

CF/HST/1985/034/Anx 04/01



UNITED NATIONS  
ECONOMIC  
AND  
SOCIAL COUNCIL



CF/HST/1985-034/Anx.04/01

Distr.  
LIMITED

E/ICEF/L.1309  
11 April 1974

ORIGINAL: ENGLISH

UNITED NATIONS CHILDREN'S FUND  
Executive Board

EXECUTIVE BOARD POLICY DECISIONS

A compilation of excerpts from reports of the Board, 1960-1973

74-n8866

(181p + 1e)

Contents

	<u>Page</u>
Foreword .....	1
General programme policies and emphases including planning for children in national development .....	2
UNICEF relationship to UNDP country programming .....	22
Criteria for equitable distribution of UNICEF assistance .....	26
The supply function of UNICEF .....	32
Child health .....	36
Maternal and child health .....	36
Family planning .....	44
Village water supply and environmental sanitation .....	50
Immunizations .....	56
Malaria eradication and treatment .....	59
Trachoma .....	60
Tuberculosis .....	61
Yaws .....	63
Intestinal parasitic infection .....	63
Leprosy .....	64
Water fluoridation and dental health .....	67
Cholera .....	68
Filarial infections .....	69
Child nutrition .....	70
General approaches including food and nutrition policy .....	70
Applied nutrition .....	77
Weaning foods .....	81
Supplementary child feeding .....	86
Milk conservation .....	87
Breast-feeding .....	91
Preventing vitamin A deficiency in children .....	91
Education .....	94
Policy on aid for education .....	94
Non-formal education for rural children and adolescents .....	101
Pre-vocational training .....	104
Family and child welfare .....	112
General approaches .....	112
The handicapped child .....	115
Child drug abuse .....	116
Emergency relief and rehabilitation .....	117
Special emphases .....	121
The young child .....	121
Women and girls .....	125
Children and adolescents in slums and shanty towns .....	129
Adolescents and youth .....	133
Programmes for mothers and children related to liberation movements and refugees from colonial territories .....	135

Contents (continued)

	<u>Page</u>
Training .....	136
Policy on aid for training .....	136
Maurice Pate Memorial Fund .....	140
Evaluation .....	141
Applied research and statistics .....	146
Local costs .....	149
Matching .....	151
Model agreement with Governments .....	153
Financial aspects .....	154
Sources of support .....	154
Contributions for special purposes .....	156
Financial plan .....	162
Commitments .....	164
Board procedures .....	167
Programme Committee as Committee of the Whole .....	167
Board approval of project proposals .....	167
Administrative and programme support budgets .....	168
Use of volunteers .....	172
UNICEF National Committees and non-governmental organizations .....	174
Public information policy .....	178

/...

## FOREWORD

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. A compilation of selected provisions from General Assembly and Economic and Social Council resolutions setting forth the basic terms of reference of UNICEF and the Executive Board co-operation with other agencies in the United Nations system, etc., is contained in document E/ICEF/L.1282, January 1973. The full texts of General Assembly and Economic and Social Council resolutions on UNICEF from the inception of the Fund in 1946 through 1972 are given, in chronological order, in document E/ICEF/Misc.175/Rev.1.

In addition to the broad general decisions on UNICEF made by the Economic and Social Council and the General Assembly, which are reproduced in the documents mentioned above, a large number of decisions on programmes, financial and administrative matters and Board procedures have been made by the Executive Board over the years. The record of these is set forth in the reports of the Executive Board. However, many of the Board reports, particularly of earlier years, are not easily accessible; in any case, it is useful to have these decisions compiled on a subject basis. This has been done in the present document for the years 1960 through 1973. An earlier similar compilation from the inception of UNICEF through 1959, is contained in "Major trends in UNICEF Programme Aid: Excerpts from UNICEF Executive Board Reports", document E/ICEF/337/Rev.2. This earlier document together with the current document, taken together, provide information not only on specific decisions taken by the Board but also on the evolution of Board policies.

