worker, selected from the community and in some measure supported by it. The primary health worker would be given basic training without being alienated from the community and would receive guidance and technical and logistical support from the reoriented national health service.

39. During the Board's review, the point was made that PHC did not constitute an alternative to or substitute for basic health services. In fact, there would be only one national health system, all-comprehensive, with PHC serving to complete the system through bringing all families and communities into the system. It was also observed that, although intended for the community as a whole, PHC would necessarily give major attention to mothers and children who constituted a majority of the population. In the deployment of its resources, UNICEF should give priority to the particular health needs of children.

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41. Members of the Board expressed their agreement with the views of JCHP on implementing PHC and encouraged UNICEF and WHO to pursue their efforts to develop PHC. It was felt important to ensure that the intersectoral character of the new approach was understood and pursued, so as to avoid a too narrow interpretation where PHC might be construed as simply a vertical extension of existing health services. Primary health care must be set in the context and process of general development. The implications of that new perspective for existing health services must also be understood and given force; in other words, the existing health structure must be oriented to support the community primary health worker through supervision and technical counsel and appropriate training, and by offering reference facilities for specialized treatment. Greater effort was required to use or create a health technology which was realistically addressed to priority needs and capacities in the unserved communities. The great potential of women and youth as participants in PHC should be fully exploited. The fundamental importance of reorienting the training and outlook of all health personnel in the philosophy and techniques of PHC was underlined by a number of delegates...

53. The Board adopted a statement of conclusions on community involvement in PHC which read as follows:

"The Executive Board expressed appreciation of the report of the UNICEF/WHO Joint Committee on Health Policy (JCHP) on community involvement in primary health care, a study of the process of community motivation and continued participation (E/ICEF/L.1355, and Corr.1 and 2), and endorsed the view of JCHP that UNICEF should intensify its collaboration with countries in developing primary health care with special emphasis on community participation.

"In its discussion the Board noted that the study had helped clarify important elements of primary health care which were also applicable to basic services for children and rural development.

"In discussing community participation, the Board stressed that participation, as illustrated in the nine cases examined in preparation of the JCHP study, occurred in many ways and in many differing social settings. What was common to all those situations was the finding that the energies and resources of the community were essential components of the process of improving health and well-being, and of overall economic and social development. The developmental character of primary health care thus necessitated the collaboration of other United Nations agencies, non-governmental organizations and bilateral aid.

"In the light of the foregoing, the Board considered that community participation was essential. It should, however, be viewed with flexibility, in the specific context of national political realities and in harmony with the social, cultural and economic situation. The Board also agreed that primary health care, as part of the general effort of communities towards development, had a better chance of attracting communities' interest and participation when applied as a multi-sectoral development undertaking, rallying all the available resources bearing on health positively.

"Other features considered by the Board as necessary for the successful and continued involvement of communities in primary health care included: respect for communities' culture and felt needs, decentralization of decision-making, and the full utilization of all available community resources (financial, human, etc.).

"The Board further noted that community participation would affect collaboration at the country level. A new balance would be emerging with the meshing on the one hand, of government policies and activities, and community undertakings, on the other. That had implications for UNICEF/WHO collaboration at the country level, which would require further study and gathering of experience.

"The Board also emphasized that the effectiveness of primary health care would in large measure rest on the development of country leadership. The need for training - technical and orientation training - of community workers and primary health care workers was stressed, as well as the reorientation and technical training of professional health and related personnel of training schools and established referral health institutions, and, especially, the professional staff directly responsible for training, support and supervision of village-level primary health workers.

"The Board recognized the great importance in all cases of a firm government commitment and the essential role of government structures and services in the support of community primary health care endeavours as well as in the provision of the necessary overall policy framework, in order to improve the conditions of the children of the poorest strata of the population.

"In concluding its debate, the Board recorded its appreciation for the continued, close co-operation between UNICEF and WHO, which had led - in a relatively short time - to the formulation of important, innovative strategies in primary health care and basic services for children, with community participation as an essential component.

"The Board expressed great satisfaction for the interesting and useful approaches followed by WHO and UNICEF in the planning and conduct of the study. It requested that community participation be considered as an essential component of primary health care and fully endorsed the study findings, conclusions and recommendations as put forward in document E/ICEF/L.1356, section 7, and the recommendations of the Executive Director contained in document E/ICEF/L.1357, paragraphs 5 to 8.

"The Board reiterated that WHO and UNICEF should continue to give utmost emphasis to community participation in advocating and promoting the development of primary health care and basic services for children, and in collaborating with Governments in the implementation of national primary health care programmes.

"To do so, UNICEF and WHO should intensify training and orientation of their own staff and of national staff in primary health care and in methods for identifying community resources and mobilizing community involvement.

"Realizing that the study constitutes only a first step in the understanding of the mechanics of stimulating and maintaining community participation, the Board encouraged UNICEF and WHO to continue to closely survey experiences so as to gain a better understanding of that essential process and progressively develop adequate technology and methods of work."

/Safe water and environmental sanitation/

71. Over 85 per cent of the rural population of developing countries did not have access to an adequate supply of safe water ... a village water supply was one of the best starting points for many programmes, for the following reasons: (1) it was vital to the young child's health; (2) accessibility tended to reduce the mother's drudgery and free her to spend more time with her young child; and (3) its convenience would foster continued interest in self-improvement projects by the community.

140. For some years UNICEF had been giving assistance in the field of environmental sanitation in rural areas, especially in connexion with the provision of safe water for drinking and household use. In the past few years, however, UNICEF engagement in that field had increased considerably, in part in response to emergency situations (Bangladesh, parts of India affected by drought, and the drought-affected Sahelian region of West Africa and Ethiopia). In part, also, it had been due to the growing interest in safe and sufficient water not only for reducing child illness and death, but also for lessening the drudgery of mothers and improving the quality of life of the community. The latter interest was included in a special resolution adopted at the Lomé Conference on Children, Women and Development Plans in West and Central Africa... and it had become an essential element in post-Lomé programming being assisted by UNICEF ..., it was an essential approach in efforts to improve the situation of the young child. UNICEF assistance for rural water supply schemes was currently being provided to 68 countries. UNICEF expenditures for water supply, which had amounted to \$2.5 million in 1970, had risen to 7.1 million in 1973.

141. UNICEF-assisted projects had the benefit of technical advice from WHO. Some were being assisted jointly with UNDP. Those, and other projects, also received aid from bilateral and non-governmental sources. UNICEF efforts had had the effect of stimulating the participation of other agencies and bilateral donors in related aspects of water supply, and had resulted in a number of special contributions to UNICEF for "noted" projects for village water supply.

142. The larger schemes for opening up and developing new rural water supplies required considerable technical and organizational expertise. That, in turn, necessitated rational use and co-ordination of the resources within UNICEF and the agencies as well as in the countries concerned. A staff member had recently been appointed at UNICEF headquarters to co-ordinate UNICEF assistance to village water programmes and ensure co-ordination of UNICEF activities with those of organizations interested in various aspects of water resources and supply. He would also follow the research and development being carried out by other organizations in matters that might affect UNICEF programming, such as the use of low-cost village technologies for drilling wells, the use of satellite remote sensing for the more efficient location of water wells and the use of solar and wind energy. At the same time, UNICEF was encouraging the development of simple, locally produced equipment for improving village water supply and environmental sanitation, including newly designed, low-cost, sturdy hand pumps for local production.

143. A number of delegations agreed with the secretariat that it was important at the current stage to give increased attention in UNICEF programming not only to providing the water itself but also to assuring related health education, encouraging community participation, improving equipment maintenance and helping ensure that programmes sparked off by emergency needs were designed to serve medium-term and long-term needs. It was emphasized that careful governmental planning and co-ordination of assistance from various sources were essential. The Board was informed that WHO, in co-operation with UNICEF and others, was preparing a manual for the use of governments requesting aid. UNICEF was preparing policy guidelines for UNICEF field staff and guidelists for supplies and equipment.

May 1975, E/ICEF/639

87. The provision of safe water, in adequate supply and easily assessable, was felt by Board members to be an essential element in the "package" of basic services for children ... in the improvement of child nutrition ... and in reinforcing the new emphasis on community-oriented primary health care ...

88. UNICEF aid for water supplies was largely directed towards smaller rural communities. It was desirable to include aid for community education directed towards an appreciation of the value of safe water and participation in maintenance of the facilities. Depending on hydrogeological conditions, the variety of assistance needed to provide safe water was considerable. UNICEF was co-operating with international and bilateral groups, including the World Bank and UNDP, in order to co-ordinate its aid with that available from other sources.

89. In 1974 UNICEF expenditures on water supply programmes totalled \$11.8 million, including \$784,000 for emergency relief operations. Some 49,000 wells or water systems were completed in 1974, benefiting almost 9 million persons. Water supply programmes were being accorded increasingly high priority in government proposals for UNICEF assistance, and increased requests could be expected for the next few years.

May 1976, E/ICEF/644

90. An adequate supply of safe water was essential to child health and nutrition; in addition a more accessible source of water contributed greatly to alleviating the daily drudgery of women in villages.

91. The improvement of water supply was increasingly viewed as an essential part of, and sometimes the first step towards, a more comprehensive approach to meeting children's needs. Where water supply projects had often been initiated as independent actions, the objective now was to co-ordinate them with other approaches to improving life in the villages. In the future it was anticipated that water supply projects would be an integral part of Basic Services as applied to rural areas. Members of the Board welcomed that development and stressed its importance as part of the over-all expansion of Basic Services for children ...

92. A purely technical approach to making safe water available was not enough; it was also important to involve the communities so that they understood the convenience of having accessible water and how essential it was to their health. Experience had shown that when a community was invited to participate from the beginning of the process, a common basis for the work could be established. Community involvement was also necessary for the continuing maintenance of water supply facilities. Another aspect of UNICEF assistance was to help to strengthen the administrative and technical apparatus in the countries to enable it to deal with problems of water supply for household use.

93. Although the mandate of UNICEF and its limited resources clearly precluded its participation in large-scale rural irrigation schemes for agricultural production, in some situations even the small installations assisted by UNICEF might yield sufficient water, not only for drinking and household needs, but also for small-scale production of nutritious foods for family use. Its interest in finding simple and inexpensive ways of making water available had also led UNICEF to participate in technical research and development, particularly with respect to hand pumps.

94. Several donor Governments had shown a particular interest in water supply schemes, and their special contributions for that purpose had greatly enhanced the capacity of UNICEF to work in that field.

May - June 1977, E/ICEF/651

58. In the course of the Board's general debate, the Executive Director reported that the United Nations Water Conference, held in Argentina in March 1977, had attached high priority to the question of clean drinking water and sanitation and had expressed appreciation for UNICEF work in that area. Apart from the vital importance of clean water to a child's health, UNICEF-sponsored programmes to provide remote rural villages with simple, low-cost water installations were an excellent starting-point for community involvement in the whole area of basic services.

59. The Joint Committee on Health Policy recommended that a study on water supply and the sanitation components of primary health care should be jointly undertaken by WHO and UNICEF. That proposal was supported by the Executive Director, who believed that such a study was especially needed because national water policies and programmes were generally determined, in large part, by government ministries or departments other than health. In many countries, water supply projects consequently tended to be planned and administered as relatively autonomous operations. Since water was so basic to health and development, it was essential to bring water projects into the primary health care and the over-all development process (E/ICEF/L.1357, para. 11).

May 1974, E/ICEF/633

/Immunization/

77. Immunizations were a major instrument for the reduction of deaths and handicapping in young children; in addition to protection against diphtheria, pertussis and tetanus (DPT), immunization against measles and polio had become more feasible both technically and financially.

May 1975, E/ICEF/639

44. In addition to consideration of alternative approaches to meeting basic health needs, JCHP had had before it a report (E/ICEF/L.1324) summarizing the WHO expanded programme on childhood immunization. Diphtheria, pertussis, tetanus, tuberculosis and measles were important contributors to childhood mortality in developing countries, and polio-myelitis was fast reaching an epidemic scale. Immunization was an effective tool, with a low cost/high benefit ratio that could give immediate results. Primary health care would be a means for reaching a much larger proportion of the children for the actual immunization, and the maintenance of protection.

45. While WHO and UNICEF had had a long history in aiding immunization programmes, there were a number of practical problems that had so far led to many failures in those programmes, including lack of manpower training and effective cold-chains for the distribution of vaccines, lack of functioning transport and ineffective management. There were also a number of technical problems and a need to simplify the vaccination procedure by cutting down on the number of visits a child had to make. The programme would have to be built up gradually and expand as more experience was gained; it was essential that, once established, the national programmes would be able to continue into the indefinite future on a regular basis.

46. The Executive Director agreed with the JCHP conclusion that UNICEF support for immunization of children should be strengthened, which would mean expanding aid for vaccines and for refrigerators and other elements of the cold-chain. The proposal was approved by the Board.

...

54. In 1975 UNICEF formally associated itself with WHO in supporting a global effort to improve and extend communicable disease control, with particular attention to immunization against diseases commonly affecting children. The report of JCHP included a review of current progress and plans to strengthen national actions in that direction (E/ICEF/L.1356, sect. 8). The Board also had before it comments of the Executive Director on the JCHP review (E/ICEF/L.1357, para. 9).

55. In the Board discussion, some concern was expressed over the possibility that, as UNICEF was proceeding to reorient its approach to child health in the pursuance of the broad primary health approach, the need for specific action to contend with the threat of communicable diseases might be somewhat neglected. Much credit was due to UNICEF for the effective support which it had given in the past to energetic national efforts directed to that problem. The concern was enhanced by evidence that in some countries the incidence of some serious diseases was on the increase. Immunization measures were now relatively inexpensive and effective. In themselves they could contribute significantly to the reduction of child mortality and to the avoidance of permanent disabilities. It was also well known that such diseases among children were an important factor in nutritional status. Therefore, there should be no let-up in UNICEF participation in the efforts to bring them under control. It was also pointed out that attention to immunization was not enough; there were many diseases affecting children which were not affected by immunization but required other measures, such as environmental sanitation, clean water, improved housing, better nutrition and education.

56. It was affirmed that it was important for national authorities, and for international organizations, especially UNICEF, to commit themselves to a consistent effort over the long period of years which it would take to have an important impact. UNICEF assistance should be particularly addressed to strengthening the support and logistical systems in developing countries, with careful attention to creating the "cold chain" necessary to ensure that vaccines were potent when injected. UNICEF aid should be aimed at making countries self-sufficient, including, wherever feasible, in the local production of vaccines.

57. At the conclusion of its consideration of that subject, the Board agreed that UNICEF should consider assistance to communicable disease control, including the expanded programme of immunization, as one of its main priorities, and that provision of vaccines, drugs and other material assistance should be considered as a long-term commitment to be carefully phased out only when reliable take-over by permanent sources could be secured.

Family planning and responsible parenthood

148. In the documentation before the Board and in the Board's discussions, a number of main elements in UNICEF policy on assistance for responsible parenthood were re-emphasized. Family planning should not be approached as a separate activity or a separate programme, but as a component of broad services helping children and their families. The idea of responsible parenthood, as well as the means for regulating the number and spacing of births, should be introduced in the context of positive social measures to improve the standard of living of families, to educate and enlighten parents and to protect children and prepare them for constructive participation in national development. A policy of promoting responsible parenthood involved incorporating education and information in a wide range of activities, including parent education, organized work with women, formal and non-formal education, use of the mass media, nutrition programmes and maternal and child health services. Anything that contributed to the well-being of children also contributed to a humane approach to population questions...

149. There was an increasing awareness that what was needed was a broad multidisciplinary approach within national development efforts designed to encourage responsible parenthood. Much of the assistance provided by UNICEF was designed to help strengthen national services in that direction. If Governments decided to support family planning and if they wished to receive UNICEF assistance, then UNICEF was ready to provide it in association with the United Nations Fund for Population Activities (UNFPA) and with the technical guidance of WHO and in collaboration with other United Nations agencies. UNICEF aid, not only for maternal and child health but for child nutrition, social welfare services and formal and non-formal education, afforded support for motivation towards responsible parenthood and helped countries to provide an essential social component to family planning services...

May 1975, E/ICEF/639

92. In promoting responsible parenthood, UNICEF viewed family planning in the broad context of social and economic development and comprehensive basic social services aimed at improving the health, nutrition and well-being of children and their families, and the health, educational level and status of women. That approach was confirmed by the resolutions and plans of action adopted by the World Population Conference and the World Food Conference, and by meetings held in Asia, Africa, and Latin America subsequent to the World Population Conference. The general progress report of the Executive Director, while giving illustrations of a number of projects assisted by UNICEF in which that approach had been followed, pointed out that too often family planning activities were carried out in isolation from other services benefiting mothers and children (E/ICEF/637, (part II) paras. 123-134). The provision of a "package" of basic services, which included family planning when it was government policy to provide such services ..., and activities sponsored by voluntary organizations, would therefore help break down that isolation. Other conclusions of the Executive Director on the basis of UNICEF experience were that more attention needed to be focused on educating adolescents, who would soon be parents, in responsible parenthood, reaching them through youth programmes and various other non-formal education channels.

85. The interrelationship of population, food, development, responsible parenthood and the role and status of women were recognized in the recommendations of three world conferences: the World Population Conference, held at Bucharest in 1974; the World Food Conference, held at Rome in 1974; and the World Conference of the International Women's Year, held at Mexico City in 1975. Those recommendations confirmed the policy followed by UNICEF in providing assistance, namely that family planning should be approached not as a separate activity but as a component of broad services - health, nutrition, social services, etc. - aimed at improving the quality of life of children and their families.

86. When nutritional, health and social services helped families to improve their conditions of life so that high infant and child mortality declined, it was assumed that parents would be encouraged to make personal decisions spacing births and regulating the number of children in their family. That, in turn, would benefit family life and improve the condition of children. The same approach was implicit in the measures proposed in regional consultations held during 1975 as a follow-up of the World Population Conference. Hence, UNICEF assistance to health services, nutrition, household water supply, women's programmes and other social services helped to build the conditions necessary for responsible parenthood, including family planning and birth spacing.

87. The general progress report of the Executive Director (E/ICEF/642 (Part II), paras. 107-112), while giving encouraging examples of new initiatives to incorporate components of responsible parenthood in regular programme activities, pointed out that the application of that concept had been slow and difficult. To improve the situation, efforts were being made in several directions: attempts to create a better understanding among government officials and the public of the inter-relationship between health, nutrition, status of women and responsible parenthood; including family planning; increased attention to adolescent boys and girls, so as to prepare them for responsible parenthood; exploration of ways to help women identify family planning as a positive means of helping to ensure the survival in good health of living children and of protecting their own health...

88. It was necessary to provide UNICEF staff with the necessary knowledge to allow them to play an advocacy role in the field of responsible parenthood, and prepare them for the task of developing stronger and more comprehensive programmes, through which family planning information, education and services would be introduced. It was hoped that with the implementation of the Basic Services approach increased opportunities would be provided for the education of families, including fathers, particularly those living in remote rural areas, about the benefits of responsible parenthood.

May - June 1977, E/ICEF/651

126. UNICEF believed that responsible parenthood could be encouraged by various health and social services which improved the health and well-being of children already in the family and raised the educational level and status of women. Several delegations said that UNICEF should more systematically promote family planning through health and nutrition programmes, activities for the advancement of women, and other social services, and that that should be an important element in the basic services strategy.

Child nutrition

May 1974, E/ICEF/633

Over-all approach

21. ... While population continued to grow, the capacity to increase or even maintain food production in many countries was threatened by reduced supplies of fertilizers and, in some regions of Africa and Asia, by persistent drought. Taken together, those developments were producing situations of great scarcity in some areas and a less than adequate supply position world-wide, causing the world as a whole to live, in effect, from one harvest to another. Of particular concern to UNICEF was the fact that prices for staple foods were rising rapidly in developing countries, where families in the lower income group spent approximately 80 per cent of their income on food. Generally, prices of "protective foods", including food legumes and other vegetables and fruits, had risen even more than prices for cereal grains or roots and tubers. Children of the lower income families were almost inevitably going to suffer from an increase in the price of food.

...

23. Board members endorsed the efforts of the Executive Director to work with the Food and Agriculture Organization of the United Nations (FAO) and the World Health Organization (WHO) to place before the World Food Conference an exposé of the situation of children and possibilities for action, which would emphasize the importance of the distribution and consumption of food as well as its production. The themes suggested for the Conference in connexion with meeting children's needs were the following: production (ensuring that adequate supplies of nutritious food were produced); consumption (ensuring that children would have access to proper food); and absorption (ensuring that children were sufficiently healthy so that they could effectively benefit from the food they ate). The specific measures to implement those objectives involved a national food and nutrition policy, including monitoring as a means of detecting changes in the nutrition status of children; the production of food legumes; village-level production and storage of family food; parental and community education; and measures to deal with acute and moderate malnutrition, including child health services and supplementary feeding.

...

25. For a number of years UNICEF had been advocating the establishment by Governments of national food and nutrition policies and programmes that would increase food production and take account of the special needs of young children. In the current situation, that had become essential. In that connexion, delegations felt that greater recognition was required of the interdisciplinary nature of food and nutrition measures and the need for co-ordinated efforts among governmental agencies.

...

27. ... Food legumes were one of the best potential ways of meeting the protein needs of children and pregnant and lactating women. However, unless deliberate national actions were taken, production of food legumes would suffer, since normal market forces would favour the production of cereals.

...

Importance of health services and safe water

32. Training and orientation of medical and other health personnel would be especially important, since the health services had a special role to play. Health services were in need of expansion, however. They were the principal means of carrying out curative measures and providing nutrition education and supplementary feeding, and they were also the sources of other protective measures which bore an indirect relationship to nutrition. A child suffering from parasitic infection or gastro-intestinal illness was not able to absorb effectively the food that was available, and fevers significantly increased the consumption of energy. Thus, in a period of food scarcity the need to expand basic health services and provide safe water was even more urgent.

...

37. A number of delegations expressed concern at the relatively low level of UNICEF aid directed specifically towards child nutrition in recent years. The increase at the current session to 20 per cent of commitments for such assistance was welcomed and it was recognized that child nutrition was a component of many other programmes (e.g. health, education, and family and child welfare). However, particularly in view of the current situation, higher priority should be given to nutrition.

38. The Executive Director welcomed support for increased emphasis on nutrition. Staffing in the field was being strengthened for advisory work with Governments, in co-operation with other agencies, so that food and nutrition policies, including child nutrition, would attain a high priority in national development plans.

...

72. In the developing countries there were an estimated 10 million young children suffering from severe protein-calorie malnutrition and a much higher number suffering from moderate malnutrition. That situation would be aggravated by the current rise in food prices, which was expected to be a continuous problem in the years ahead...

...

75. A comprehensive food and nutrition policy by Governments should take account of the proportionately greater needs of growing children for food, and for protein, vitamins and minerals. Breastfeeding should be encouraged, in view of the trend towards too early weaning. Iron, folate, iodine and vitamin A deficiencies should be countered by education, applied nutrition, fortification and capsule distribution programmes. *

...

78. Among the key actions that could be taken through health services to promote better nutrition were: surveillance; treatment of severe and moderate forms of malnutrition; control of infectious diseases; nutrition education; and co-operation with other local agencies. Health and nutrition education, of a type closely related to popular participation, were recommended as a component of all services.

* See breastfeeding below, page 40.

Priorities in child nutrition in developing countries

48. One of the major items on the agenda dealt with priorities in child nutrition in developing countries. As a basis for its discussion the Board had before it general recommendations to UNICEF and Governments in a report prepared under the direction of Professor Jean Mayer, Professor of Nutrition, Harvard University School of Public Health (E/ICEF/L.1328), ... and recommendations of the Executive Director which took into account Professor Mayer's report and resolutions adopted by the World Food Conference (E/ICEF/L.1329).

49. Professor Mayer's report recommended that UNICEF should concentrate its work on nutrition on five priority areas where modest expenditures could bring the greatest possible return for children in vulnerable groups. Those areas were:

- Advocacy of child nutrition, which included vigorous efforts, through international, national and regional media, and other appropriate means, to bring the problems of child nutrition to the notice of officials at all levels, and the informed public. It also included assistance in the preparation of "model" laws and regulations to improve the nutrition of pregnant and nursing mothers and of children.

- Assistance in the development of food and nutrition policy to ensure that it dealt with the demonstrated needs of mothers and children in vulnerable groups at the national level and the local level. Such assistance would include support for the highly selective gathering of pertinent data and for those aspects of training that seemed most likely to provide a high return from the children's point of view.

- Assistance to and support of primary health care, with the aim of increasing awareness of nutritional needs and prevention, treatment and rehabilitation of malnutrition. It would include the training of trainers of primary health workers, increased efforts to promote the practice of breast feeding, and the support of campaigns based upon health services to reduce or eliminate the effects of specific nutritional deficiencies such as blindness due to vitamin A deficiency, goitre, and iron and folate deficiency anaemia.

- Assistance for those programmes of nutrition education that seemed most likely to be successful at the local level, with emphasis on projects co-ordinating the advice given to various members of the family by the local health worker, the school, and agricultural and home economics extension services.

- Assistance in preparing for and dealing with mass nutrition emergencies, including planning and training activities to help countries build up their reserve capacity to deal with emergencies affecting child nutrition.

50. The recommendations of the Executive Director were directed at the main lines of UNICEF assistance policy that followed from Professor Mayer's report and the resolutions of the World Food Conference. The action suggested for UNICEF by the Conference fell broadly within the priority areas recommended by Professor Mayer. The Executive Director's paper gave illustrations of a number of actions taken by UNICEF in those areas, as well as of those which were planned or possible. The advocacy role in nutrition was part of the larger UNICEF responsibility for "representing" to decision-makers in developing and industrialized countries the needs of children and the possibilities for action. In relation to food and nutrition policies the main task for UNICEF was to help countries to develop their own capability to prepare and implement those elements having a particular bearing on children and mothers. The recommendations with regard to strengthening the child nutrition aspects of primary health services tied in closely with the Board policy approved at the current session ... In the field of nutrition education a good deal of expansion could be built into services already existing. In mass nutrition emergencies, more could be done by UNICEF, in co-operation with UNDRP and other agencies concerned within the United Nations system, in support of staff training, data gathering, preparation of plans, etc. As Professor Mayer had recommended, UNICEF should make its appraisal, monitoring and evaluation of assistance to nutrition projects more systematic; that also applied to all types of projects being assisted by UNICEF.

51. In discussing the financial implications to UNICEF of the follow-up action required, the Executive Director pointed out that some additional efforts, such as certain forms of "representing" children's needs, and assistance to planning to take the nutritional needs of children into account, could be made with relatively little additional expenditure. However, substantial additional assistance would be required to implement most of the other recommendations.

Conclusions and decisions of the Board

62. The Board expressed its appreciation to Professor Mayer and his collaborators for the study on priorities in child nutrition in developing countries. Material from the study could be published in paper-back form for sale and for distribution to people in developing countries concerned with policy and with training of personnel.

63. The recommendation that UNICEF should increase its advocacy of the improvement of child nutrition was generally supported. That policy could be pursued through many existing channels. In addition, it was agreed that it could be useful to support regional meetings of people actually concerned with improving the nutritional situation of children and mothers (some such meetings had been held in Latin America). Support might be given to meetings convened by regional organizations of a governmental, professional or technical nature.

64. The Board considered the national and social framework in which the improvement of child nutrition could take place. Leaving aside important factors such as the reduction of poverty, and a more equal distribution of income, which were largely outside the fields in which UNICEF could give assistance, it considered the improvement of child nutrition to be an important element of the basic services it had discussed earlier in the session. The improvement of nutrition was closely interrelated with the extension of primary health care, the availability of safe and sufficient water and education. It was highly desirable to include nutritional measures in all development activities and the increasing national interest in and external assistance for rural development offered an important opportunity for doing so. More attention needed to be given to the improvement of nutrition in urban peripheral areas.

65. UNICEF should expand its assistance to help countries to plan the application of measures for improving child nutrition as outlined in the Executive Director's recommendations (E/ICEF/L.1329, para. 10). Priorities among the recommendations would be selected in discussions with the individual countries that sought assistance for long-term improvements and/or for emergency relief. In many cases that could be an extension of existing assistance activities.

66. Particular emphasis was given to the effort to arrest the decline of breast feeding. Among the many measures that might be advisable was the control of advertising of infant and weaning foods, for which it might be useful to prepare model legislation and adopt social measures for nursing mothers when they worked outside their homes.

67. The improvement of nutrition, because of its intersectoral nature, described in paragraph 64 above, called for the collaboration of several national ministries, and United Nations assistance often required collaboration among several technical and funding agencies. The Board noted that in a number of cases there was scope for improvement in co-ordination. While the matter concerned UNICEF, it also extended well beyond its competence. The Board asked that UNICEF's own assistance should be well co-ordinated with that of other agencies, and that UNICEF should also play its part in furthering wider co-operation. That would include the provision of expanded aid to countries wanting assistance to develop mutually supporting national services.

68. The Board would be glad to see a higher proportion of UNICEF assistance going to the improvement of child nutrition.

May 1976, E/ICEF/644

Food and nutrition policies taking account of children

96. The Board was concerned with follow-up activities of the World Food Conference in the field of nutrition affecting children. Basic among them was the recommendation that FAO and other agencies concerned - including UNICEF - assist countries to develop their national food and nutrition planning and policies. Many countries had food production plans; the new element in the recommendation was to take account of the nutritional needs of the population, as well as production and foreign exchange considerations. Of particular concern to UNICEF were young children, who constituted the most vulnerable group of the population and had special needs. It appeared to the Board that the Basic Services concept would provide opportunities for UNICEF to promote more comprehensive nutrition planning at the national and local levels, taking more fully into account the interlocking effects of childhood disease and malnutrition.

97. Typically, countries began with nutrition "intervention" activities, which could include prevention and treatment of child malnutrition in the health services, programmes to increase local food production and preservation of foods for family use, nutrition education and home economics, etc. Generally such "interventions" began in certain zones of the country, and were later extended to national coverage. The next stage was to link the services run by different ministries, strengthen them and build them into a mutually supporting system. That might be done in one zone of the country before being extended on a national basis, constituting a third stage.

98. UNICEF was helping various countries to extend their services in each of those stages, working with other organizations within the United Nations system and with some bilateral aid agencies active in that field. Relatively few countries had adopted and were implementing a more comprehensive food and nutrition plan, but some 40 countries were considering or preparing that step. They were the first priority for assistance. The next priority was to help some of the approximately 50 countries with sectoral nutrition interventions to move into the second stage. In addition, opportunities for assistance created by changes of national policy would also be followed up by UNICEF.

May-June 1977, E/ICEF/651

116. UNICEF expenditures for child nutrition in 1976 totalled \$9 million, or 11 per cent of all programme expenditures. It was recognized that those figures understated UNICEF aid in that field, since assistance in health, education and social welfare often contained important elements of support for the improvement of nutrition

... Nevertheless, nutrition was a main element in the well-being of the young child, and a general concern was expressed in the Board at the relatively low level of aid for child nutrition - a field which was central to the purposes of UNICEF.

117. Current UNICEF assistance in child nutrition was set forth in the regional progress reports and a number of project recommendations before the Board. Assistance took a number of forms: strengthening of maternal and child health services to deal with nutrition; assistance in the development of national food and nutrition policies to take account of the special needs of children and of nursing and pregnant mothers; orientation and training at various levels (planners, administrators, nutrition specialists, auxiliary and village-level workers); applied nutrition and nutrition education to promote the production and use by families and communities of foods for better family and child nutrition; development and local production or home preparation of low-cost weaning foods; nutrition rehabilitation schemes for young children at the greatest risk and children in emergency situations; intervention against nutritional deficiency diseases (e.g. xerophthalmia, anaemias, goitre); and national or area monitoring and forecasting of the food and nutrition situation as it affected children.

118. It was pointed out in the Board discussions that, in part, the slow pace of progress reflected an insufficient recognition by decision-makers that child malnutrition could be a serious deterrent to national development; in part, it was also because there were few proven ways to tackle the problem. Furthermore, an adequate food intake needed to be accompanied by an adequate social and physical environment. A fundamental requirement for improvement was a national food and nutrition policy, which required complex multisectoral co-ordination, and a fundamental difficulty was the absence of such a policy, or a commitment to its implementation, in many developing countries.

May 1974, E/ICEF/633

/Nutrition surveillance/

26. An essential component of /food and nutrition/ policies was an awareness of the food situation in various parts of the country as it affected the population, especially children. Many Governments did not have the means of knowing the actual food and nutrition situation of the population ...

May 1976, E/ICEF/644

99. A nutritional surveillance system was a valuable tool for the establishment and implementation of food and nutrition policies. Children were most vulnerable to inadequate food distribution and consumption, and therefore surveillance had special relevance to efforts to improve child nutrition.

100. The World Food Conference had recommended "that a global nutritional surveillance system be established by FAO, WHO, and UNICEF". During the past year staff of the three organizations had participated in a number of meetings of expert and working groups and a start had been made in laying the basis for surveillance systems in several places, with assistance from various sources. UNICEF had lent its main support to a system in Ethiopia, which had been working for some time for relief purposes. At the current session the Board approved a first commitment of \$225,000 for 1976 and 1977 for assistance to countries in setting up such systems, primarily for training and for establishing or strengthening the central operations of their national systems.

Applied nutrition

28. Because of inadequate storage facilities, a great deal of food produced was lost to rodents and other pests and to general deterioration - in many villages upwards of 20 per cent. Better storage offered one of the quickest ways to increase food supply. Although at the national level measures to deal with the problem went well beyond the capacities of UNICEF, the improvement of home and village-level food storage and protection could be accomplished at a relatively modest cost. UNICEF could help with that as part of its assistance to "applied nutrition".

29. Applied nutrition was a term for programmes UNICEF had been assisting for many years. Its purpose was primarily to encourage, at the home and village level, the production (largely non-commercial) and consumption of foods supplying protein, vitamins and minerals, as well as calories, in order to enhance the family diet, especially that of children. Experience had indicated that the programmes could be made more effective by more concentration and by securing more village-level participation at all stages, from planning to implementation...

30. One of the most important ways to foster better child nutrition was to find means of advising parents on how to provide adequate diets for their children in situations of potential difficulty or scarcity. Educational measures included providing direct advice and demonstration through whatever services actually reached the parents - the health centre, the school, the co-operative, etc.; improving the curricula of various training courses; and using the mass media, especially the radio...

72. ... Village-level food production and storage were stressed. Government actions to help production could include the following:

- (a) In countries with population pressure, wherever there were numerous families without access to land, arranging for communal or individual allotments for food cultivation;
- (b) Widening the scope of agricultural extension services, which had often been concerned only with cash crops for export, to advise on family food production. The assistance available from agricultural banks and co-operatives might need to be similarly widened; and
- (c) Using information media to alert and educate the population.

73. Further efforts to improve home and village storage facilities could save at least 10 to 20 per cent of the yearly harvest. UNICEF, FAO and WHO had been assisting "applied nutrition" projects to encourage local and family production, especially for the requirements of children and mothers. Those projects should be expanded, ... and modifications should be introduced to make them more effective....

May 1974, E/ICEF/633

/Nutritional rehabilitation/

31. Since child malnutrition was likely to increase, Governments would need to expand their facilities for preventive measures and nutritional rehabilitation. They should be based on whatever institutional arrangements were available, including hospitals, health centres, nutrition rehabilitation centres and welfare and child-care centres. Wherever possible, treatment should be accompanied by education of the mother in child care and nutrition.

May 1974, E/ICEF/633

/Supplementary feeding/

33. It was unlikely that there would be sufficient foods and funds available for supplementary feeding on a large scale to deal with the probable increase in child malnutrition. Supplementary feeding would, however, be particularly needed in emergency situations, of which, unfortunately, more could be expected. In many cases imported food supplies would be needed for institutions treating children for malnutrition, though to some extent that need could be met by financial assistance for the purchase of local foods. In addition to foodstuffs, the poorer countries would also need financial support for distribution, the salaries of selected staff, training, transport, utensils and educational materials.

34. UNICEF hoped to be able to continue to serve as a channel for supplementary food to national programmes combating child malnutrition, working in close co-operation with the World Food Programme and major food donors.

May 1976, E/ICEF/644

103. Drought and other disasters that had contributed to the grave food shortages of 1973 and 1974 had eased during 1975 and harvests had been better in many parts of the world, including areas where UNICEF had been assisting child relief in the Sahel, in India and in Bangladesh. In Ethiopia the drought had shifted to other areas of the country.

104. In instances of requests for food for emergency and long-term child feeding UNICEF had looked first to WFP for supplies ... a co-operative agreement had been established with WFP, which provided for joint consultation and collaboration in assistance programmes in which there was a common interest. If WFP was not in a position to provide the type or quantity of foods needed, UNICEF would try to obtain the foods directly from donors. In 1975 UNICEF had shipped 32,722 metric tons of food... That compared with 18,031 tons shipped in 1974, but was only 25 per cent of the amount requested. (In addition to overseas shipments, UNICEF had purchased children's food in 1975 within two of the countries assisted - Ethiopia and India.) The food had been used for emergency relief assistance to children in a number of countries suffering the effects of natural disasters or warfare and civil strife situations. In addition it had also been used in supplementary child feeding programmes in several countries as part of special assistance projects.

May 1974, E/ICEF/633

/Weaning foods/

74. In urban areas, weaning foods should be made available through health centres, pharmacies, co-operatives and low-price food shops at prices subsidized by the Government. In rural areas, Governments could help educate mothers in the preparation of weaning mixtures from indigenous foods.

May 1974, E/ICEF/633

/Breast-feeding*

30. ... Greater efforts should be made to discourage premature weaning from breast-feeding... UNICEF should be prepared to augment its assistance in that area, for example by preparing more information materials.

May 1976, E/ICEF/644

109. Participation by UNICEF in the worldwide campaign to counteract premature weaning of children continued, principally by support for education of mothers through maternal and child health centres and by providing them with food supplements. Also, young girls received special information as part of health education in schools. Diffusion of an understanding of the nutritious value of mothers' milk and the problems of using bottle feeding was also carried out through support of the publication of educational materials and through radio and educational films.

May - June 1977, E/ICEF/651

120. Several delegations believed that considerably increased emphasis was required to discourage premature weaning from breast-feeding. The trend toward abandonment of breast-feeding was alarming, and the consequence of artificial feeding, particularly in regions where the economic level could not support the necessary food and hygienic facilities, were serious. Ways of promoting breast-feeding should be studied and UNICEF should play a more active role in the promotion as part of its support to child nutrition. The results of a three-year study relating to breast-feeding, conducted by the International Children's Centre, WHO and the Swedish International Development Agencies (SIDA), would soon be available and could serve as a guide for the requisite action. The Board requested the Executive Director to review that study and report to the Board at its next session, if possible, on the implications of it for a more systematic approach by UNICEF to the problem. It also requested that he consider the desirability of placing the subject of breast-feeding on the agenda of the next session of the UNICEF/WHO Joint Committee on Health Policy which will be meeting early in 1979.

*See also page 32, paragraph 75.

/Education/

/Over-all approach/

May 1974, E/ICEF/633

144. In the field of formal education the Board had decided in 1972 that the future direction of UNICEF aid should be towards projects for educationally deprived children of primary school age and adolescents who had missed schooling - particularly in rural areas and urban slums and shanty towns.

...

146. To help implement the new approach and assist Governments in reviewing and revising their education policies, UNICEF had arranged with UNESCO for the assignment to UNICEF regional offices of special technical advisory staff and supporting services. Members of the Board welcomed the fact that the education projects presented to the session for the Board's approval reflected those new guidelines, and that the programmes being assisted by UNICEF were increasingly being broadened from the traditional academic approach to a more practical and life-oriented approach, including health and nutrition education and the preparation for productive activities.

May 1976, E/ICEF/644

111. As a result of the assistance policy adopted by the Board in 1972, UNICEF aid in education had since then been focused on helping to meet the minimal learning needs of educationally deprived children of primary school age. Greater emphasis had been placed on including girls in education. Assistance for innovative projects was also being emphasized. The 1972 assistance policy had been extended by decisions of the Board in 1973 and 1974 to the effect that non-formal methods, as well as formal schooling, should be used to reach those children and adolescents who otherwise would not receive education. While implementation of the Board's guidelines was proceeding, the over-all objective - that many more children should be reached with some effective form of education - still fell far short of achievement.

112. Nearly all sectors of UNICEF assistance included important components of education: health education, nutrition education, education about safe water and sanitation, instruction about responsible parenthood, the many kinds of programmes aimed at improving the condition of women and girls, and project support communications. They were, in fact, aspects of non-formal education most urgently needed for the well-being and growth of children, and were important elements in mutually supporting services at the village level, which were part of the Basic Services concept.

...

115. At the conclusion of the Board's debate on priorities for UNICEF assistance, the Board requested, inter alia, that a study on the flow of external aid for education including the participation of UNICEF be presented at its next session...

25. The Board had before it a report by the Executive Director, entitled "Flow of external aid to education at the primary school level and to non-formal education, and UNICEF participation" (E/ICEF/L.1358) prepared at the request of the Board as a consequence of the debate at its 1976 session on the setting of UNICEF programme assistance priorities. In preparing the report, the UNICEF secretariat had been helped by UNESCO, bilateral aid agencies, and Mr. H.M. Phillips. The representative of UNESCO helped to introduce the report and participated in the discussion.

26. The report pointed out that UNICEF assistance to education derived from its advocacy of a systematic approach to children's needs. Primary or basic education was an essential element in the personal development of children and in their preparation for a productive life. It was a component of basic services without which the other components would be weakened. UNICEF emphasis was on promoting qualitative improvements in education and helping countries to find ways of delivering effective education to children who were not yet receiving it. Accordingly, it concentrated on providing aid for curriculum reform, the development of teaching aids and textbooks, teacher training and retraining, and the education of girls. UNICEF also provided assistance in connexion with reconstruction efforts in primary education in countries affected by wars or natural disasters. The report made a number of main points as set forth below:

(a) In the poorer developing countries of Africa and Asia, on the average, only about one third of school-age children were enrolled in primary school; a high proportion dropped out after the first or second year; the absolute number of illiterates over 14 was growing, especially among girls.

(b) Efforts were being made at renovation, reforms, and innovations in content, channels and methods, as well as extending coverage into less-favoured areas. However, a high percentage of the national budgets were committed to teachers' salaries, and ministries, therefore, had few resources for problem-solving along those lines.

(c) For primary and non-formal education, official aid was \$145 million (\$70 million multilateral and \$75 million bilateral), or 6 per cent of total official aid for education. In contrast, developing countries were themselves spending on the average about half of their educational budgets on primary education, a total of some \$13,000 million.

(d) Of the \$70 million multilateral aid committed for primary and non-formal education in 1975 the two largest sources were the World Bank group (\$30 million) and UNICEF (\$29 million). The remaining \$11 million came from the UNESCO regular budget (\$3 million), UNDP/UNESCO (\$3 million) and others (\$5 million). UNICEF aid amounted to 40 per cent of general multilateral aid in that field and 20 per cent of multilateral plus bilateral aid.

(e) UNICEF aid for education was co-ordinated at both headquarters and the country level with that provided through technical assistance and various funding agencies.

(f) UNICEF aid for education had gone predominantly to the least developed and "most seriously affected" countries. UNICEF commitments for education ranged between 20 and 26 per cent of all project commitments, and in recent years about one fourth of those commitments had been for non-formal education.

27. The Executive Director believed that the effectiveness of UNICEF co-operation could be strengthened in a number of fields in which countries faced many unsolved problems - the education of rural children in relation to rural development, the education of urban children in relation to other services for poor urban areas, education and literacy training for adolescents and women. The technical co-operation of UNESCO, and the exchange of information with the World Bank, would continue to be important supports for the effectiveness of UNICEF aid. In addition, using the information available to it, UNICEF should try to increase the flow of external resources to the broad field of primary education, formal and non-formal.

28. The main conclusion of the Executive Director's report was that UNICEF co-operation, small as it was in relation to the problem, was filling a major role in a key field of development at a critical point in the evolution of that field, and was complementing rather than duplicating other aid, both in substance and methods of operation. A special role was played by UNICEF aid because of its emphasis on child development and on the relations of basic education to other basic services required for child development. It was important, therefore, for UNICEF to continue along existing lines in that field, at least for the foreseeable future, continuing to emphasize building national capacity with respect to content and methods of education, links with health, nutrition, child care and the education of girls and mothers, aid to projects in the lowest-income countries, and serving the lower socio-economic groups. UNICEF should also actively encourage other agencies to increase aid for primary education, both formal and non-formal.

29. In the Board discussion there was general agreement that new initiatives in both formal and non-formal education relevant to socio-economic needs constituted a vital component of social change benefiting children, particularly those of the more disadvantaged population groups...

...

35. The Board approved the following conclusions:

(a) The Board concluded that the general lines of UNICEF assistance policy should be maintained for primary education and non-formal education, especially as an eventual component of basic services. It was encouraging to note that many countries were developing basic education, combining

some of the methods of primary and non-formal education, and fitting in well with other basic services. Emphasis should be maintained on building national capacity with respect to content and methods; on links with health, nutrition, child care, preparation for participation in society, the education of girls and mothers; on aid to projects in the lowest-income countries and the lower socio-economic population groups; and on rehabilitation, usually financed substantially by specific purpose contributions. It would be appropriate in the future to give more attention than in the past to encouraging exploration and development measures to meet the educational needs of pre-school children, to the use of traditional channels of education, and to the education of gifted children.

(b) The Board noted that the report submitted at the session covered current UNICEF assistance policies but did not evaluate their application. It requested that such an evaluation should now be prepared with a view to submitting a report at the 1979 session.

(c) In view especially of the many unexplored and unsolved problems in the field of education, UNICEF, in applying its assistance policies, should give great attention to making its aid to education more effective. In that, it should continue to take advantage of the technical co-operation of UNESCO, and the expertise available in the countries with assisted projects, and should consult as appropriate with other agencies active in that field.

(d) UNICEF should use the results of the study on the flow of external aid to encourage, wherever it could, a greater flow of aid to that field from other sources.

May 1974, E/ICEF/633

Non-formal education

79. As a means of indirectly aiding the young child, literacy and the education of mothers and young girls were a main focus both of the report and of discussion in the Board. The total investment in literacy was considered remarkably small compared to its effect on health, nutrition and family planning. But retention of reading skills required use in daily life. Literacy training for women and girls should have a content relating to consumer information, housekeeping, health and nutrition education and child-rearing. Non-formal education programmes could help meet those needs.

...

96. Another major item on the Board's agenda was the draft of a second report prepared for UNICEF by the International Council for Educational Development (ICED), entitled "Building New Educational Strategies to Serve Rural Children and Youth" (E/ICEF/L.1304), together with the comments of the Executive Director concerning the report (E/ICEF/L.1305). The Board had reviewed at the year's previous session the interim report of ICED (E/ICEF/L.1284), which had subsequently been published under the title New Paths to Learning for Rural Children and Youth, and widely disseminated throughout the United Nations system and other international and bilateral aid agencies, and in the developing countries. The second report, though it touched on some of the issues dealt with in the interim report reviewed the previous year, went beyond that to a deeper analysis of the educational

needs of children, especially those needs relating to literacy, employment and family and community life.

Potential for meeting learning needs

97. The report concluded that non-formal education had great potential as one of the means - along with formal education - for meeting the learning needs of children and youths in the poorest rural areas of developing countries. The potential was only beginning to be realized, however. There was a growing gap between the learning needs of rural boys and girls and the available educational means for meeting them. Those needs were not only for the basics of literacy and numeracy but for the kinds of skills and knowledge that would enhance the environment for the young child and would broaden the opportunities for productive and satisfying adulthood in terms of both family and community life in the rural environment. The many and diverse non-formal programmes currently in existence were serving but a small proportion of the millions of rural children who needed them. Moreover, even the formal school system, which had been greatly enlarged over the past decades, served only a minority of young people effectively and offered a curriculum that was generally academically oriented and more suited to the learning needs and life prospects of children in urban areas than to those of children in rural areas.

Linkage to other efforts

98. It was emphasized, however, that neither non-formal nor formal education could by themselves alleviate the complex and fundamental problems of rural life in the developing countries: the problems of hunger, poverty, disease and unemployment. To make a real impact on the living conditions and life prospects of those children, education in many forms must be linked to complementary efforts to improve health, family and community welfare, and employment prospects. Educational and development planners were urged, therefore, to view formal and non-formal education together, and as but one element of the requisites for development.

99. Despite the many infusions of modern technology and scientific knowledge into rural areas over the past 10 years, the over-all health and welfare of rural communities - and especially of the young generation - had improved only marginally in many areas and in some had actually deteriorated owing to a variety of adverse factors. The report noted that planners were increasingly coming to recognize that economic efforts by themselves did not necessarily lead to rural development. Emphasis on economic improvements had, in a number of areas, led to a worsening of the prospects for rural children; as just one example, the efforts to increase income through production of a cash crop had in some places led to decreased production of the more balanced foods once used for family consumption, and thereby to poorer nutrition. The fact was stressed, therefore, that only by an attack on social as well as economic problems could a momentum toward rural development be achieved.

Broadening opportunities for non-formal education

100. Because of its inherent flexibility, adaptability and diversity, non-formal education could be of great value to those young people who were deprived of other forms of education - the out-of-schoolers, girls and young people from the

lowest-income families and areas - provided such programmes were well-tailored to the learning needs and practical circumstances of the learners. Yet thus far it was predominantly serving youngsters who had already had formal educational opportunities. It was therefore recommended that non-formal opportunities should be broadened in order to meet the needs of those deprived subgroups, within the context of a rural learning system comprised of formal and non-formal educational efforts that were progressively being integrated into the informal learning environment, along with any indigenous sources of education such as religious institutions and apprenticeship systems. In that way a truly lifelong system of education could be furthered.

Taking stock of existing programmes

101. The report recommended that any country anxious to develop a new educational strategy as a component of its larger over-all rural development strategy should first take stock of the existing education programmes, both formal and non-formal, governmental and non-governmental and of the existing informal and indigenous educative resources in the rural environment. The essential educational and other needs of rural communities - and especially those of the young generation - should be examined and then the resources that might be tapped to mount a long-range effort to meet those needs should be looked at.

Formulating a strategy

102. The general steps outlined for the formulation of an educational strategy were: (1) working toward the development of a political and social climate conducive to change; (2) integrating educational efforts with each other and with related development efforts; (3) relying increasingly on local initiatives and organization - in other words, decentralization; (4) developing stronger and more efficient backstopping services to provide the continuous flow of knowledge and expertise needed in a local rural educational programme; (5) strengthening personnel training at all levels, and especially promoting the development of broad-gauge planners; (6) revamping organizational structures to fit the practical requirements of a rural learning system; (7) mobilizing resources by paying greater attention to previously untapped resources such as voluntary organizations; and (8) concentrating on the greater provision of educational services for disadvantaged subgroups of the population. The report noted, however, that only long-range and sustained efforts over many years could bring about such a rural learning system and realize the potential of non-formal education within that system.

External aid

103. Although it was emphasized that the above efforts must be undertaken by countries within their own framework of social and economic conditions and priorities, assistance agencies could help not only with resources and expertise but also by continuous research and the dissemination of the positive and negative lessons derived from the experience of a variety of countries. Though the agencies would be working with developing countries at the national level, efforts would be directed toward improving the planning and operation of programmes at the district and local level.

...

108. The Executive Board agreed in principle with the general recommendations emerging from the report as well as with the specific suggestions made by the Executive Director in his comments (E/ICEF/L.1305, paras. 20-22)...

109. The Executive Board considered that UNICEF assistance policy should help countries to develop formal and non-formal education as complementary parts of over-all national efforts to renovate and reform education. UNICEF efforts should be directed towards helping countries to build up their national capacities to survey current needs, to formulate policies, to review existing non-formal educational programmes and to design and implement new ones where required. The Board approved the emphases given in the report to the appropriate education of women and girls through both formal and non-formal processes...

May 1975, E/ICEF/639

79. On the basis of guidelines established by the Board in 1972, emphasis in UNICEF aid for formal education was placed on the kind of schooling relevant to the environment and the future life of the children. Most of the aid was for the educationally deprived children of primary school age and young adolescents who had missed school. Complementing that approach, UNICEF also, in line with Board policy decisions in 1973 and 1974, provided aid for non-formal education, particularly for rural children and youth whose education was most neglected, in order to provide them with the basics of literacy and numeracy, as well as skills and knowledge to prepare them for improving their living conditions and life prospects. In the project requests coming to the Board for approval it was evident that countries generally welcomed the movement from the academic approach to a more practical and relevant system of education.

80. Several delegations felt that the trend should be accelerated and expressed some concern at the relative proportion of assistance being devoted to formal education...

81. The Executive Director pointed out that the substantial increase in assistance delivered to education in 1974, as reflected in expenditure, did not reflect a comparable increase in long-range commitments; rather, it indicated progress in catching up with a backlog of assistance already committed. While some encouraging entries had been made into the field of non-formal education, there was still a great deal to be done in order to promote the understanding and acceptance of that outreach from the more traditional formal approach...

May 1976, E/ICEF/644

114. Board members noted the relatedness of non-formal education to the formal educational system. In many countries the primary school system remained one of the best avenues for disseminating information and knowledge throughout the rural areas; one of the challenges was to use the schools as community centres to carry out non-formal activities...

/Emergency relief and rehabilitation/

May 1974, E/ICEF/633

159. During 1973, UNICEF responded to the needs of children and their mothers in several large disasters and numerous smaller ones requiring some measure of emergency relief. A special report by the Executive Director on the matter was provided to the Board (E/ICEF/632.Add.1)... As in recent years, a number of relief situations were of such a magnitude that UNICEF was only one participant in a much larger effort, in which it concentrated on the special needs of children. In all the emergency situations involving assistance from more than one United Nations body, UNICEF operations had been closely co-ordinated with the over-all efforts of the United Nations system and other sources of assistance. Co-operation between UNDRO and UNICEF had been strengthened by an improved system of exchange of detailed information, and UNDRO services were available to UNICEF in obtaining free air freight for urgently needed supplies.

160. Bilateral aid agencies had channelled large amounts of relief - especially food intended for children - through UNICEF. UNICEF's logistics capability had enabled it to play a special role in recent years, often procuring and delivering medicines and urgently needed equipment and transport on behalf of other relief agencies, which to an increasing extent were working co-operatively and in mutually supportive ways in relief situations. To improve its participation in co-ordinated international efforts, UNICEF had established at its Copenhagen Packing and Assembly Centre (UNIPAC) a stockpile of supplies commonly required in emergencies. It was also revising guidelines for the participation of UNICEF staff personnel in emergency relief operations and was building up a roster of experienced people who were ready to work on the spot when the need for relief operations arose.

...

163. Several delegations referred to the problem of maintaining a balance between the major responsibility of UNICEF for supporting long-term programmes for children, on the one hand, and the large involvement in emergency relief, on the other. One delegation hoped that by working in collaboration with other agencies UNICEF would not only strengthen the over-all capacity and effectiveness of the United Nations for emergency intervention, but would be able to transfer its relief functions and make its expertise available to those bodies whose prime purpose was crisis intervention. Other delegations, while agreeing that relief measures should not absorb a disproportionate share of UNICEF resources, emphasized that UNICEF facilities and experience enabled it to render immediate aid. They stressed the importance for UNICEF of continuing the emergency operational role it had performed effectively on numerous occasions in the past quarter of a century. UNICEF enjoyed warm public regard in donor countries, which enabled it to tap sources of financial and material support. No other organization in the United Nations system had UNICEF's operational capacity for meeting children's needs; the role of UNDRO was primarily one of co-ordination rather than of operation.

164. The view was expressed that, as had been the case in recent years, relief should continue in principle to be financed mainly by special contributions from Government and other sources. One delegation, however, felt that UNICEF was providing too little from its general resources for the emergency in the Sahel.

165. The Executive Director pointed out that in the past several years situations had occurred in which UNICEF was in a unique position to provide significant help during the immediate emergency phase. However, in accordance with Board policy, the primary emphasis of UNICEF would continue to be on long-term programmes. It was his hope that wherever possible the League of Red Cross Societies and other voluntary organizations would be able to provide the bulk of the relief needed from outside, especially in the early stages of a disaster. In many instances, however, UNICEF had a unique role to play in meeting the special needs of children, which were not always fully understood, or were neglected in the rush of providing relief in disaster situations. UNICEF participation had helped to ensure that children's foods and other assistance necessary for the survival and care of small children were included in the relief provided. UNICEF staff participated in the assessment of the most urgent needs of mothers and children and were in a position to follow it up quickly with diversion of supplies already in the country, to make arrangements for air shipment from the UNICEF Packing and Assembly Centre in Copenhagen when appropriate and, where indicated, to arrange for supplementary staff to augment the government emergency organization.

166. In any emergency relief work UNICEF constantly had in mind planning and assisting in the next phase of longer-term rehabilitation of health, education and other services for children. In a number of reconstruction situations, the opportunity occurred for significant innovation in the restoration and development of children's services. Among the larger rehabilitation programmes assisted by UNICEF were those in Bangladesh and throughout the Indochina Peninsula. The distinction between relief and rehabilitation and assistance for long-term programmes was often more a description of a situation than a distinction between types of aid. For example, aid by UNICEF in the Indochina Peninsula was necessary on the proposed scale because of the devastation following many years of fighting; the actual assistance, however, consisted in helping to establish, strengthen and expand basic services for children.

Use of funds previously committed for long-term programmes
for relief and rehabilitation

167. The Executive Director called attention to disaster situations, such as those that had arisen in the Sahel and Ethiopia, in which the Governments involved were not in a position to go forward with normal long-term programmes for which UNICEF commitments had already been made; they would prefer that all, or at least a significant portion, of the funds available from UNICEF in any given year from those commitments be used instead to help meet relief and rehabilitation requirements. There was almost inevitably a significant time lag between the onset of a disaster and the receipt of special contributions, and the ability to make use of funds already committed was, therefore, of crucial importance in arranging the rapid delivery of assistance.

168. The Executive Director recommended that the Executive Board authorize him, under such circumstances, to use prior long-term programme commitments for relief and rehabilitation, with the agreement of the Government concerned. The Executive Director would seek a fresh commitment for long-term programmes in the country when the Government was ready to resume carrying out such programmes.

169. A number of delegates unreservedly supported the Executive Director's proposal. A few, however, expressed certain reservations: it was not entirely clear how the procedure would work and how an emergency situation might be defined; in using such a procedure care should be taken that it did not diminish the value of appeals for special contributions for disaster situations; it was important for the Executive Director to satisfy himself that the expenditure already made on long-term programmes would not be wasted as a result of interrupting the programme; the objectives of relief and rehabilitation should be broadly in line with those of the long-term programme; the control of the Board over the use of the Fund's resources should not be impaired by the use of an exceptional procedure.

170. The Executive Director assured the Board that the authority granted him would be used with the utmost prudence. The Board, while noting the reservations of some members, approved the recommendation of the Executive Director contained in his general progress report (E/ICEF/632 (Part III), paras. 34-38). It was also understood that such use of funds would be made only when the Executive Director and the Government concerned considered that, in the circumstances, it would constitute priority use of the previously approved commitments for long-term programmes in meeting the basic needs of children and mothers. The Executive Director would also appeal for specific contributions for relief and rehabilitation programmes. It was further understood that the Board would be kept promptly and fully informed whenever that authority was used.

May-June 1977, E/ICEF/651

137. Since the last Board session a number of countries had suffered the effects of major natural disasters and civil strife. Generally, in the case of natural disasters, the affected countries themselves and the offices and agencies of the United Nations system and the International Red Cross provided early and effective assistance...

138. The general policy of UNICEF was to play a special role in meeting the particular needs of children, which were not always understood, or, were neglected, in the rush of providing basic relief in disaster situations. The two periods when UNICEF help could do most were at the beginning, before other help was mobilized and later, in rehabilitation efforts, when the interest of other emergency relief donors had waned.

D. Programme objectives and UNICEF inputs
involving several ministries

[Basic services benefiting children]

May 1974, E/ICEF/633

15. The problems affecting the children of the developing countries could be approached from many angles - adequate nutrition, health, suitable education, responsible parenthood, the special problems of the young child, the role of women, and so on. UNICEF was active in all those fields. But from whatever angle the situation was viewed, one essential conclusion emerged, namely, that those countries needed vastly increased assistance to help them maintain, and extend as rapidly as possible, the basic services reaching children.

16. The services would take different forms, depending on the organizational structure of the country. They often consisted of fairly modest, multipurpose services, and those were sometimes the best. What was most important in rural areas was that they should be based at the village level and should involve a substantial amount of participation by the villagers themselves, suitably trained. That was the only way such services could be maintained and expanded at costs that countries could afford on a recurring basis. But they also required appropriate support and supervision from higher levels of government, up to and including the top échelon.

May 1975, E/ICEF/639 (Annex)

1. It is, fortunately, now beginning to be understood that a country's prospects for development do depend importantly on the attention it gives to the well-being and preparation for life of its children. This, in practice and on the basis of experience, involves the rapid expansion of simple basic services for children and mothers in rural areas as well as in urban slums, delivering a mutually supporting group of services in these interacting fields. These services, adapted in detail to the particular needs and administrative structure of each country, would include support and assistance for the following:

Water

Safe and adequate drinking and household water; latrines and a clean environment.

Health

Immunization; simple health care and referral services, essential drugs; health education; non-clinical family planning services where it is national policy to provide them; food for malnourished children.

Food and nutrition

Home and village production of family foods; home storage.

Basic education

Extension of primary schooling; literacy teaching and non-formal education for those who have missed primary schooling.

Women's services and welfare services

Home improvements, latrines, water supply, other means to reduce excessive work, in addition to those mentioned above, such as water supply, consumer education.

2. These services would not require the establishment of new or cumbersome institutions. What is needed is the intelligent extension of services, bringing into active involvement local leadership, community participation and auxiliary personnel. A significant feature of these services is their staffing at the field level by people selected from the local population. They could be given short training courses and may be employed on a part-time basis, while continuing their previous occupation. This approach is applicable to village-level workers in health services, agricultural and home economics extension, village water supply in many areas, literacy training and women's services. In each case the main task of the professional staff becomes the support of the workers in the villages and urban peripheral areas.

3. The recently concluded conferences at Bucharest on population and at Rome on food, taken together, resulted, inter alia, in a general endorsement of this type of practical approach.

4. Supplementing this broad consensus at the highest level, there have recently been completed a series of more detailed studies on practical means to extend these basic services. WHO, in co-operation with UNICEF, has just completed a study of approaches to meeting basic health needs, relating especially to children and mothers. UNICEF, in co-operation with FAO and WHO, has commissioned a study by the Harvard School of Public Health on child nutrition, which has just been completed. UNICEF also recently financed a study, in co-operation with the World Bank, UNESCO and others, on new approaches to non-formal education. Extensive experience is available about village household water supply. The net effect of these and other studies, as well as the accumulated practical experience of the agencies concerned, is that there is now a large body of detailed knowledge available on how to go about creating and rapidly expanding these much needed basic services.

5. As to the amounts of external assistance required, through both bilateral and multilateral channels, it has not yet been possible for UNICEF or any other organization, so far as is known, to carry out a comprehensive analysis. It does, however, seem clear from illustrative experience that the costs, while large in relation to what has been available for these purposes in the past, would nevertheless be entirely feasible for the international community. The estimate before the World Food Conference for \$1,000 million a year, primarily for supplementary feeding and some attention to health care, is a useful indicator. Within a few years, something of the order of \$2,000 to \$3,000 million would be required annually for the larger group of services described above. Naturally, these funds should flow through many channels: bilateral aid, the development banks, and many other organizations, including UNICEF. This sum should be seen in relation to the \$30,000 million of concessional assistance that the World Bank estimates will be needed by 1980.

6. What are principally required are funds for the training of local personnel, supplies and equipment for the various installations, and direct financial assistance to many of the countries concerned to meet the start-up costs. A significant characteristic of these basic services is that they are designed to operate at recurring costs which developing countries could ultimately afford, often with a contribution from the communities served.

7. If the General Assembly at its seventh special session could stimulate an additional flow of resources of sufficient magnitude from the better-off countries, and a sufficient commitment on the part of developing countries to the approaches outlined herein, the United Nations system of organizations - especially those directly concerned - has already sufficient coherence and experience in practical co-ordination to do its part, through its own agencies and in co-operation with bilateral aid programmes. Some new methods of action would probably be necessary, and some are already being developed as a follow-up to the World Food Conference. UNICEF, for its part, is accustomed to co-ordinating its activities thoroughly with the other organizations concerned and would be ready to participate fully in the larger endeavour herein described.

May 1976, E/ICEF/644

13. The Board had before it a report by the Executive Director entitled "Basic Services for children in developing countries" (E/ICEF/L.1342 and Corr.1), which had a two-fold purpose:

(a) To provide the basis for a report to be submitted in response to General Assembly resolution 3408 (XXX), in which the Assembly had invited the Board "to consider this matter in depth and to report to the General Assembly at its thirty-first session, through the Economic and Social Council";

(b) To encourage and contribute towards a wider discussion, both in developing countries and among the international community, of the strategies and resources currently required for the expansion of Basic Services to meet the essential human needs of children and mothers in unserved and under-served areas of the developing world.

14. The Board established a working group, which met during its session, to prepare a draft of the report requested by the General Assembly. The report, as adopted by the Board, is to be considered in the first instance by the Economic and Social Council. It is issued separately as document E/5848-E/ICEF/645.

15. The Executive Director's report stressed the urgency of the situation of the 900 million persons - 350 million being children under 12 years and expectant and nursing mothers - who lived in absolute or relative poverty in developing countries.

16. The most practicable and effective means of meeting their essential needs lay in the development of a group of interrelated mutually interacting Basic Services in the fields of maternal and child health, including family planning, nutrition, water supply, basic education and supporting services for women. The approach proposed was an extension of that described in the joint WHO/UNICEF study on primary health care presented to the 1975 session of the Board.

17. The field application of the concept of Basic Services for children would depend for its success on the active involvement and support of the community itself from the initial planning stage; the use of locally selected persons as village agents for delivery of simple routine services; and the engagement in the public services of substantially increased members of auxiliary personnel, who, given increased responsibilities, would free professionals to devote more time to direction training, supervision, referral and support services. It was, of course, evident that the firm commitment of the Government to that concept and strategy would be an essential precondition for the development of Basic Services on any major scale in a given country.

18. The importance for the whole development process of the expansion of Basic Services was emphasized by the Executive Director. Being labour-intensive, they provided opportunities for the productive use of human resources, which were abundantly available but substantially neglected. In particular, they provided an opportunity for mobilizing that large proportion of the population in many countries that constituted an untapped reservoir of energy, potential skill and leadership, namely, women...

19. Basic Services could be so designed that they would be progressively upgraded as the level of general development rose. There was no question of suggesting an inferior level of attention when advocating Basic Services; rather, what was offered was a chance to begin services in unserved or under-served areas, which could be improved as personnel and other necessary resources grew.

20. In outlining a possible organizational and administrative pattern for the development of Basic Services, the Executive Director indicated that the example given was purely illustrative of what might be desirable. The pattern was a matter for decision by the Governments concerned. The actual components of a Basic Services programme were also for determination at the country level in accordance with locally perceived needs and priorities.

21. The quantification of requirements and costs that had been attempted in the report represented broad estimates designed solely to suggest a general order of magnitude of the resources that might be needed. Over-all costs for establishing Basic Services benefiting children in a population of 900 million people might range from 1 to 2 billion dollars a year over a period of 15 years. Actual requirements, of course, could only be determined following detailed discussions within countries.

22. The Executive Director envisaged an equal sharing of those costs between participating countries and donors. He emphasized that, while the concept of Basic Services would provide guidelines for future UNICEF programming actions, the resources which UNICEF itself might be able to allocate would be entirely inadequate to meet requirements. However,

assistance for Basic Services might be available to requesting countries from such sources as bilateral donors, the World Bank and regional development banks, UNDP, non-governmental agencies and foundations, in accordance with their respective mandates. Technical support might be provided by the specialized agencies, which would now need to address themselves to the requirements for the development of Basic Services. Similar action would need to be taken by appropriate national institutions and by non-governmental agencies.

23. Board members welcomed the report and commended it for its attempt to give a global perspective to the needs of the world's children in areas most in need of development and for its endeavour to elaborate the concept of Basic Services and establish criteria for its application.

24. The Board's report to the Economic and Social Council and the General Assembly was adopted without objection and expressed the basic views of members...

...

33. There was a general consensus that the report of the Executive Director provided an important stimulus, and the hope was expressed that the UNICEF field staff and other members of the secretariat would vigorously pursue the ideas expressed in the report in discussions both at the national and international levels. UNICEF staff should carefully monitor the development of Basic Service programmes and report on progress to succeeding sessions of the Board.

May-June 1977, E/ICEF/651

131. The basic services approach was a unifying theme throughout the Board session. It was apparent that it was increasingly becoming the focus of UNICEF work, without, however, neglecting more traditional assistance programmes in the transition period. It was also providing a focus for the co-ordination of both national services and international assistance to them.

132. The basic services approach emphasized the importance of bringing to the under-served areas of developing countries primary health care, formal and non-formal education, improved nutrition and family food supply, clean water and sanitation, responsible parenthood, and improvement in the lives of women and girls. Local leadership and community participation were, together with proper linkage to and support from higher levels of Government, key factors in accomplishing those objectives. Involving the effective use of the largely unused energies

and capacities of the people themselves, and seeking to build upon existing forms of indigenous social organizations, it was a practical way to reach the greatest possible number of children with essential services at costs that countries and communities could afford, and with significant, but by no means unrealistic, increases in external assistance from the international community.

133. It was pointed out in the Board discussions that that approach, endorsed by the General Assembly in 1976 in its resolution 31/167, was very much in line with the current focus of development strategy in building up the infrastructure of countries with the help of popular participation, and in fulfilling basic human needs within the context of each country's over-all economic and social development. It was consistent with - and a stimulus to - greater equity in the social and economic structure. While it was closely linked to the "basic needs strategy", highlighted by the World Employment Conference, which called for structural reform within countries, it should not wait for the completion of those structural changes, to which it could make a contribution.

134. It was recognized in the discussions in the Programme Committee that not all countries were ready to adopt and implement a basic services approach. UNICEF, therefore, had to remain flexible. A specific area (health, environmental health, nutrition, water supply) could serve as a point of take-off for grass-roots action identified, selected and undertaken by the community. The aim, however, would be to launch inter-sectoral action eventually covering the full range of basic needs.

135. During the course of the year the UNICEF secretariat had discussed the basic services strategy and its practical application with key officials in a number of developing countries. Useful reviews had also taken place with agencies in the United Nations system, bilateral aid agencies and international finance institutions. Efforts had been made to encourage research institutions to explore in some depth the strategy or certain aspects of it. Orientation of UNICEF staff with special attention to implications of the strategy for programming work had started. In that connexion, the point was made in the Board that since a successful basic services system often necessitated changes in traditional administrative structures as well as a political commitment to change, orientation training of national staff at policy-making and local levels was an essential element to emphasize. The view was also advanced that developing countries could learn much from the experience of socialist countries in developing their basic services, since the latter had had to face difficulties similar to those currently confronting the developing countries.

136. At a previous Board session it had been proposed that the Executive Director submit to the Board a progress report on the implementation of basic services, but no date had been set. In view of the other reports which the Board, at the current session, had asked to be prepared, it was agreed that for the time being no special report be scheduled. In the meantime the subject would come up in the Executive Director's general progress report and regional progress reports, and in various project recommendations. Other studies in which the Board had previously expressed an interest were on the mobilization of provincial and local governmental and other resources for basic services and on the administration and management of basic services. Those two fundamental subjects, which could be treated together or separately, would be prepared for the 1979 or the 1980 Board session. In the meantime WHO had begun a study of the costs of primary health care, to which UNICEF was invited to contribute.

/The young child/

May 1974, E/ICEF/633

60. One of the major items on the agenda concerned a review of assistance policy for projects benefiting the young child (from birth to six years of age). In developing countries, the over-all death rate in that age group was eight times higher than in industrialized countries. Among those who survived, chronic illness and reduced mental and physical development were widespread. Poverty was, of course, a main contributing cause of the disadvantages to which the young child was subjected. However, it was not necessary to wait until it was eliminated; on the contrary, a young child policy could very well help to reduce the level of poverty.

61. Scientific and technical advances during the past ten years had provided new means for improving the situation of young children: more rapid methods of providing safe and sufficient water; cheaper immunization against children's diseases and drugs for simple treatments; more accessible means for home and village improvement; wider communications and better possibilities for popular education in the fields of food and nutrition, health, child rearing and responsible parenthood.

62. Along with technical advances, new attitudes towards social change could also be directed towards the welfare of young children...

63. A draft report entitled "The young child: approaches to action in developing countries" (E/ICEF/L.1303) was presented in accordance with the Board's request at the 1972 session. It suggested main elements a developing country should consider when establishing or expanding its policy and services and recommended directions for UNICEF assistance.

...

65. The draft report was the second such study reviewed by the Board. A 1965 report, "Reaching the young child" (E/ICEF/520), had drawn a similar basic conclusion: very much more could be done to benefit the young child, given greater awareness of both the problem and the possibilities for action, and given a steady, continuous effort by the developing countries and the sources of external aid...

Nature of the problem

66. Both the draft report and the discussion in the Board emphasized the importance of the first six years of life; the vulnerability to disease during that period; the general inadequacy of present services; and the importance of reducing women's excessive burdens, increasing their literacy and equalizing their social status.

67. The report pointed out that many facets of the problem were inter-related: the maintenance of breast-feeding, for example, affected the child's nutrition and immunity to disease. Conversely, disease affected the child's biological use of nutrients. Because of that interrelationship, the problem was best attacked by integrated services, all converging at the point of delivery: the family, and particularly the mother.

Approaches to policy

68. The delegates concurred with the draft report's emphasis on indirect services (through the mother, family, community, environment) to the young child. A step-by-step approach to improving the coverage and quality of existing services, at whatever level they might be, was recommended, since at each level there was usually scope for desirable improvements and starting points from which better services could grow. It was necessary for people to be made aware of the possibilities for improving the situation of their children, a task in which information media, both modern and traditional, could play an important role.

69. Even for services for which a community was ready, a link was required with a governmental or non-governmental agency for technical support and material assistance beyond the means of the local community. A major administrative problem was the insufficiency of channels from the central government to the community. Much more could be accomplished if the services provided by various ministries were arranged so as to be mutually supporting.

70. Government action to improve the situation of the young child would be more effective if it was included in the national development programme; reciprocally, a young child policy strengthened the development programme, since it delivered benefits to the population in areas of greatest concern to them and raised the level of living directly.

...

81. Up to the age of six years the child was primarily dependent upon the mother and the family. The report suggested ways in which the mother could interact with her child to help develop motor abilities, its emotional development, intellectual functions, perceptions and socialization. Attention was drawn to the importance of songs and stories in the development of values.

82. With formal day-care available at best for only a few per cent of children in the age-group, other arrangements were often made by urban mothers who no longer had the support of the extended family system. A substantial improvement could be made in those arrangements, for example by offering simple training to women giving "home" day-care and by providing "play-centres" in villages run by young women on a para-professional basis. Where more funds were available, formal day-care centre facilities could be extended.

83. Formal, pre-primary education was not recommended for areas that had not yet been provided with schools for universal primary education. Instead, alternative informal teaching and child development techniques, which could be carried out inexpensively by the community, were suggested.

...

Omissions and areas for further study

88. Some problems were not treated in the report because useful information was not available to enable recommendations to be made. They included the provision of clothing and shoes to reduce respiratory and worm infections; the care of orphaned, abandoned, retarded and disturbed children; the need for legal protection; certain endemic communicable diseases, dental health; and the special needs of young children in disaster relief operations.

89. The report concluded its discussion of potentials for development of services or programmes by noting areas for further study: evaluative studies of essential services benefiting the young child (costs, staffing community linkages, outcomes); case studies on the best way to encourage community participation; special services for physical and mental handicaps; the role of the mother and of the father; and the psychological and social environment of the child.

UNICEF assistance policies

90. The report proposed that future UNICEF action should emphasize:

- Encouragement of community participation in services benefiting young children.
- Development of functional services at the field level in mutually supporting ways.
- Wide extension of basic services into areas substantially unserved.
- Strengthening of the monitoring and planning machinery of Governments relative to the above.

91. Specifically, the report recommended that UNICEF place greater emphasis on helping Governments in the following areas:

- Village supply of safe and sufficient water.
- Child food and nutrition problems.
- Mother and child health services.
- Literacy and education of women and young girls.
- Home improvement and reduction of women's work.
- More specialized services for young children.
- Government supporting services.

May 1975, E/ICEF/639

93. A number of project recommendations that came before the Board reflected increased attention to the needs of the young child. The national studies undertaken in conjunction with the Board's consideration in 1974 of the question of improving the situation of the young child were beginning to have an impact on planners, administrators, professional groups and voluntary organizations, some of whom participated in the studies...

94. One delegation, believing that UNICEF in both its advocacy and investment roles should focus primarily on children from the period of conception to the age of five, prepared a working paper on the subject which would be considered at the 1976 session of the Board as part of a discussion on the setting of UNICEF programme assistance priorities...

May 1976, E/ICEF/644

34. The Canadian delegation to the UNICEF Board submitted a paper on the setting of UNICEF programme assistance priorities, entitled "From Conception to Year Five" (E/ICEF/L.1340); the Board had before it in that connexion the Executive Director's comments on the paper (E/ICEF/L.1341).

35. The Canadian delegation's working paper proposed that UNICEF concentrate its assistance on the period from conception to year five primarily for four reasons: first, the importance of that period for the physical, intellectual and personality development of the child and adult; secondly, the current and prospective lack of resources to meet all needs of all children; thirdly, the need to improve co-ordination among aid-giving organizations; and fourthly, the desirability of maintaining the identity of UNICEF, which could be enhanced by giving UNICEF a sharper definition. UNICEF should use conception to year five as a priority-setting yardstick in pursuing its advocacy role, which should receive greater emphasis, and its investment role, which needed sharper focus. That approach would have a beneficial impact not only on UNICEF but also on the United Nations development system and the outside development assistance network.

36. In elaborating on those views in the Board's discussion, the representative of Canada stated that until UNICEF articulated its priorities clearly the central question of resource allocation would remain an issue. His delegation was not suggesting that those useful assistance programmes being carried out by UNICEF which did not fit the priority proposed by his delegation should simply be discontinued. The advocacy role of UNICEF should be to draw other agencies increasingly into the funding of programmes which benefited children indirectly. As funding was taken over by others, the UNICEF resources thus freed could be transferred to the extension of services for under-fives and their mothers. Meanwhile, the onus should be on those proposing UNICEF involvement in indirect services to demonstrate to the Board that pre-school age children would benefit most from UNICEF intervention.

37. In the absence of any breakdown of UNICEF expenditures on education between formal and non-formal education, the Canadian delegation found it difficult to judge whether a disproportionate amount of UNICEF's resources was being spent on education. Moreover, the breakdown would need to be related to a review of amounts and types of aid being spent on education by the various agencies in the United Nations system. Such a survey would enable the Board to spell out under what circumstances UNICEF might be prepared to give aid for certain aspects of education.

38. UNICEF should guard against becoming too enmeshed in the generalities of development needs. While neither country programming nor the Basic Services approach could by themselves be effective methods of setting priorities, taken together with the conception-to-year-five priority-setting pattern they would facilitate the task of the UNICEF Board and staff in deciding how the organization's limited resources could best be used. They would also be an effective tool for improving the process of co-ordination with other aid-giving agencies and moving beyond co-ordination to complementarity of assistance.

39. The Executive Director, in his comments on the Canadian proposal, pointed out that the Board, in periodically reviewing UNICEF policies and procedures, had endorsed priority for UNICEF aid to the young child (aged 0-5), but it had never proposed that assistance to projects benefiting other age groups should be excluded. The Executive Director agreed with that position. In addition to the delivery of direct benefits to the young child (immunization, special feeding, paediatric and child care), much more could be, and was being, done for the young child's protection and development through indirect measures. In fact, major benefits of both immediate and long-term significance accrued to the young child indirectly but effectively from most of the activities in which UNICEF was engaged, some of which also benefited the older age groups. Concern for the young child was, in fact, the *raison d'être* of projects relating to health services, responsible parenthood, safe and sufficient water supplies for drinking and household use, the improved sanitation of the environment in which the child was reared, the domestic production and use of better foods, the lightening of women's daily drudgery and more social welfare services. Young children were the main beneficiaries of those services, which, in turn, represented the main practical channels for reaching such children.

40. In the field of education it was the experience of UNICEF that the agencies in the United Nations system were not in a position to replace UNICEF as a provider of material assistance. Moreover, in many of the poorer countries the primary school system was the only service which reached down to the village level and could provide a base for various activities benefiting young children, their families and the communities generally.

41. The Executive Director believed that, from the standpoint of programme assistance strategy, effective action by UNICEF would be lessened if aid was limited to the 0-5 age-group. Initial approaches to ministries had to be related to existing national priorities, planning, points of entry and the country's administrative framework. The most important means of improving the situation of children in any country was the

development of a comprehensive policy for children, and a system of services benefiting them as part of the development effort. A focus on Basic Services constituted the best available method of responding to the special needs of the young child, while at the same time not neglecting the needs of older children, at least through the years of primary school age.

42. The Executive Director shared the desire of the Canadian delegation to concentrate UNICEF aid sufficiently for it to have maximum effectiveness. That could be done by concentrating assistance in limited areas, districts or provinces of countries, rather than by age groups. Actually, that approach was being followed more and more, as was reported in the Executive Director's general progress report (see E/ICEF/642 (Part II), paras. 19-27), because it fitted in well with the area or zonal approach of countries' development plans, often in connexion with rural development and integrated services programmes.

43. In conclusion, with the exception of assistance to formal education at the primary school level, the Executive Director did not believe that there was a fundamental difference between the intent of the Canadian working paper and the policies and programme procedures which the UNICEF secretariat was seeking to follow. He did not, therefore, believe it necessary or desirable for the Board to revise its assistance policies at the present time.

44. The representative of Canada did not agree with the conclusion of the Executive Director that there was no need for the Board to revise UNICEF assistance policy.

45. Delegations welcomed the working paper of the Canadian delegation as a valuable contribution to efforts to define more clearly the field of UNICEF activities and achieve greater effectiveness in its assistance programmes. There was general agreement that the period from conception to year five was the most crucial in a child's life and that therefore it was appropriate to give high priority to aid for services benefiting the young child. There was also agreement on the need to guard against an over-extension of UNICEF resources and activities, and on the necessity of maintaining the special identity of UNICEF and improving co-ordination among donor agencies.

46. While agreeing on a continued high priority for the young child, most delegations were not able to go as far as the Canadian delegation had proposed in excluding aid for children outside the 0-5 age group. A number of arguments were advanced. It was of great significance for UNICEF to be able to respond to the priorities of developing countries with regard to their children; the country approach of UNICEF required a reasonable degree of flexibility and an appropriate balance in the types of aid offered, with emphasis, wherever practicable, on benefits to the young child. It was difficult to make a sharp distinction as to the programme activities that were most productive in protecting the young child; for example, the health and education of young girls who were soon to be mothers, community activities which affected the well-

being of the family and the various elements of responsible parenthood were important. There were other areas with which UNICEF also had to concern itself, such as meeting the minimal learning needs of children and improving the situation of children in the more backward and needy areas of countries and especially disadvantaged groups. One delegation stressed that the programme priorities of UNICEF should be in those fields in which it already had long experience - maternal and child health, nutrition and education; it was especially important to help the poorer countries to establish social service infrastructures related to those fields.

47. With regard to improved co-ordination it was pointed out that it was important to involve not only agencies in the United Nations development system but also bilateral aid and voluntary agencies. A reduction in the scope of UNICEF activities would not alter or simplify the necessity for co-ordination efforts.

48. At the conclusion of its debate the Board expressed its appreciation to the delegation of Canada for bringing up for reconsideration a very important aspect of UNICEF assistance policies. The Board concluded that the high priority currently accorded the young child should be reaffirmed.

49. Given the increasing proportion, over the last decade, of the amount of the total programme budget going to education, the Board requested the Executive Director to present to its 1977 session a report on the flow of external aid of various types to formal education at the primary school level and to non-formal education, and on the substantive aspects of the evolution of UNICEF participation therein.

May-June 1977, E/ICEF/651

123. The high priority accorded by UNICEF to the young child was reflected in many of its activities during the year. They included assistance for direct measures on behalf of the young child, such as health and medical care, special feeding, immunization and day-care. Indirect measures were assisted through projects relating to safe and sufficient water for drinking and household use, improved sanitation of the environment, nutrition education and domestic production and use of better foods, the lightening of women's heavy daily work, and programmes in which parents were helped to become more actively involved in the development of the young child.

124. As part of the UNICEF advocacy role, field staff sought to ensure that the problems of the young child were given appropriate weight in country approaches to basic services as well as through other direct and indirect measures. The terms of reference of advisers on women's activities in the UNICEF regions were enlarged to cover activities on behalf of the young child. In some countries studies and analyses on the needs and problems of young children were supported as preparation for the development of more appropriate policies and action programmes. Parallel to those activities, concerted efforts were made to encourage community participation, particularly by women, in the development and implementation of community-based projects for the improvement of family living conditions and services benefiting children.

/Women and girls/

May 1974, E/ICEF/633

152. In 1970 the UNICEF Board had considered an assessment of projects for the education and training of women and girls for family and community life, particularly through organized women's movements... The Board was informed that, as a result of further experience with UNICEF-assisted projects, revised programme guidelines and a basic list of equipment were being prepared. The guidelines recommended that, in addition to providing opportunities for acquiring knowledge and skills for better child-rearing and home improvement, projects should place greater emphasis on increasing the capacity of women and girls to participate in the life and development of their communities and to raise their earning capacity through better skills, improved food production, better marketing, home industries, co-operatives, etc. Additionally, as was agreed by the Board at the current session in its consideration of the study on the young child ... greater emphasis was required on activities that would improve the literacy of women and relieve them of the enormous burden of daily drudgery. The latter goal could be attained by improved village technology, and village water supply programmes to which an increasing proportion of UNICEF assistance was already being directed. The beneficial effects of responsible parenthood on the family were self-evident. The prevention of childhood diseases through immunization and the provision of suitable forms of organized day care also had a direct impact on the well-being of women and children.

May 1975, E/ICEF/639

82. At the previous year's session, the Board had welcomed further efforts by UNICEF to help improve the status and condition of women and girls as an important means of improving the over-all welfare of children and had recommended that greater emphasis be placed on helping Governments in the areas of literacy and education of women and young girls and in lightening the burden of women's daily work... There had also been general agreement that UNICEF could play a significant role in its participation in the programme for the International Women's Year beginning in 1975.

83. The Board noted that in many ongoing projects there was an increased emphasis on activities benefiting women and girls, including those affecting maternal and child health care, food and nutrition, and formal and non-formal education. It also approved assistance for a number of new projects involving and benefiting women, which centred on training and women's education at the village level together with the use of simple labour-saving technology... Several delegations expressed satisfaction about such efforts and stressed the importance of the role of women in health, nutrition, and food production and use; the fostering of responsible family attitudes; and in enhancing the efforts of government services.

84. The Board also approved a proposal for assistance to three regional projects in Africa, Asia and the Eastern Mediterranean region (E/ICEF/P/L.1621), which were designed to provide sources of new information, approaches, methodologies and techniques in order to improve the status of women, and lead to national action programmes. The projects reflected the need for measures that would aid Governments to define more precisely the main categories of the problems of women; to set an order of magnitude and a scale of priorities; to develop the right approach for the delivery of integrated services; to distinguish those factors in certain cultural structures that generated change of attitude and motivated women to participate; and to train the personnel needed for the planning and implementation of programmes. Those projects did not constitute a one-time effort but would be an integral part of UNICEF's continuing efforts to assist women.

85. Other major steps had also been taken to further UNICEF co-operation in enhancing the condition and status of women. A new guidelist of supplies and equipment that UNICEF could provide for women's programmes had been prepared, together with comprehensive guidelines for their selection and use. A paper, "Women and development: the UNICEF perspective" (E/CONF.66/BP/15), had been prepared for presentation to the World Conference of the International Women's Year. It discussed actions that could be taken to stimulate and assist programmes for women in disadvantaged urban and rural areas that had an important benefit for children. Those actions, of a type increasingly being assisted by UNICEF, were based upon the premise that women could be motivated to participate in a programme if they perceived that there was a chance to improve care for their children, the family's standard of living, or their own sense of achievement and self-development. Stress was laid on the important role women should play in the implementation of basic services for children, as well as the contributions that those services, in turn, could make to improve conditions of life for women.

May 1976, E/ICEF/644

116. The need to improve the status of women and their conditions of life and assure the growth and well-being of the child was a concern long recognized in UNICEF-assisted programmes for women and girls. The World Conference on International Women's Year had launched a World Plan of Action incorporating a number of priorities and targets for the period 1975-1980 that were directly in line with UNICEF concerns. They included an increase in literacy, especially in rural areas, comprehensive measures for welfare services, non-formal education and basic skills training, and measures to relieve the workload of women. UNICEF was prepared to continue and expand its collaboration with countries in that direction, and to help them study and analyse the situation of women and girls and prepare appropriate national policies that would extend programmes benefiting mothers and children, and enable women to assume more responsible roles in those programmes.

117. UNICEF-aided projects benefiting women were now seen as being closely related to, or an integral part of, larger programmes aimed at raising levels of family and community living within the context of national development plans. Actions in favour of women and girls were included in many ongoing UNICEF-assisted projects in maternal and child health care, food and nutrition and education. Greater emphasis was being placed on non-formal education, particularly on literacy geared to the needs of everyday life and on training at the village level. Such services for women and girls were included under programmes in child health, child nutrition, social welfare services for children and education. To further those activities, a new guidelist of supplies and equipment that UNICEF could provide for women's programmes had been prepared, together with comprehensive guidelines for their selection and use. In several UNICEF regional offices a staff member had been assigned to serve as an adviser on programmes benefiting women. Certain staff members in UNICEF representatives' offices had also been given the responsibility of viewing projects for a possible women's component.

118. The Board approved a regional programme in the Americas (E/ICEF/P/L.1636) for the promotion and development of the role of women in community activities and in the development and welfare of the child and the family, which complemented the regional programmes for women already underway in Africa, Asia and the Eastern Mediterranean region. Those programmes were designed to provide sources of new information, approaches, methodologies and techniques to improve the status of women, to be used by countries in planning national action programmes.

...

121. The Board ... stressed that in furthering women's role in development greater emphasis should be placed on training to help them assume equal responsibility with men in development activities. The application of the Basic Services approach provided fresh opportunities to tap women's potential skill and leadership for development.

May-June 1977, E/ICEF/651

125. Assistance was given for measures intended to increase the mother's capacity to take care of her children, to alleviate her tasks and to augment her educational and income-earning opportunities. It was felt that, in many instances, that provided greater help to the young child than direct services for children. UNICEF continued to provide assistance for the training of women and girls in the areas of child care, nutrition, health, home budgeting, cooking, sewing, food production, food preservation and storage, and so forth. In some countries women were being helped to acquire skills such as poultry-keeping, bee-keeping and handicrafts, that might lead to an increase in family income. Because of government concern with malnutrition, there had been particular interest in programmes that focused on improving mothers' knowledge regarding food requirements of young children. Greater emphasis on functional literacy, relieving women of the enormous burden of daily drudgery through simple labour-saving devices in the home and village and making it possible for parents to determine the number and spacing of children were approaches of growing interest to Governments and would have an impact on family life and the welfare of children..

...

127. Considering that an increasing percentage of families had a female head of household, one of the more serious problems for women was that of earning income in support of the family. As a consequence of the new trends in women's activities, UNICEF was receiving an increasing number of requests to widen the context of its traditional assistance to women's programmes to take that into account. Training in UNICEF-assisted projects could include training and demonstration in activities that supported family income and, in some cases, modest assistance, after training, for starting a production activity.

128. In the Board and Programme Committee discussions, a number of delegates commended the increasing emphasis, as a key factor in helping children, on types of assistance especially benefiting women and girls. There was general approval of UNICEF assistance to activities, including training in various skills, which had the potential of improving family levels of living and increasing family income, as well as helping women play a more responsible and active role in community life and betterment.

Reaching the children of the urban poor

May 1975, E/ICEF/639

95. UNICEF involvement in helping Governments develop services for children in urban slums and shanty towns on the basis of policies approved by the Board in 1971 had been slower than originally expected. While several pilot projects were underway, in the main the aid provided by UNICEF, with technical support from the United Nations Centre for Housing, Building and Planning, was for preparatory activities. A main obstacle was that most countries did not have national policies and programmes aimed at meeting the needs of the urban poor, and there was a reluctance to initiate improvements in slums and shanty towns for fear of encouraging rural-urban migration.

96. More effort was needed to gain acceptance of the concept that government services must work in concert with the urban poor in improving existing slums and shanty towns. In that connexion progress might be accelerated by more project staff at the country level. Greater emphasis was also required on the use of professional and technical services available in the countries concerned, as well as those available internationally. The UNICEF secretariat would try to strengthen the collaboration already initiated with other agencies concerned, including the World Bank, and professional groups. At the same time UNICEF would be more open to assisting limited actions rather than awaiting comprehensive approaches. The idea of a "package" of basic services for children could be adapted for use in forms appropriate to urban slums and shanty towns.

May 1976, E/ICEF/644

75. Some concern was expressed by Board members at the relatively slow progress made in supporting community-based services for children in slums and shanty towns and they looked forward to receiving a fuller review of that aspect of the work of UNICEF at the next Board session...

63. In 1971, the Board, upon the recommendation of the Executive Director, had adopted guidelines for the expansion of UNICEF aid to children in urban slums and shanty towns. ^{10/} Based on the premise that the urban poor could do a great deal to help themselves given the proper support, the Board agreed that UNICEF aid for services benefiting children in slums and shanty towns would be given in all fields in which UNICEF normally assists, but in forms appropriate to the urban situation. That would include assistance in the formulation of policy, in establishing the necessary organizational structures, project preparation, and assistance in the delivery of services. In the Board's view it would be desirable to have as comprehensive a framework of action as possible. In some cases, however, assistance for selected projects of immediate benefit might be required as a first step. While UNICEF was to focus its attention primarily on the needs of children, the wider economic and social setting would have to be taken into account and would provide an opportunity for various members of the United Nations system to work together in a complementary relationship.

64. One of the assumptions behind the 1971 decision was that the types of health, nutrition, education and welfare services that UNICEF normally assisted could not be simply extended into poor urban areas because of existing governmental, economic and social constraints, and that it was necessary to have special urban projects of which those services could form a part.

65. At its sessions in 1975 and 1976, the Executive Director reported to the Board that relatively slow progress had been made in supporting services for children in slums and shanty towns. In order to have a fuller understanding of the situation the Board requested a review, to be submitted at its 1977 session, of the experience of UNICEF in providing services in poor urban areas. In response to that request, the Executive Director had prepared an information note (E/ICEF/P/L.1653 and Corr.1), which provided a review of the seven urban projects currently being assisted and certain observations concerning the pattern, form and content of UNICEF assistance to urban projects.

66. Projects receiving some aid from UNICEF fell into two broad categories: long-range comprehensive programmes aimed at physical improvements and social and economic development of low-income communities, where UNICEF assistance was directed towards the social component benefiting children; and more limited programmes where the major emphasis was on the delivery of services. Long-range comprehensive UNICEF assistance was given in partnership with a larger funding partner, national or international. Under the more limited programmes, those providing services of fairly immediate benefit to poor urban children, UNICEF was the major outside provider of financial assistance...

^{10/} Official Records of the Economic and Social Council, Fifty-first Session, Supplement No. 8 (E/5035-E/ICEF/612), paras. 126-129.

68. In the course of reviewing the projects, some light was also shed on the elements of a feasible urban basic services system that would bring direct benefits to poor children. While the focus of assistance had been on the children of the urban poor, it had been shown that it was easier to identify the target group than to reach it effectively. Part of the difficulty could be laid to the fact that years might be spent in working towards the establishment of appropriate policies by national and local Government and the creation or strengthening of institutional capacities to plan and execute programmes affecting poor children. There was also a lack of experience of site-and-service projects and slum upgrading, and limited resources to undertake such programmes. Another reason was that the concept of slum improvement and the establishment of assistance programmes to the urban poor had not yet gained national acceptance in many developing countries. A further difficulty arose out of the natural tendency to provide both social and physical services in the first place for the middle and upper income areas in cities. In many cases where projects had focused on specific environmental improvement programmes for the poor, as for example in the case of "low income" housing, the costs of those facilities had been beyond the economic means of the original target group. Nonetheless, there had been a growing awareness by Governments that effective solutions for the problems of the urban poor had to be found.

71. As a consequence of an increasing general awareness about urban problems and the plight of the urban poor, and particularly because the special urban projects assisted by UNICEF were so limited in scope, there was reason to doubt whether the main approach for UNICEF assistance should continue to be through special urban projects. The Executive Director therefore recommended that a clearer picture be drawn of UNICEF assistance benefiting the children of the poor in urban areas, not just assistance through special urban projects. The constraints affecting the flow of that assistance also needed to be understood more clearly. Furthermore, a framework for providing basic services in urban areas at a low cost was yet to be elaborated. Because it was not possible to cover those questions in the present report, he proposed to report further to the 1978 session. Suggestions for UNICEF assistance policy could follow from that review.

72. Meanwhile, it was not necessary for that re-examination to delay the application of current assistance policies. UNICEF should continue to handle requests for assistance for urban projects benefiting children, for extension into unserved urban areas of the types of service in which it generally co-operated, and for related investigation and training. Complementing those activities UNICEF should continue to work with other members of the United Nations system, bilateral agencies and non-governmental organizations, in order to increase the total resources available to developing countries so that more adequate solutions to the urgent problems of urban children might be found.

...

80. The Board agreed to the preliminary conclusions and recommendations of the Executive Director submitted in his information note (E/ICEF/P/L.1653 and Corr.1) and authorized the Executive Director to submit a further report on the subject at its 1978 session, taking into account the comments and views expressed by Board members.

/Handicapped children/

May 1974, E/ICEF/633

84. Many of the health, nutrition and parent education measures suggested in the report would contribute to the prevention of handicaps in young children. However, rehabilitation of handicapped children was a much more difficult problem to deal with and one in which experience in developing countries was limited. The report suggested that non-governmental organizations with a special interest in the handicapped could provide valuable advice and assistance. A number of delegates felt that greater efforts were needed in that field...

...

125. ... Several delegations expressed the hope that UNICEF would find ways to do more than in the past for the rehabilitation of handicapped children, for example by training workers in that field...

/Training/

May 1974, E/ICEF/633

85. ... Training was a key means of improving the situation of the young child. It should include appropriate orientation for field personnel of all agencies, as well as pre-service and refresher training for those more directly concerned. All levels of staff should be included, from field workers to those concerned with planning and administration at the higher levels. Particular attention should be given to auxiliary workers in services reaching into rural areas and shanty towns and to local leaders, volunteers and staff of non-governmental organizations.

...

153. UNICEF devoted about one third of its programme assistance to the orientation or refresher training of personnel, mostly women, within the assisted countries. The personnel included leaders of national and community women's organizations, the tutorial staff of various training institutions (nursing, midwifery, family planning, teacher training, community organization, home economics, social welfare and day care) and in some cases in-service trainees in those fields. Training assistance had been further extended into communities and families through short orientation courses of a few days' or weeks' duration for thousands of women to enlist their participation in various activities for self-betterment and for the improvement of family welfare.

May 1975, E/ICEF/639

76. There was general agreement in the Board on the continuing importance of training at the middle and lower levels and on the value of UNICEF's contribution thereto in the form of training materials and local stipends. In 1974 over 219,000 people had been trained with the aid of UNICEF stipends as part of within-country training schemes within assisted projects. Delegations noted with appreciation that higher-level training was also being carried out to an increasing extent in the countries themselves...

May 1976, E/ICEF/644

76. The Board continued its support of two interregional training Centres, the International Children's Centre in Paris and the Institute of Child Health in London, in view of the excellent training and research carried out by those institutions. At the same time several members expressed concern at the fact that UNICEF should continue to provide funds for institutions in industrialized countries and indicated their preference for UNICEF support to institutions in the developing countries.

Building up national capacities

May-June 1977, E/ICEF/651

100. For a number of years UNICEF had been helping countries build up their national capacities in connexion with services benefiting children. A major element in that had been the support for national training schemes for personnel engaged in services benefiting children at all levels of work - planning, directing, teaching, professional, auxiliary, part-time and volunteer. Recent new emphases in UNICEF assistance were the training of community leaders at the grass-roots level and for developing managerial capacity at the intermediate level. Of growing importance also was UNICEF assistance for "appropriate" or "village-level" technology ... and for projects which increased the capacity of women to participate in the life and development of their communities and added to their skills and earning capacity...

101. In addition, UNICEF had helped build up national capacity through the greater use of national professional expert resources. That was not only more economical than services provided by an international staff, but had the advantage of bringing into the situation a closer knowledge of local conditions and laid the basis for a continuing involvement. Assistance was provided for studies, contracts with national institutions and employment of national consultants for certain aspects of project design and development ... the development of statistics on children and youth and increasing the capabilities of ministries in strengthening their own programme evaluation machinery for services affecting children.

102. Another element of UNICEF help to build up national capacities was the supply operation. As indicated elsewhere in the present report, UNICEF purchases in developing countries had been rising in absolute terms as well as in proportion to total purchases, and in some countries the encouragement of local production of supplies required for children's services had been an important element in the project plan. A number of project recommendations submitted to the current Board session had local production elements, using the physical resources available in the country, with a minimum contribution from outside: production of weaning foods for small children; manufacture of educational materials, particularly scientific materials; local printing of textbooks and manufacture of vaccines or bulk processing of drugs ...

All those projects relied on local manpower which in some instances required technical training. Increasingly, use was being made of local experience or knowledge of traditional practices. Traditional medicine and the nutritive content of indigenous plants and fruits were beginning to be recognized as complementary factors in health and nutrition activities.

103. The emphasis of UNICEF on that aspect was welcomed by Board members. It was seen as helping to promote the goals of the new international economic order by strengthening self-reliance and technical cooperation among developing countries. The secretariat was urged to extend and intensify UNICEF assistance in that direction.*

Assessment, monitoring and evaluation

May 1975, E/ICEF/639

74. In the Board's discussions attention was drawn to the value of making a prospective appraisal during the period of project planning and preparation to determine long-term objectives and the probable return from national and UNICEF commitments; monitoring the progress of assisted projects; and retrospective evaluation of some of them. A number of examples were given of such exercises in relation to requests coming before the Board at the current session and usually carried out on a sectoral basis, in which the relevant technical agencies in the United Nations system were involved. Interest was expressed by delegates in UNICEF assistance that could strengthen national capacity for appraisal, monitoring and evaluation; in social indicators that could be a point of reference for measuring changes achieved by assisted national services; and in both operation evaluation and evaluation relating to concepts and impact.

75. The Board agreed to discuss at its 1976 session criteria for project appraisal, monitoring and evaluation.

* See section on local procurement, page 83.

50. The Board had before it a paper by the Executive Director (E/ICEF/P/L.1628), prepared at its request, dealing with criteria for programme appraisal, monitoring and evaluation. The Executive Director pointed out that UNICEF had invested considerable resources in evaluative activities during the past ten years. Those activities had embraced administrative reviews, prospective appraisals, monitoring, retrospective evaluations, programme auditing and global assessments of major programme assistance policies. While UNICEF had performed well in some aspects of evaluation, its record in developing and implementing a programme for systematic evaluation at all levels was less than had been desired.

51. Several problems had hampered evaluation activities. Many Government ministries did not believe that strengthening their evaluation capabilities was a priority need at the current stage of development of their services. Other problems included: possible embarrassment to officials if they exposed problems; the absence of national personnel trained in evaluation methodology; insufficient indicators for measuring the outcome of programmes benefiting children; and inadequate participation of programme managers in evaluation studies. Difficulties that UNICEF could tackle more directly included inadequate understanding on the part of many members of the UNICEF programme staff of evaluation and of their responsibility for the preparation, management and follow-up of evaluation activities.

52. The Executive Director proposed a programme for 1977-1979 that would provide an operational framework within which detailed discussions on evaluation could be pursued at the country level. The central aim would be to provide better information for decision-making. UNICEF field staff would be mainly concerned with supporting evaluation activities carried out by ministries or other institutions of the countries concerned rather than carrying out the evaluations themselves. In supporting evaluation activities they would give primary attention to ensuring timeliness and relevancy; disseminating evaluation findings; and assessing the degree to which the findings influenced the improvement of project development and operations; and encouraging appropriate action. To improve the UNICEF administration of evaluation activities, back-up support to field offices would be strengthened and more systematic training would be undertaken of UNICEF programme staff in project preparation and assessment and management of such activities.

53. The approach set out in the Executive Director's report was generally welcomed in the Board's discussion. In supporting it, delegations stressed a number of points to be taken into account by the Executive Director as he developed a programme of activities in that field. Attention needed to be given to the close interaction between programme design and evaluation. A well-elaborated programme design facilitated good programme implementation, thus making monitoring and evaluation easier to accomplish. The maximum use should be made of national resources, in terms of both expertise and institutions. There was a need for adequate indicators on the progress of programmes and their impact on the situation of children; those indicators should be appropriate to relevant national and local characteristics so that they could contribute

effectively to the decision-making process. Clear definitions were required of the responsibilities to be undertaken by UNICEF and those of the national institutions; the division of responsibilities within UNICEF between headquarters, regional offices and area and country offices should also be clarified. There was a need for close co-operation in that field between UNICEF and agencies in the United Nations development system and bilateral aid agencies; in that connexion the possibility was suggested of holding a meeting among experts from those agencies to discuss methodological and practical problems in the field of evaluation relating to services benefiting children. Basic to the whole approach was the need for training of both UNICEF staff and national officials; the training should include wider dissemination of the results of evaluation efforts. In its review of the progress of the evaluation programme, the Board should have information on the costs involved.

54. At the conclusion of its debate on the item, the Board expressed appreciation of the report by the Executive Director. It endorsed in principle the criteria he suggested for guidance of UNICEF activities in these areas and the programme he proposed for 1977-1979 with the objective of:

(a) Increasing the interest and capabilities of ministries or departments in strengthening their evaluation machinery;

(b) Strengthening the decision-making process, especially in relation to project implementation;

(c) Making a greater use of national expertise and institutions available in the country or a neighbouring country or the region; and

(d) Evaluating services that absorbed substantial government and UNICEF inputs or might do so in the future.

55. At the country level, each UNICEF field office would identify at least one country in which it intended to co-operate intensively with national institutions in supporting evaluative activities.

56. The Board stressed the need to relate work in evaluation to questions of improved programme design and to improved and more effective tools for decision-making by national authorities as well as by UNICEF itself. The Board noted that that would not diminish the responsibility of UNICEF for evaluation and auditing of UNICEF inputs into projects.

57. The Board also emphasized the need for close co-operation in the evaluative activities with the agencies concerned within the United Nations system and with the bilateral agencies that had developed mechanisms or methodologies for that purpose.

58. The Board recognized that the strengthening of back-up support of field offices, meeting staff training needs in evaluation and providing more support to countries for evaluative activities would require that more UNICEF resources be directed to evaluative assistance. The Board agreed that the cost of the UNICEF assistance required should be an integral part of the respective project commitments. Related activities of a more general nature, as for instance those concerned with training, development of methodology, exchange of information, etc., could be charged against the country planning and project preparation fund. The Board expressed the wish to receive from the Executive Director reports on the progress of UNICEF activities in the field of evaluation, with detailed information on the costs involved.

107. The Board at its 1976 session engaged in a review of UNICEF support to evaluative activities and approved a programme for strengthening UNICEF work in that field from 1977 to 1979... The Executive Director's general progress report discussed what had been done since then to prepare the ground for the programme (E/ICEF/648 (Part II), paras. 115-133). Support was provided for several ministries responsible for services benefiting children which were taking a comprehensive approach to evaluation; for a number of prospective appraisals related to specific projects, including strengthening the information base required for sound appraisals; for monitoring activities on project implementation; and for retrospective evaluations. During the year, UNICEF used specialized talent of universities and institutes from within the countries for evaluations in line with its view that that was a most important national resource to use and to develop. Action was also taken during the year to provide more headquarters' support to field offices and more systematic training of UNICEF programme staff in project preparation and assessment, which included a series of workshops both at headquarters and in the field. The internal audit service continued to carry out programme audits.

108. The three-year programme for strengthening evaluative activities was part of over-all efforts in the secretariat to provide more direct and extensive support to the field along with increasing the efficiency of the programme operation, including a more systematic approach to the review of ongoing projects and the preparation of new projects. The importance of efforts along those lines was emphasized in the Programme Committee. Several delegations stressed the importance of better formulation of projects and project targets and considered that a necessary condition for the success of evaluative activities in the future. The Board requested that, in reporting on evaluative activities to it at its next session, the Executive Director include, as part of chapter II of his general progress report, information on the criteria and methods used or developed in that area by UNICEF, in collaboration with national governments and institutions, the extent to which they were used in project preparation, and UNICEF expenditures on evaluation.

/Appropriate technology/

May 1974, E/ICEF/633

80. Another main focus of the report, and one that was of considerable interest to delegates, was the problem of decreasing the immense burden on women through the use of simple labour-saving devices. A good deal more systematic attention needed to be given to developing village-level technology and putting it into wider use as part of government-encouraged programmes. That would enable the mother to take advantage of opportunities to acquire literacy and new knowledge and skills. The report gave examples of tasks performed by women (agriculture and food growing; grain milling; home improvement, gathering of fuel; carrying loads) which would benefit from improved hand-operated, animal-powered or motor-powered intermediate technology. Home improvements, such as latrines, raised fireplaces and windows, could greatly improve the living standards of women and children.

May 1975, E/ICEF/639

90. In addition to water supply, a number of project proposals before the Board reflected a recent emphasis in UNICEF assistance in support of the use of simple labour-saving devices that would help improve the level of family nutrition and relieve the daily drudgery of mothers. They were introduced as part of ongoing projects, involving nutrition and community development activities. Experience thus far had indicated that making wider use of village-level technology required support from various facets of village development activities, a reliable monitoring and supervision system and the active involvement of villagers in the planning and operation of the enterprise. The ideal approach was to use locally available materials, skills and resources to develop a comparatively low-cost technology.

91. The current economic crisis had resulted in greater interest in village-level technology by many developing countries and UNICEF food engineering and technology staff was working on applications of new village-level technologies. Among the approaches UNICEF was helping to develop were improved methods of home drying and storage of foodstuffs; manually operated equipment for grinding and threshing; wind and water power for pumping water, for grinding cereals and legumes; use of solar radiation for heating water, cooking food and drying crops and food; manual oil extraction presses to increase production of oil and save the protein-rich oil-seed cake for food; and improved cooking arrangements to lessen the risk of burns to children and reduce fuel consumption. As part of the aid approved at the current session for the Pan-African Training and Research Centre for Women, UNICEF would be assisting the development of a village-level technology demonstration centre.

May 1976, E/ICEF/644

119. ... UNICEF had recently established a village technology unit in the regional office for East Africa. In collaboration with the Government of Kenya, the section was constructing a permanent demonstration and development unit for various aspects of appropriate technologies in a village near Nairobi. The unit would exemplify village technologies in the production, conservation, storage, preparation, cooking and use of food; water procurement technology, including windmill and other pumps, and water storage at the domestic level; home improvements and drudgery-reducing devices; and appropriate building techniques. The demonstration unit would be used as a general regional demonstration for visitors from other African countries, for teaching and promotion work, and as a village technology development unit for Kenya's village polytechnic programme and similar programmes.

129. As part of a general effort to improve family living conditions and reduce the work of mothers, thereby enabling them to care for their children more effectively, some countries were striving to develop appropriate village-level technologies in the areas of food conservation and storage, the provision of potable water, environmental sanitation and home improvement.

130. The most interesting developments in those programme areas had taken place in East Africa. Based on experience in Kenya, the Board approved support for a regional programme in East Africa which aimed at disseminating information and practical techniques concerning village technology to six countries in the region. In addition to the emphasis on creating awareness among Governments and communities about the advantages of village-level technology, special attention will be given to field-testing new types of technology and training as well as to co-ordinating efforts in that field with other activities geared to promoting and developing basic services for children. It was felt that the experience of UNICEF in village-level technology, which in many ways had pioneering aspects, could well provide an important contribution to the United Nations Conference on Science and Technology for Development to be held in 1979.

/ Project support communications /

May 1974, E/ICEF/633

86. Use of communication media could be one of the means for a central government to help the young child. The report stressed the need to reach children indirectly, through their families. Field workers in various services should be trained in the use of communications tools. When weak links existed between central government and community, information campaigns via media could help create awareness of special child problems. Mass media communications should convey information about available services, substantive information and advice to parents.

/ Assistance to children and mothers cared for
by African liberation movements /

May 1974, E/ICEF/633

156. The Board had before it a report by the Executive Director on UNICEF aid for mothers and children associated with liberation movements and refugees from colonial territories (E/ICEF/632/Add.2), giving information on the status of aid in the United Republic of Tanzania, Zambia, Botswana, Senegal, Guinea, the Congo and Zaire. Close contact was maintained with the Organization of African Unity (OAU) and with other members of the United Nations family, both in the field and at the Headquarters level, and with representatives of liberation movements, as well as with bilateral aid groups. The representatives of the office of the United Nations High Commissioner for Refugees (UNHCR) and the United Nations Educational, Scientific and Cultural Organization (UNESCO) gave additional information on the working relations of their organizations with UNICEF...

157. In the Board's discussion a number of delegations expressed their appreciation of the efforts being made by UNICEF, in close collaboration with others concerned, to develop programmes benefiting mothers and children that would help build up social infrastructures. Some delegations, however, felt that increased efforts should be made and that UNICEF aid should extend to all areas where there were liberation movements or refugees from colonial territories.

158. The point was made that larger amounts should come from the general resources of UNICEF, since dependence on special contributions for "noted" projects involved uncertainty and delay. The Executive Director stated his sympathy with that view, which he would bear in mind for the future; the commitments from general resources recommended at the current session were all that could be spared from the over-all total available for the current year. He hoped that they would be sufficient to launch efforts which would be continued by special contributions. The problem of providing aid in the liberated areas themselves was a complex and difficult one, which UNICEF could not resolve alone. UNICEF would continue to be in close contact with others concerned with the problem and he would be ready to recommend support of any feasible programmes benefiting children that could be evolved.

May 1975, E/ICEF/639

78. A number of delegations welcomed the recommendation of the Executive Director (E/ICEF/P/L.1622), which the Board approved, for assistance to mothers and children in countries previously under Portuguese administration. That augmented the aid given to projects for mothers and children associated with liberation movements on which the Executive Director reported to the Board in some detail (E/ICEF/637 (part II), paras. 292-308, and E/ICEF/L.1312). The aid approved by the Board was largely of a short-term emergency nature. However with the accession to independence, rehabilitation of services was beginning and UNICEF expected to help in the assessment of longer-term needs and develop assistance proposals for later consideration by the Board.

May 1976, E/ICEF/644

77. A number of delegations stressed the need for urgency in assisting newly independent countries and suggested that assistance for projects in those countries be intensified. In that connexion the Board welcomed the recommendations of the Executive Director for assistance to projects in the Comoros, Angola, Mozambique, Cape Verde, Guinea-Bissau and Sao Tome and Principe for the rehabilitation of services, mainly in the fields of health, education and water supply (E/ICEF/P/L.1634/Rev.1).

78. The Board took note of the fact that some assistance had been provided to projects benefiting women and children associated with liberation movements recognized by OAU. The assistance, which had been approved in 1975, was primarily in the form of medical supplies and equipment and also included some nutritious foods, transport and stipends for the training of health staff. UNICEF offices in Dar-es-Salaam, Lusaka and Nairobi had been asked to provide information on current plans to which UNICEF might, in line with its mandate, make further contributions for immediate needs.

May-June 1977, E/ICEF/651

113. Among the questions in which there was a special interest in the Board and Programme Committee discussions was that of UNICEF aid to newly independent African countries. Those countries were actively tackling their problems of rehabilitation and development, often against heavy odds, and in some cases in spite of natural disasters and political tension on their borders. The readiness of UNICEF to assist them with additional funds, special food supplies, advisory services and staff was commended by a number of delegates.

E. Relations with other organizations in the United Nations system and bilateral aid

May 1974, E/ICEF/633

173. ... was the system of collaboration evolved over many years with the ILO, FAO, WHO, UNESCO and the World Food Programme, which extended from the development of joint policies and operational procedures (including agency participation in governing body sessions and periodic inter-secretariat meetings) to the meshing of assistance to specific activities in the countries. UNESCO and WHO maintained permanent advisers at UNICEF headquarters and the ILO had appointed an adviser in 1974...

174. At its 1973 session the Board had reviewed UNICEF experience with UNDP country programming and had agreed on a number of steps for establishing closer links between the two organizations... Progress was made during the course of the year along the lines set out, in which UNICEF fully supported the co-ordinating role of the UNDP and its representatives in developing countries who served as leaders of the United Nations development team...

175. With the important and progressive extension of assistance by the World Bank to programmes benefiting the masses of the poorest people; UNICEF co-operation with the Bank had also grown, and currently included both regular consultation at the headquarters level and collaboration in programmes of joint interest in some countries.

May 1975, E/ICEF/639

72. At the same time a number of members of the Board pointed out that the diversity of services aided by UNICEF made it more important than ever to co-ordinate UNICEF's efforts with other aid-giving organizations in order to ensure that optimum use was made of financial and staff resources. It was pointed out that UNICEF was becoming thought of as far more than a supply organization; it was, in fact being accepted as a partner in the development process at both the operational level and at the level of intellectual concepts concerning policy and services for children.

73. An outstanding example of harmonization of efforts was the new strategy for the delivery of health services jointly worked out by the WHO and UNICEF secretariats and discussed at the current session of the Board...

Delegates felt that it was important to continue and increase co-ordination efforts with the major funding institutions in the United Nations system, such as the World Bank and UNDP, and also with bilateral aid sources. Such efforts were of value not only for joint planning of assistance to specific projects but also in influencing the flow of funds from larger sources into programmes benefiting children.

May 1976, E/ICEF/644

71. In the Board's discussions the importance of close co-ordination of UNICEF assistance with regard to aid coming from many sources within the United Nations system or from outside was particularly emphasized. Some important advances made in the past year in the strengthening of UNICEF collaboration with other international organizations were welcomed. They included a Memorandum of Understanding on collaboration between WFP and UNICEF in countries requesting the participation of both organizations, in which it was provided that the complementary inputs of both UNICEF and WFP in respect of foods and other services should be co-ordinated to secure the maximum benefit for children within national plans and programmes. Satisfaction was also expressed at the arrangements for an informal exchange of information between UNICEF and the World Bank on programme areas of joint concern, with the objective of interesting the Bank, in its direct relations with Governments, in channelling more of its resources into services benefiting children in developing countries...

May-June 1977, E/ICEF/651

20. ... The Board felt that UNICEF had the responsibility of encouraging, wherever it could, a greater flow of aid to primary education from other sources. That role added another dimension to the close co-operative relationships in effect for some years between UNICEF and various agencies in the United Nations system on matters of policy and operating procedures of joint concern - for example, ensuring concern for children in the UNDP country programming exercises - and in joint aid for the preparation, execution and evaluation of individual assistance projects...

...

109. The close co-operative relationship between UNICEF and other organizations in the United Nations system as well as with bilateral aid and non-governmental organizations is referred to elsewhere in the present report...

110. The Board was informed that recently UNICEF, UNDP, UNFPA and WFP had been jointly discussing a number of areas of common interest in connexion with programmes requiring an intersectoral and interdisciplinary approach. They included food aid assistance and population dynamics which were often interrelated with the broader development aid of the UNDP programme and the technical assistance programme of the specialized agencies. The four agencies had agreed to establish guidelines to strengthen consultation and exchanges of information at both headquarters and field levels and to develop potential complementarity between the various assistance programmes.

111. Collaboration with the World Bank continued in a very satisfactory manner following the joint circulation of a memorandum to the programme staff of the two agencies summarizing programmes policies and areas of joint interest (rural and urban development, responsible parenthood, education, nutrition, and water supply) in which the resources of the Bank and UNICEF could assist actions of developing countries. In addition to consultations on specific questions at both headquarters and the field level, annual consultative meetings at the headquarters level were now being held. As was apparent in the Programme Committee's consideration of project recommendations, that had laid the basis, in a number of instances, for closer collaboration in project preparation and project aid.

112. A memorandum of understanding to strengthen collaboration both at headquarters and in the field between UNICEF and UNDRRO had recently been jointly circulated to the programme staffs of the two organizations. The memorandum delineated the respective responsibilities of the two organizations, particularly where the United Nations system was requested to provide emergency relief.

F. Supply aspects

/Transport/

May 1974, E/ICEF/633

111. The Board had before it the document entitled "Report on UNICEF assisted transport organization" (E/ICEF/L.1301 and Corr.1), prepared by Mr. Cecil E. King of the Joint Inspection Unit (JIU). The report was requested by the Executive Director in response to the Board's desire to review UNICEF aid to country transport operations for rural health and other services. The Board also had before it comments by the Executive Director on the recommendations of the JIU report (E/ICEF/L.1302).

112. Some of the main underlying problems pointed out by the report as existing in most areas were: the need for a greater appreciation in developing countries of the importance of proper vehicle use and maintenance; the difficult problem faced by most Governments in making adequate budgetary provisions for the vehicle maintenance function; the shortage of trained mechanics and other skilled workers; the difficulties of providing adequate supervision and leadership in the Government departments concerned; and the inadequate salaries most Governments were able to pay, with the consequent problems of turnover of trained workers.

113. While recommending continuance of UNICEF assistance in that field, the report suggested certain changes in emphasis, such as the need for UNICEF to give more attention to training; the desirability of updating present instructions; the adoption of more flexible arrangements relating to ownership and transfer of title; willingness to support different types of vehicle maintenance organizations; and the placing of higher priority on assistance to the poorer countries.

114. While pointing out certain real successes, the report also indicated cases where progress had been notably poor. In most transport operations some progress had been made, but more needed to be done. The report stated that on the whole a remarkable effort had been and was still being made, which was beginning to bear fruit. The situation could be expected to improve in a number of countries as a result of the preparatory work that had been done and the investment that had been made in education, training and specific vehicle maintenance operation.

115. The principal conclusions and recommendations of the Inspector, summarized in 29 points, were that the long-standing policy of providing vehicles as part of, and in support of, UNICEF-assisted projects was a sound one. The endeavour to assist and support health and other social ministries in setting up transport maintenance organizations should continue and possibly be strengthened, assisting them more in the broad field of transport management, vehicle control, maintenance and repair, and in the maintenance of other types of programme equipment. Greater emphasis should be placed on training and on better co-ordination with appropriate international and bilateral agencies that might be willing to extend a supportive effort in the fields of training and workshop operation. Vehicle management advisers should play a more active role in the programme preparation stage, which would include taking decisions concerning vehicle requirements and their selection. The Executive Director recommended the adoption of those recommendations.

...

117. A number of points in the report were emphasized or commented upon by delegations: the provision of motorized transport would remain, in the foreseeable future, an integral component in UNICEF-assisted projects and the need was all the greater in countries where public transport facilities were non-existent or inadequate, especially in rural areas; since the operation was an expensive one both for UNICEF and the Governments concerned - a problem aggravated by the increase in gasoline prices - great care was needed in providing only the number and types of vehicles required for programme needs; two-wheeled vehicles should be used wherever practicable; systematic management and constant supervision were extremely important; the vehicle management advisers should be allowed to play a greater role in decisions on vehicle supply and selection, and in that connexion local studies on comparative costs were important; the advantages of using experts provided by the United Nations, bilateral agencies or volunteer organizations should be borne in mind; locally made or assembled vehicles should be used where price differentials were not significant; in most instances, government-run repair shops were preferable to commercial services; UNICEF supplements to the salaries of mechanics and technicians in government workshops should be considered in certain instances; the purchase of spare parts by the assisted country could be encouraged; the wealthier countries might be asked to purchase vehicles for projects, or at least share the costs; a more flexible procedure should be followed with regard to vehicle ownership; more flexibility should be allowed regarding the use of vehicles in different regions of a country; more attention needed to be paid to the training of transport personnel, enlisting the co-operation of other United Nations organizations or bilateral aid organizations; a meeting of vehicle management advisers should be held as soon as convenient and experts from other organizations should be invited; the standing instructions and guidelines relating to transport should be revised to reflect current policy.

120. In accordance with the recommendation of the Executive Director in his comments on the report (E/ICEF/L.1302) the Board agreed in principle to the conclusions and recommendations presented in chapter 3 and summarized at the beginning of the report, and authorized the Executive Director to carry them out to the extent feasible, taking into account the comments and views of Board members in discussing the report.

121. In view of the sharp rise in gasoline prices, the Board believed that special attention should be given to the conclusions relating to economy in the use of vehicles and more effective measures for their use, for the maintenance of vehicles so that they could operate more efficiently on less fuel, and for ensuring that the type of transport provided was one which could operate on a minimum of fuel while still fulfilling the required tasks.

May-June 1977, E/ICEF/651

115. Attention was drawn to the problem in a number of places of under-utilization of UNICEF programme vehicles due to such factors as the age of vehicles, the lack of spare parts and the increased cost of petrol; suitability of vehicles was also a problem in some instances. In 1974 the Board had engaged in a comprehensive review of assistance to country transport operations for rural health and other services based upon a study by the Joint Inspection Unit and had approved the conclusions of that study (E/ICEF/633, paras.111-121). It was felt that the secretariat needed to review the status of implementation of actions to follow up on those conclusions in order to see in what ways they could be accelerated.

[Local procurement]

May-June 1977, E/ICEF/651

167. Although the bulk of supplies provided by UNICEF was imported, local purchases had increased from around \$4 million in 1972 to \$14 million in 1975 and 1976 as a result of the capability of developing countries to produce supplies needed for UNICEF-assisted projects. The availability of locally produced or locally available supplies was an increasingly important factor considered in the supply of appropriate items for a project. Local purchases by UNICEF were sometimes a means of stimulating production of supplies; that would facilitate the continuation of the programme beyond the stage assisted by UNICEF. In some projects the encouragement of local production was an important component of a larger project; for example, pumps and piping for rural water supplies; equipment for village food preservation and storage; production of science teaching and other educational supplies; textbooks; and audio-visual aids for health and nutrition education. A number of delegations emphasized the importance to developing countries of increased emphasis on local purchasing on the grounds of suitability and maintenance and as a means of encouraging local production...*

* See also paragraph 102, page 72.

/Ocean freight/

May 1974, E/ICEF/633

130. In connexion with methods of programme accounting, the Board agreed with a recommendation of the Executive Director that ocean freight should be charged to each country programme on an actual basis, rather than on the basis of average costs to all destinations. In order to prevent inequities, the relatively higher ocean freight costs to certain countries would be taken into account in commitments proposed to the Executive Board.

II. FINANCIAL ASPECTS

May 1974, E/ICEF/633

40. ... Revenue ... rose from \$69 million in 1972 to approximately \$81 million in 1973. Although that constituted an 18 per cent nominal increase, owing to devaluation and price increases it actually constituted a decrease in real value. Moreover, prices paid by UNICEF for supplies were likely to rise by some 15 to 20 per cent in 1974. Thus the attainment of the \$100 million goal would be barely enough to permit, in real terms, the maintenance of regular programmes at current levels of aid.

...

48. ... Special contributions to meet the general emergency situation for children in countries particularly affected by economic situations could be given in one of three ways: as a lump sum for use by the Executive Director where needs were greatest, for particular categories of assistance (e.g. prevention and treatment of child malnutrition), or for projects in particular countries. The Executive Director would use those contributions in the same way as he was authorized to use contributions for relief and rehabilitation.

49. ... Among the other points made by delegations relating to the financial situation were the following: it would help UNICEF planning if the system of forward pledging to UNICEF for a two-year or three-year period currently practised by a few Governments were more widely adopted; contributions to UNICEF from overnments of donor countries were extremely uneven and bore little relation to the economic strength of their respective countries; a stable contribution to UNICEF year after year in reality meant diminished support because of increased prices; increased contributions from the wealthier developing countries would have a salutary effect on future contributions from other donor countries ...

May 1975, E/ICEF/639

102. In 1970 the Board had set the guideline that, in order to ensure liquidity, the working capital at year's end (funds-in-hand and receivables from Governments) should not be less than half the estimated expenditure for the next year. The Board had agreed that the interpretation of the guideline proposed by the Executive Director be adopted, namely that UNICEF funds, not including trust funds, should be approximately half the estimated expenditure for long-term projects and administrative and programme support budgets. Expected expenditure on special assistance would thus be excluded from the guideline, because a substantial part of special assistance was fully covered by special contributions or funds-in-trust given in advance.

May 1976, E/ICEF/644

9. The Board was gratified that UNICEF revenue in 1975 had reached a record level of \$141 million. However, that level constituted only a 7 per cent increase in real terms over 1974 revenue. In the light of the magnitude of unmet needs of children in developing countries, the deterioration of services for children in many parts of the developing world during 1975 and the practical and effective opportunities offered to improve the situation of children through the expansion of Basic Services as part of development strategy, the Board approved an immediate goal of \$200 million revenue from regular resources and contributions for specific purposes.

...

Special assistance

59. The Board had before it a paper by the Executive Director (E/ICEF/L.1343) submitted in response to the decision taken at its 1975 session to discuss criteria and procedures to be followed with regard to special assistance.

60. "Special assistance" projects, and contributions for specific purposes to help fund them, were authorized by the Board as part of the response by UNICEF to the declaration of an emergency for children made at the 1974 session. Included in the term "special assistance" were previously existing categories of assistance for relief and for rehabilitation of services benefiting children after natural disasters and warfare situations; the new element was assistance for services benefiting children in situations that were later called "economic emergencies" (in the sense in which the term was understood in General Assembly resolution 3510 (XXX), on immediate needs resulting from economic emergency situations).

61. The Executive Director pointed out in his report that contributions for specific purposes had reached an important level, amounting to \$27.8 million in 1974 and \$39.7 million in 1975. The content of special assistance projects was governed by the same considerations as for regular assistance and did not involve any change in UNICEF programme assistance policy. Most projects were prepared along with regular projects for the "most seriously affected" and "least developed" countries and had been related to immediate needs.

62. In addition to special assistance projects, projects "noted" by the Board as worthy of support but for which UNICEF funds were not otherwise available were shown in another category. Noted projects were of a long-term nature and not restricted to the most seriously affected or least developed countries, though going primarily to them.

63. In an increasing number of cases with more long-term elements in special assistance projects, however, the distinction between special assistance and noted projects was no longer clear-cut. The Executive Director suggested, therefore, that the two types of projects be combined into one category called "special assistance and other noted projects". He also proposed that the procedure for approval be that which had been in effect for noted projects, namely Board approval for each project. That would be a change from the "blanket" approval in effect for special assistance, which had made it possible to begin programme implementation in advance of the next Board session as soon as funds were received. Flexibility for rapid response could continue, when needed, by using existing procedures for emergency assistance. In illustration of the working of that proposal, the Executive Director submitted to the current session for noting all the projects for special assistance that were currently known, and they were so approved.

64. In the course of the discussion in the Board there was general agreement with the view of the Executive Director that, while UNICEF would continue to need specific purpose contributions to supplement its general resources, contributions to general resources had to remain the mainstay of UNICEF operations. General resources gave a more secure basis for planning and preparing assistance programmes for future years; they also enabled the Board more fully to shape the content of the programme and its geographic distribution. Too great a proportion of UNICEF revenue coming from specific purpose contributions might dilute the multilateral character of the organization and change the emphasis of its programming policies; the best way of decreasing that proportion would be to increase substantially the general resources. Each donor Government should consider the ratio between its regular and specific purpose contributions; in a normal year the total volume of regular contributions should be considerably higher than contributions for specific purposes. There was also recognition that one of the reasons contributions for specific purposes had reached a relatively high level was that they could be made from national budgetary resources additional to those used for regular contributions.

65. The assurance of the secretariat that criteria for preparing special assistance projects and controlling their implementation were essentially the same as for regular projects was welcomed. Various additional views were expressed by delegations. It was important to ensure that special assistance projects were responsive to the most urgent needs of children in the countries for which the projects were being proposed. Special assistance should be primarily an instrument to enable UNICEF to take action when urgent new needs arose, but thereafter those needs should be covered from regular resources. The possibility of attracting extra resources should not be a reason for excluding a project from regular commitments. Another view was that the existing pattern of aid through contributions for specific purposes should continue. One delegate stressed that it was important for UNICEF to be in a position, so far as was practical, to implement special assistance projects as soon as possible once funds were received.

66. The Executive Director was requested to present to the Board at its next session information on the distribution of special assistance and other noted projects in relation to the criteria for the distribution of UNICEF aid. He was also asked to provide more information on the staff and other support costs for projects financed from contributions for specific purposes and on the content of aid in those projects.

67. The Executive Director's proposal with regard to the handling of special assistance in the future was generally supported. It was felt however, that he should be accorded more flexibility than he had proposed in starting projects as soon as funds were received, without needing to refer to the Board for specific approval. The Executive Director's recommendations, as modified to take that into account, were adopted by the Board as follows:

(a) The main emphasis in programming should continue to be on assisting in the rapid extension of basic services for children. The resources required would come primarily from UNICEF regular income, and would be supplemented by extra funds given by donors for specific purposes (through support of special assistance and other noted projects). That was the most appropriate response by UNICEF to both the immediate and long-term needs of children, especially in the most seriously affected and least developed countries.

(b) Special assistance projects should, whenever possible, be submitted to the Board at its annual sessions for noting. When an urgent response was required to meet needs of children arising between Board sessions, including those arising from "economic emergencies", it would be dealt with under the procedure of the Board's general approval for an appeal for funds and would be put into immediate use when received, an information note being transmitted to the Board.

(c) Major emphasis in fund-raising should continue to be on increasing contributions to general resources, with appropriate attention to funding for special assistance and other noted projects as required and as the opportunity arose.

(d) In future programme and financial reporting, categories of assistance should be simplified as follows:

- (i) Regular projects (financed from general resources);
- (ii) Long-term projects funded by the United Nations (e.g. by UNFPA);
- (iii) Special assistance and other noted projects;
- (iv) Emergency assistance (including response to natural and man-made disasters, and unforeseeable situations of economic emergency). The first rehabilitation assistance would be included in "emergency assistance", but continuing, foreseeable project needs would be included in the category "special assistance and other noted projects" presented to the Board for noting at its annual sessions.

...

134. The financial plan affords the Board an opportunity for a general review of the financial situation of UNICEF projected several years ahead and gives it a basis for approval of a level of commitments within which projects may be prepared for submission to its next session. It provides for control by the Executive Director of the sequence of commitments/call-forwards/expenditure, within the limits of expected revenue and funds-in-hand.

...

140. In order to ensure liquidity, the Board had established as a guideline that the working capital at the end of the year (funds-in-hand and Government receivables) should be half of the next year's estimated expenditure for long-term projects and administrative and programme support budgets. Expected expenditure on special assistance was excluded from the guideline because special assistance was fully financed by contributions for specific purposes or funds-in-trust.

141. At the end of 1975, the working capital was above the guideline level; that was because a substantial amount of contributions for specific purposes was received in December. The working capital was expected still to be somewhat above the guideline level at the end of 1976, but would correspond to the guideline at the end of 1977 and 1978. The Executive Director did not, at the time, recommend lowering the guideline level set by the Board for working capital at year-end. In his view that guideline maintained the necessary balance between the objectives of delivering as much assistance as possible and maintaining a sound financial position.

142. One feature of the financial control system was the Board policy that programme commitments should be in dollar terms. The recommendations made to the Board for approval of commitments attempted to take into account the price trends likely to occur during the period of the project. Additional unforeseen costs of a project did not result in project cancellation; necessary adjustments for financial reasons were made regularly through amendments and the phasing of call-forwards of assistance in future years. Where that did not meet the situation, a supplementary commitment could be recommended, which, of course, reduced the amount available for new projects.

UNICEF fund-raising system

154. The Board had before it a report prepared by the Executive Director (E/ICEF/L.1354) in response to its request that the organization of the UNICEF fund-raising system be reviewed. Statistical information on government contributions to UNICEF for the period 1967-1976 was given in an addendum (E/ICEF/L.1354/Add.1).

155. The report drew attention to an imbalance of response among government donors. The value of assistance supplementary to that provided from general resources was evident in the light of the fact that contributions for specific purposes had provided 23 per cent of UNICEF revenue over the past five years. Regular annual contributions from Governments to general resources, however, had to continue to provide the basis for orderly project development.

156. The report proposed a number of ways which the Board as a whole, and Board delegates individually, might wish to explore in considering what steps might be taken to improve fundraising. The secretariat, starting with the Executive Director, would, of course, continue to do its utmost to state the case to Governments for larger and more equitably shared support. The Executive Director believed it was essential that the officials and departments concerned of contributing Governments clearly understood the importance of the work of UNICEF in the broader context of the development process.

157. One delegation believed that a possible way to ensure a satisfactory rate of growth in UNICEF resources would be to encourage more countries to participate in UNICEF activities by increasing the Board membership which was now only 30 although the United Nations membership was 148. His delegation had an open mind on the number of additional members and on the allocation of seats to the various regional groups.

Conclusions of the Board

158. The Board noted with appreciation the report of the Executive Director on the UNICEF fund-raising system (E/ICEF/L.1354). It felt that that system had, on the whole, performed satisfactorily and should be continued. On the other hand it was felt that improvements could be made and efforts to that effect should be strengthened in order to increase general contributions and to facilitate long-term planning.

159. The Board reaffirmed its conviction that UNICEF should continue to depend for its revenue entirely on voluntary contributions from Governments and the general public and should not take any steps which might lead toward a system of assessed contributions. In that connexion, the Board also reaffirmed the importance it attached to contributions from the general public - contributions that are stimulated largely through

the activities of many of the National Committees for UNICEF and provide the public with a sense of direct participation in and support to an organization of the United Nations system. The Board recognized that such action by National Committees also could, in some circumstances, have a positive effect on stimulating additional contributions from their respective Governments. The Board appreciated that, to assist the National Committees in performing their functions, considerable and timely information on the needs of children, the possibilities of action and the progress of UNICEF-assisted projects was essential.

160. With more specific reference to certain aspects of fund-raising system, the Board also:

(a) Reaffirmed its view that the mainstay of UNICEF revenue should be voluntary government contributions directed toward general resources as those contributions provided a stable basis for long-term planning. The importance of contributions for specific purposes was appreciated. Experience had shown that such contributions were being used in accordance with approved assistance policies;

(b) Acknowledged that there were imbalances of response among UNICEF donors, especially among various Governments, in increasing their annual contributions. The Board appealed to all Governments in a position to do so, especially those that were not now contributing to UNICEF in relation to their financial capacity, to increase their contributions as soon as possible;

(c) Took note of suggestions that Governments, to the extent possible in relation to their own budgetary practices, make pledges for multiyear periods in order to provide UNICEF with a more secure revenue base which would facilitate the development of programmes on a longer-term basis.

161. The Board noted the suggestion of the Executive Director that a small informal working group, consultative to the Executive Director, be set up in order to explore in some depth ways of improving the over-all level of contributions. As there were some differences of views among Board members as to the terms of reference and the function of such a group, the Board deferred action on establishing it. It noted the intention of the Executive Director to continue having informal discussions with representatives of Governments, singly or collectively, including discussions and consultations, as appropriate, with some of the regional groups of States Members of the United Nations.

162. The Board acknowledged that the subject of fund-raising would be a matter of continuing concern to it, but that it did not necessarily require a separate agenda item. It was felt that future reports of the Executive Director should include a section on fund-raising with appropriate statistical tables.

III. STRENGTHENING THE MANAGEMENT OF UNICEF

May 1975, E/ICEF/639

118. The Committee on Administration and Finance, meeting as a committee of the whole, discussed the report of the management survey on UNICEF by the Scandinavian Institutes for Administrative Research (SIAR) (E/ICEF/AB/L.147 and Corr.1), entitled "Strengthening of the best traditions of UNICEF", together with a note by the Executive Director on the follow-up actions he proposed to take (E/ICEF/AB/L.148). The Board also had before it rough estimates of the costs of implementing various recommendations of the survey (E/ICEF/CRP/75-24). The survey's recommendations supported more delegation of responsibility to field offices and a wider use of their experience; more emphasis on personnel management, career development, staff training, and the development of professional skill; and more attention to internal co-ordination at headquarters.

119. The report of the Committee (E/ICEF/AB/L.156/Add.1) summarized the various views expressed. The conclusions and decisions of the Board are set forth below.

Conclusions and decisions of the Board

120. The Board welcomed the management survey and expressed to SIAR its warm appreciation of its imaginative report. While endorsing that view, some members expressed regret that certain subjects had not been dealt with in sufficient depth or had not been covered at all.

121. The Board endorsed the note by the Executive Director and the actions he proposed to take on the SIAR recommendations. In particular, it endorsed his view to the effect that the SIAR recommendations constituted a set of general principles along which UNICEF should work toward implementation rather than a "blueprint" to be imposed upon the organization immediately. The objective would be to complete the various measures proposed over the next three years.

...

123. The Board felt that priority should be given to improvement of the personnel function in UNICEF generally. That would include strengthening the personnel division by persons possessing field experience. It endorsed the view that one person should be exclusively responsible for that activity, reporting directly to the Executive Director. The Board recommended that UNICEF employ a higher proportion of personnel from developing countries and of women, especially in senior posts...

124. The Board believed the proposal for the establishment of "knowledge centres" required considerable detailed preparation, and should be implemented cautiously and within budgetary limits approved by the Board.

126. In general, the Board felt that the Executive Director should maintain the momentum of constructive change that had already been established but also felt that, at the same time, considerable caution should be exercised so that nothing was done to distract UNICEF from the performance of its primary task - the delivery of assistance to children.

Improving the situation of women in UNICEF

127. In the course of the discussion on the management survey a number of delegations called attention to the small number of women in professional posts, especially at the higher level, within the UNICEF organization and suggested that greater efforts be made to improve the situation. Subsequently, the Board adopted a resolution entitled "Improving the situation of women in UNICEF" (E/ICEF/CRP/75-32). The resolution requested the Executive Director to report to it next year, in the context of his progress report on the implementation of the management survey, on the employment of men and women in the agency, including information, by type, on the positions occupied, qualifications, rates of advancement, opportunities for field service, and recruitment policies for all professional positions. Further, the Executive Director was asked to make proposals to bring about the increased participation of qualified women, especially from developing countries, in UNICEF professional positions, at headquarters and in the field. In addition, Governments were urged to consider the inclusion of more women among candidates for UNICEF posts put forward by national recruiting agencies.

May 1976, E/ICEF/644

144. In response to the Board's request, and following the survey by the Scandinavian Institutes for Administrative Research (SIAR) presented to the Board at its previous session, the Executive Director prepared a report (E/ICEF/AB/L.166) summarizing actions taken for strengthening the management capacity and effectiveness of UNICEF. They took the form of further delegation of authority to field offices; greater co-ordination and orientation towards field requirements at headquarters; and improved personnel administration. Included among the specific steps taken were: a redefinition of responsibilities of UNICEF regional directors and representatives; more direct and frequent consultation of senior field staff with headquarters; more systematic joint planning by headquarters executive staff; revised appointments and promotions procedures, with more involvement of field staff; and an improvement in budgetary procedures. The Executive Director had appointed a senior consultant on organization and management for one year to assist with those and other approaches.

145. At its 1975 session, the Board had asked the Executive Director to report to the session in 1976 on the employment of men and women in UNICEF, seen against the background of the Board's concern that the proportion of women on the professional staff was low. Such a report was provided in the document. It noted the special efforts made to

recruit more women as professional positions became vacant; to identify women within the organization capable of assuming larger responsibilities and thus advancing; and to expand training opportunities for women staff members. The proportion of women in international professional positions, which had been 12.9 per cent in mid 1972, had reached 18.7 per cent in March 1976, most of the increase having taken place since the beginning of 1975.

146. While that progress had resulted from the more vigorous efforts in recruitment and the broadening of career development opportunities for women, the Executive Director believed that additional and continuous efforts along those lines were needed, not only as a matter of equity for women but as a necessary factor in increasing the effectiveness of UNICEF.

147. The Executive Director, in his report, also informed the Board that he intended to make further efforts to strengthen the management of UNICEF; they would include the following measures:

- Improving co-ordination and communications within headquarters and between headquarters and field offices;
- Raising the quality of the personnel review process;
- Developing more systematic staff orientation and training, with emphasis on upgrading the managerial capacities of UNICEF representatives and the technical proficiency of finance and personnel staff in field offices;
- Carrying out management audits of selected field offices;
- Improving the staff rotation system;
- Increasing opportunities for exchange of knowledge and expertise among field staff members in different offices;
- Continuing efforts towards better recruitment and representation of qualified women on the international staff.

148. In the discussion in the Committee on Administration and Finance (see E/ICEF/AB/L.167, paras. 8-16), there was general agreement on the following points:

- Commendable progress had been made in placing more women in professional positions. That effort should continue, including lateral recruitment if necessary, to ensure that there would be more women in senior posts.
- While progress had been made in increasing the numbers and proportion of international professional staff from developing countries, there was need for greater effort.

The increased emphasis on field orientation was welcomed, with authority for making field decisions being placed as close as possible to where assistance was provided, namely, the field offices.

149. It was felt that the organization of UNICEF fund-raising required study; the objective would be to establish a total fund-raising system which would serve the best interests of UNICEF, the Governments and other donors.

150. In general, the Board was favourably impressed with the nature of the changes, the speed with which they had been made, and the absence of complacency in the Executive Director's report. The indicated directions for change, based on agreed principles of sound management, would undoubtedly make the organization even more effective.

151. The Board noted with appreciation and approval the report of the Executive Director on the actions he had taken, as well as his indications of future directions in that field. It also noted that the Executive Director would report next year on further efforts to strengthen management.

May-June 1977, E/ICEF/651

169. The Executive Director submitted a second annual report on strengthening the management of UNICEF (E/ICEF/AB/L.177), describing the progress made along the main lines of action approved by the Board to be completed over a three-year period. The report was reviewed in some detail in the Committee on Administration and Finance (E/ICEF/AB/L.180/Rev.1, paras. 22-41).

170. The Executive Director reported that management developments in the last year had been directed to: improving co-ordination and communications within headquarters; support to the field; improving personnel management; and refining financial controls and monitoring. During the course of the year a number of steps were taken by the reorganized Division of Personnel Administration to increase its capacity in such areas as manpower planning, staff development, training, evaluation and counselling. Three interdivisional groups had been established at headquarters for the purpose of co-ordination. The Programme and Information Divisions had taken a number of steps to improve the management of their activities.

171. The process of fostering greater cost-consciousness and monitoring of budget expenditure continued during the year. In the development of the 1978 budget estimates, a start had been made in the application of the concept of the "zero-base" budget... A number

of steps were taken during the year to refine and extend the safeguards required for planning and monitoring the interrelations between revenue, the level of programme implementation and the ability to respond to new requests. Efforts were begun during the year to develop some "knowledge networks"

172. Most of the regional directors were increasingly functioning as senior professional colleagues in relation to the UNICEF representatives in their region, as well as undertaking special responsibilities relating to the region as a whole. One of the tasks in the period ahead was to review the situation relating to each region, in order to arrive at organizational arrangements best suited to the current situation and changing future requirements.

173. The Board noted that progress had been made in increasing the number of women in professional positions. The percentage of women in the international professional staff rose from 14.0 per cent at the end of 1974 to 19.5 per cent at the end of 1976. Likewise, there had been an increase in women in senior-level posts. A request was made that future reports on women staff members be more descriptive so as to indicate the problems encountered in that area.

174. Staff from developing countries accounted for 68 per cent of total UNICEF staff, over 45 per cent of long-term professional staff (both international professional staff and national officers), and 28.9 per cent of international staff. Several delegates felt that the latter was proportionately too low. The Executive Director assured the Committee that he was not satisfied with the progress made and that continued efforts would be made to increase the number of international professional staff from developing countries.

175. There was general approval of the steps taken by the Executive Director to strengthen the management of UNICEF in the preceding year. He said that such efforts would not stop after the three-year implementation period following the management survey but would be regarded as a continuing effort. Among the points discussed by various delegations in the Committee's review of the report were the use of the team approach in problem-solving, staff training, knowledge networks, review of the functions of regional directors, recruitment and promotion policies, including that of women and persons from developing countries, costs of electronic data processing, and the increased attention to cost-effectiveness and internal auditing.

176. The Board endorsed the main lines of action taken and planned by the Executive Director as set forth in E/ICEF/AB/L.177, and requested that the last of the annual follow-up reports on the management survey be submitted to it in 1978.

IV. MEDIUM-TERM WORK PLAN

May-June 1977, E/ICEF/651

81. The Board considered a suggestion made by one delegation, supported by a number of others, that UNICEF endeavour to plan its assistance programmes on a longer-term basis and link that with longer-term financial planning and staffing...

82. The main reason for the suggestion was that the emphasis of UNICEF on extending its work into the promotion of basic services and reaching the children of the poorer strata of the population required a firmer programme of work over a three-year period, based upon needs and programme possibilities, on the one hand, and the revenue that could be reasonably expected, on the other hand. The secretariat would prepare each year for Board consideration a plan of programme work and corresponding income and staffing plans for a rolling three-year period. The plans would be sufficiently flexible to allow UNICEF to respond to new situations and adapt its assistance to the development plans of aided countries, whatever duration those development plans might have. There would be a division between planning for the regular programmes financed by general resources and programmes financed by supplementary funding (contributions and funds-in-trust given for specific purposes). A target for expected revenue would be adopted by the Board after suitable consultations; that would then be the basis for an expenditure plan. The plans could be the basis for multilateral consultations between donors to secure increased contributions, multiyear pledges and a more even level of contributions from Governments. It would be one way of implementing General Assembly resolution 3362 (S-VII) calling for a predictable, continuous and increasingly assured basis for the transfer of resources to developing countries. The three-year rolling staffing plan dealing with such matters as staff levels, recruitment, training and organizational adaptations would make it possible to plan the staff capacity to deliver the material aid and advisory services required.

83. The Executive Director agreed to submit to the next session of the Board a study on the feasibility of preparing such three-year rolling plans along the lines proposed. He agreed with the objective of longer-term planning for more projects in order to make UNICEF assistance more useful and effective. That could also make it easier to relate programme assistance, financial planning and administrative and programme support budgets. However, longer-term planning of project assistance should be consistent with Board policies with regard to a country approach and community participation. Currently, programming, jointly developed with the government ministries concerned, was tied to the priorities and planning cycles of the Government assisted; it was important to avoid the kind of planning which set limits for categories of programme assistance for years ahead, without sufficient consideration of the changing requirements of the countries concerned.

V. INTERNATIONAL YEAR OF THE CHILD

May 1975, E/ICEF/639

135. The Economic and Social Council at its fifty-seventh session had requested that the Board consider proposals for an international year of the child and present its views on the subject to the fifty-ninth session of the Council (resolution 1881 (LVII)). The Board had before it a note by the Executive Director on the question (E/ICEF/L.1330) and a joint note by the International Catholic Child Bureau (ICCB) and the International Union for Child Welfare (IUCW) (E/ICEF/L.1331).

136. The Board, which arrived at no decision on the question, decided to transmit to the Economic and Social Council the essence of the views of the Executive Director and those expressed in the debate of the Board.

137. The Executive Director believed that a successful international year would require wide support, notably from Governments, and adequate preparation and financing. Unless Governments were prepared to undertake serious commitments to support such a year, it would not appear wise to initiate one...

138. The Board was divided in its views on holding the year. Some favoured it; others had varying degrees of reservations concerning it, which for some meant that they were unable to support it.

139. The Executive Director pointed out that although there was currently a certain "fatigue" with international years, an international year of the child was the type of subject that lent itself to the setting and achieving of important and visible objectives. It could stimulate important action on behalf of children in developing countries that participated seriously, and could lead to an increase in external and national resources available for programmes benefiting children. If genuinely supported by Governments, it could be an outstanding success. An important test of the genuineness of Government support would be willingness to provide necessary financing sufficiently in advance to ensure proper planning and preparation. An international year of the child should not deflect attention away from meeting urgent and immediate needs, such as those for which the Board was addressing an appeal to the General Assembly at its seventh special session.

...

141. Underlying all the objectives, in the view of ICCB and IUCW, would be the obtaining of a substantial increase in the amount of money and other resources available for programmes benefiting children. The assurance of effective participation by Governments, intergovernmental bodies and non-governmental organizations would be a prime requirement for a successful year, and that would require adequate pre-planning and co-ordination. To allow for careful preparation, the year should not be held before 1978 at the earliest.

142. Delegates generally agreed that, for the year to be successful, the full support of a wide spectrum of Governments was required; the need for objectives to be concrete and attainable was of great importance; and adequate time for preparation and assured financial support were essential prerequisites. A separate secretariat with appropriate staffing to assume responsibility for the year would be desirable.

143. A number of delegations favoured an international year as a means of increasing awareness of the needs of the child, as well as resources and action to meet those needs...

144. A number of delegates held reservations on the idea. Doubt was expressed as to whether there was a sufficient potential for gathering adequate support from concerned Governments... The view was expressed that an international year was not necessary because children, unlike other groups, had an international agency in UNICEF.

May 1976, E/ICEF/644

182. In his opening statement in the general debate, the Executive Director commented on developments with regard to the proposal for an International Year of the Child since the Board had considered the question at its 1975 session. There appeared to be growing support of the idea that such a Year should be proclaimed for 1979. That support, which had originated among interested non-governmental organizations and UNICEF National Committees, appeared to be widening and deepening. The proposal for a Year was also supported by the organizations in the United Nations system directly concerned. Support from Governments remained the crucial, and somewhat unknown, factor, but appeared to be increasing. Taking all factors into consideration, it seemed to the Executive Director that there was a high probability that 1979 would be declared an International Year of the Child. If so, it was essential that it be made a great success.

183. The Executive Director believed that, while the Year must first and foremost be concerned with all children of the world, it could also be seen, from the point of view of the major interests of UNICEF, as a significant opportunity to advance the concept of Basic Services for children in developing countries and to raise the level of resources available for them.

184. It seemed only sensible that, before the Year was formally declared, the resources for its operation should be assured. Financing would obviously be needed to promote action, at the country and international levels, for the preparation of core information material and its dissemination and for the special staff required.

185. Board members generally supported the views of the Executive Director. Emphasis was placed on the necessity for Governments to undertake serious commitments to support the Year, if it was to be a success. The orientation of the Year towards national action was welcomed.

148. ... the Executive Director stressed the following points:

(a) The International Year of the Child, properly supported, could help to translate the new perceptions about the importance of meeting the needs of children as part of the development process into positive and far-reaching achievements. There were sound indications that IYC could be a major success in achieving United Nations goals for the well-being of children, and reflect credit on the United Nations.

(b) In accordance with the General Assembly resolution, IYC was for all children everywhere, but special emphasis should be placed on the provision of basic services for children in developing countries. The Year thus afforded a unique opportunity to raise the world's level of consciousness on behalf of all the young and especially on behalf of children in developing countries. Their needs, notwithstanding the progress made, were still not fully understood in many segments of society in the more affluent parts of the world.

(c) The Year should not be "just another year": it should be an occasion for profound review in each country, rich or poor, of the way children fared and for genuine and far-reaching reforms to the fullest extent required. It was hoped that generous support would be provided by the international community to all developing countries needing assistance.

(d) Action at the country level would be the main emphasis in the observance of IYC, with supporting action at the regional and international levels.

(e) While there would be no global intergovernmental conference, the hope had been expressed, notably in the Secretary-General's report (E/5844), that there might be special discussions in the General Assembly in both 1978 and 1979.

(f) It was important for the Board to realize that IYC presented an enormous challenge to UNICEF in two respects: first, its role as lead agency of the United Nations system for the Year, and secondly, the impact that IYC could be expected to have on the work of UNICEF itself.

(g) As part of the effort of UNICEF itself for the Year, the Executive Director proposed that the Board approve \$3 million from the general resources of UNICEF to help developing countries prepare plans for strengthening and extending services benefiting their children in the years following 1979.

(h) As lead agency, UNICEF had already started a series of actions to prepare for the Year (as reported in detail in E/ICEF/L.1359)...

(i) Non-governmental organizations accredited to the Economic and Social Council, to UNESCO, and to UNICEF were joining together to create one over-all Non-Governmental Committee for IYC in June 1977.

(j) One of the problems was to raise funds for the additional expenditure involved in appropriately fulfilling the role of lead agency. At the beginning of the Board session, there were pledges from five governments amounting to only \$1.35 million ^{18/} in relation to the \$4.2 million estimated as required. The estimates of staff needed were, of course, only estimates but, in the opinion of the Executive Director, they were conservative in view of the workload that could be envisaged as a result of the interest in the Year already evident. Every effort would be made to keep costs at a minimum, including the use of seconded staff, suitably qualified, whom Governments might make available. The recruitment of a full complement of staff, notably that of a Special Representative, was being inhibited by the lack of adequate assurances regarding the additional funds required. Payment of contributions was not immediately required but pledges or assurances of intentions to contribute were necessary in the near future. The Executive Director was obliged to report to the Economic and Social Council at its sixty-third session on progress in preparations for the Year and especially in raising the funds required.

VI. OTHER

A. Information policy

May 1974, E/ICEF/639

145. The Executive Director submitted a report on UNICEF information policy and its implications (E/ICEF/L.1321) in response to a request for a review of information policy made by the Board in 1973. The report, prepared with the advice of representatives of UNICEF National Committees and media users (E/ICEF/CRP/75-6), attempted to reflect the information policy to be followed by UNICEF as a whole rather than that of the Information Division alone.

146. The report proposed that the objectives of UNICEF's information policy should be: to help developing countries carry out the aims proclaimed in the Declaration of the Rights of the Child, and create a real awareness of the value of preparing children to contribute to their community in its future; to focus international attention on the situation and the needs of children and adolescents in the developing countries, and the possibilities for action; to provide information on UNICEF policies and activities in order to increase government awareness and contributions, and encourage public participation as the basis for greater financial support both from Governments and private sources; and to give information and communication support to help implement UNICEF-assisted projects.

147. Some new emphases in those objectives, together with changes in public attitudes and communication technology which had influenced the general environment for information work in recent years, had a number of implications for UNICEF information work: an expansion of UNICEF's advocacy role as a spokesman for children with a somewhat different distribution of emphasis between industrialized and developed countries; greater efforts in fund-raising activities ranging from promotion-type activities to specific materials for decision-making groups; accentuation of the positive aspects of investment in human resources, beginning with the young; inspiring decision-makers to pay greater attention to long-term programmes, while at the same time eliciting responses from the public on emergency and other immediate action programmes; and strengthening of project support communications at the field level to enhance the effectiveness of UNICEF aid.

148. The report also proposed increased co-production with various media; better co-ordination between the secretariat and UNICEF National Committees; and co-operation with government development information services and non-governmental organizations.

...

150. In the Board's discussion general approval was voiced regarding the Executive Director's proposal to give greater emphasis to strengthening the information component in UNICEF work on education of the public, advocacy with decision-makers, fund-raising addressed to traditional and potential new sources of revenue and the improvement of project effectiveness through project support communication. The importance of better co-ordination and exchange of information between UNICEF and UNICEF National Committees was stressed. That should include feedback from the Committees on the information work. There was general recognition that an expanded information programme could not be undertaken without increasing budgetary and staff support.

...

155. The Senior Deputy Executive Director assured Board members that their views and the various specific suggestions put forward would be taken into account in the information work of the organization and in the planning of resources to be used for it. The Board approved UNICEF information policy as set out by the Executive Director in his report (E/ICEF/L.1321).

B. Relations with National Committees for UNICEF
and with non-governmental organizations

May 1974, E/ICEF/633

179. The special link between UNICEF and the public had long been appreciated by the Board. That link, which had been developed largely through the work of UNICEF National Committees and non-governmental organizations, had allowed literally hundreds of thousands of individuals to participate directly in a United Nations activity. It had not only been of great value to UNICEF, but had helped to create a better climate generally for co-operation between industrialized and developing countries to improve the situation of children.

...

181. The Executive Board expressed its gratitude for the support given to the work of UNICEF by National Committees, non-governmental organizations and a very large number of individuals in many countries.

National Committees

182. The thirty UNICEF National Committees, almost all in the industrialized countries, had played an important role in interpreting the work and aspirations of UNICEF to government officials and people within their countries... The day-to-day basic activities of the National Committees included distribution of materials to the public, groups, and schools; contacts with the mass media; the issuing of periodic information bulletins and the answering of enquiries. Most National Committees were responsible for the greeting card sales operations in their countries. As in previous years, a number of Committees had been engaged in activities that involved raising sizable sums of money for both long-range and emergency relief and rehabilitation programmes.

May 1976, E/ICEF/644

157. UNICEF National Committees in 31 countries play an important role in helping to generate public support for a better understanding of the needs of children in developing countries and for the work of UNICEF. All the Committees are concerned with increasing financial support for UNICEF, either indirectly through their education and information roles, or directly through the sales of greeting cards and other fund-raising activities. The Committees represent one of the best traditions of UNICEF, namely individual and group support, as was foreseen in the General Assembly resolution establishing UNICEF (resolution 57(I)). They are the channels for the devoted efforts of tens of thousands of volunteers in behalf of children of developing countries.

158. The Board had before it a report by the Executive Director, submitted in response to its request, on UNICEF relations with National Committees (E/ICEF/643). ^{18/} The report pointed out that the relationship was unusual in that it was between UNICEF, an international intergovernmental organization, and the Committees, which were national organizations. That difference presented the challenge of maintaining a common purpose and cohesion while providing sufficient national autonomy and scope for the Committees to carry on effective national activities. Using the UNICEF name, the Committees fell under the policy control of UNICEF. The establishment of a Committee required 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.

159. The emphasis in the Executive Director's report was on how UNICEF and the Committees could work together more effectively to serve the children of the developing countries. As a result of the informal consultations carried out with Committees and others concerned, which served as a basis for the report, the Executive Director found that a number of Committees saw opportunities to strengthen their work by: broadening their membership; increasing co-operative activities with non-governmental organizations and youth; improving the content of their educational activities and gearing them more to target audiences; seeking new approaches toward fund-raising, information and advocacy; and making greater use of professional inputs.

160. He believed that those efforts could be supported by making more UNICEF secretariat assistance available to Committees, when needed, in substantive tasks relating to information, the Greeting Card Operation, financial planning, reporting and appraisals of cost-effectiveness. It would be desirable to have fuller and more comparable reporting of the Committees' activities and finances, both for their own use and for the analysis for the Board.

161. He also believed that the growing interdependence between UNICEF and the Committees and the increased significance of Committees to UNICEF warranted a formal recognition procedure. That might well be accomplished by a "recognition agreement" between each Committee and UNICEF, specifying the terms and conditions of the grant and acceptance of National Committee status. Individual recognition agreements would also serve to provide for the observance of the essentials of Executive Board policy, while allowing for differences of structure and range of activities among the Committees.

^{18/} The Board also had before it a listing of contributions received from National Committees in 1975. These amounted to \$8.2 million for general resources, \$3.8 million for specific purposes, and \$8.7 million (net) from the sales of greeting cards, for a total of \$19 million (E/ICEF/CRP/76-24).

162. A draft agreement, which would be the basis for the recognition, was set forth in annex VI to the Executive Director's report. It embodied the main points made in his paper on Committee/UNICEF relationships that were appropriate for inclusion in such an agreement. The Executive Director believed that the current formula for the retention of funds collected by the National Committees for financing their work should be retained; however, he recognized that in certain cases adjustments might be necessary to meet the particular situation of a Committee.

163. Board members paid tribute to the important contribution of the Committees to the work of UNICEF, several of them referring to the statement in the Executive Director's report that "it would be enormously costly, if not impossible, to duplicate the extent of this valuable assistance to the work of UNICEF" The mutual desire of the secretariat and the Committees to find ways of working together more effectively was welcomed.

. . . .

167. There was general recognition in the Board that, in view of the divided opinion among the Committees about the form of an agreement, and concern with the terms of the model agreement proposed by the Executive Director, the subject, which was basic to UNICEF/Committee relations, required further consideration.

. . . .

169. The Executive Director recalled in his report that the information policy adopted by the Board in 1975 was intended to meet the concern of the Committees to have available adequate material on the work of UNICEF in order to carry out their activities in the fields of information, education, advocacy and fund-raising. A number of measures had been taken as a result of that policy to make the over-all information programme meet the various needs of the Committees more fully. . .

. . . .

171. In his report, the Executive Director pointed out that non-governmental organizations could be important allies of the Committees in helping to shape public opinion and governmental action in their own respective countries on behalf of children in developing countries. In addition, many voluntary organizations participated in the sale of greeting cards and took part in special fund-raising drives.

172. In his view, although considerable progress had been made in co-operation between Committees and non-governmental organizations, it appeared to be an area in which analysis by the Committees and the non-governmental organizations of the experience gained thus far could be a basis for more systematic and accelerated co-operative relationships, for the joint benefit of both the Committees and the non-governmental organizations.

. . . .

175. Among the criteria which the Executive Director proposed as the basis for recognition of Committees was that "the potential for direct or indirect support within the country for the global purposes of UNICEF warrants the establishment and recognition of a National Committee" (E/ICEF/643, para. 69(c)). While not directly addressing themselves to that criterion, a number of delegations felt that UNICEF National Committees should be established in countries having projects receiving UNICEF aid. There was no general agreement on that issue. It was pointed out that there were arguments for and against establishing Committees in such countries; it was a matter which required further study, taking into account the views of the Governments concerned regarding the nature of the Committees in their countries and the tasks they might undertake. Instead of a UNICEF National Committee, in a country where there were UNICEF-aided projects it might be more desirable to have a committee or other voluntary or semi-voluntary body concerned with information activities and the advocacy of services benefiting the children of that country.

...

177. ... The spokesman for the European Committees proposed that the Executive Director's report, together with the draft agreement, be referred back to the Executive Director for review by a joint working party, consisting of an equal number of members of National Committees and the secretariat, and that the result of their deliberations be resubmitted to the Board at its next session.

178. That proposal was generally approved and its essential features were incorporated in the conclusions of the Board at the end of its debate on the subject, which were as follows:

1. The Board takes note with appreciation of the document prepared by the Executive Director at its request.
2. The Board believes that the relationship or partnership between UNICEF and National Committees would be strengthened by the signing of agreements between UNICEF and each National Committee, although other arrangements may be preferable in some cases. Such agreements (or other similar arrangements) would provide an orderly way of acknowledging the unique characteristics of each Committee while at the same time according formal recognition to them and defining the standards required for such recognition.
3. The Board requests the Executive Director to continue discussions with National Committees with a view to exploring thoroughly the implications of his recommendations. For this purpose, a joint secretariat-National-Committees working group (or groups) might be useful.
4. The Board requests the Executive Director to keep it informed of the progress of these discussions and to prepare a report thereon, preferably for its 1977 session, but not later than its 1978 session.

Non-governmental organizations

May 1974, E/ICEF/633

87. Non-governmental organizations could stimulate and support local participation. In different countries that was done through such channels as co-operatives, the social section of political parties, women's clubs, social service, charitable and religious trusts or organizations, and training institutions through their field practice areas. In some of the special services for children, non-governmental organizations had played a pioneering role and their experience would be useful...

...

183. Ninety international non-governmental organizations currently enjoyed consultative status with UNICEF. The process of systematizing working relations with non-governmental organizations had continued in 1973...

C. Executive Board rules of procedure
and election of officers

May 1975, E/ICEF/639

157. The Board approved the report of the working group on draft revised rules of procedure... which are issued in their approved form as document E/ICEF/177/Rev.3...

...

163. The Board agreed that, starting from elections in 1976, the terms of office of the Chairman of the Board and Chairmen of the Committees would be for one year. Apart from exceptional cases, on the decision of the Board, no one would be re-elected for a consecutive term. The Chairman of the Board and the Chairmen of the Committees should be from different regions. A system of rotation should be set up to ensure that each geographical region accepted by the United Nations should be represented in the Chair in an equitable manner. The decision was considered to be consistent with rule 12 of the newly adopted rules of procedure...

201. The Board waived rule 12 of its rules of procedure (E/ICEF/177/Rev.3) which provided that the annual organizational meeting to elect officers and committees be held at the end of the regular Board session in which members who were to constitute the Board at its next regular session would participate. It decided instead that the organizational meeting would be held at headquarters some time before the new Board year began on 1 August 1977. The reason for the decision was to allow the six new members of the Board, elected by the Economic and Social Council on 11 May 1977, to participate in the meeting. That would not have been possible had the meeting been held in Manila.

202. The Chairman made a statement (E/ICEF/CRP/77-27) setting out the understandings which had guided the Board in its election process. There were essentially three guidelines. The first was that the Chairman of the Board should be a person who had had experience in the work of the Board, or of UNICEF. The second was that there should be a rotation of the Board chairmanship between members of delegations from developing and industrialized countries. Those two understandings, in effect for a number of years, had become a tradition. The third, approved by the Board in 1975 ^{21/} was that geographical regions should be represented in the Chair in an equitable manner.

203. For the information of those participating in the election, the Chairman also stated the view of a large number of Board members with whom he had consulted regarding the application of those guidelines, in the current situation, to the election of the Board Chairman. In essence it was that, for the year beginning 1 August 1977, the normal practice of rotation of the Board chairmanship - under which the chairmanship would fall to a representative of an industrialized country - should be deferred in order to have a chairman from Africa, a region that had never before held the Board chairmanship. However, for the year beginning 1 August 1978, the Board should revert to the practice of rotation of the chairmanship between developing and industrialized countries, and therefore the chairman for that year should come from an industrialized country.

205. The Board approved the statement of the Chairman and requested that it be called to the attention of the representatives attending the organizational meeting.

^{21/} Official Records of the Economic and Social Council, Fifty ninth Session, Supplement No. 6 (E/5698-E/ICEF/639), para. 163.