It is the intention of the Executive Director to update from time to time both this document and the one dealing with resolutions on UNICEF by the Economic and Social Council and the General Assembly.

/...



GENERAL PROGRAMME POLICIES AND EMPHASES INCLUDING  
PLANNING FOR CHILDREN IN NATIONAL DEVELOPMENT

June 1961, E/ICEF/431

15. Calling the Board's attention to the increasing flow of public capital to developing countries through bilateral and multilateral channels, the Executive Director pointed out that the resources of UNICEF were increasing at a slower pace than were the total resources available for the assistance of developing countries. The assistance given by UNICEF was therefore coming to occupy a smaller part of the field, a circumstance which could create either a problem or an opportunity.

16. It would be necessary for UNICEF to adapt to the changing environment. This was all the more important as investment in children, while recognized in the abstract as requiring as much attention as investment in natural resources, tended in practice to receive low priority in the face of more immediate pressure for development in the industrial or other economic fields.

17. The preliminary survey of the needs of children had presented a terrible picture of widespread suffering and privation. One of the principle tasks of UNICEF in the 1960's should therefore be to demonstrate how a reasonable share of the greater resources available for economic and social development could be directed to the welfare of children. The aim should be fuller development of the country's human as well as its material resources.

18. One of the most useful ways in which UNICEF could direct its policy would be for it to encourage countries, as they drew up comprehensive plans for social and economic development, to incorporate in them appropriate provision for the special needs of children. Where necessary, UNICEF might assist in the formulation of the part of the larger plans designed to meet the needs of children.

19. The Executive Director believed that many UNICEF staff members, trained to cope with a wide variety of problems having broad implications, were well placed to provide Governments with a type of help that was not readily available elsewhere at the current time. Technical support would be supplied by the United Nations Bureau of Social Affairs and the relevant specialized agencies. These agencies were themselves encouraging Governments to adopt more comprehensive programmes in the fields with which they were concerned.

20. The Executive Director pointed out that the survey of the needs of children showed that many countries gave high priority to certain measures for child welfare not covered by existing types of UNICEF aid. He recommended that, as part of the new approach, the Board should be prepared to consider new types of aid brought to light by surveys of child needs in the recipient countries which, in their view, had a high priority and for which practical action was feasible.

...

22. The Executive Director believed that the new approach would attract more secure long-term governmental support for UNICEF-aided programmes within the assisted countries. He also believed that UNICEF might well be more dynamic in raising the resources which an increased tempo of work would require for the future.

23. In the general debate, members of the Executive Board warmly supported the new approach and its basic premise that each Government should assess its own priority needs and devise its own strategy for meeting those needs in full knowledge of the possibilities of international assistance.

24. The Board endorsed the proposal that UNICEF should be prepared to aid Governments, at their request, in surveying child needs and in planning to meet them within the framework of their broader programmes for economic and social development. There was general support for the proposal that UNICEF should allocate funds for that purpose.

25. The Board noted that many recipient Governments had recommended a broadening of the categories of aid offered by UNICEF in order to enable the Fund to direct its aid to projects to which they gave a high priority and in which the opportunity existed for effective action. A number of members of the Board and representatives of technical agencies and non-governmental organizations urged that such categories should meet not only the physical needs of children and youth, but also their intellectual, vocational and emotional needs.

26. At the same time, many members of the Board were concerned that any broadening of categories of aid should not imply a departure from types of programmes proved by experience to constitute effective ways of helping developing countries. Many delegations felt it was important that current endeavours should not be fragmented, or the resources of the Fund dissipated on too many small or unrelated commitments for new types of aid. New activities should therefore be undertaken gradually and progressively as available and as foreseeable resources permitted. . . .

27. Because of the interdependence of children's problems, considerable stress was placed on the value of multi-purpose projects which combined several related elements, such as health, nutrition, agriculture and home economics extension, social services and education. In some countries such projects were developed within community development programmes. While such projects usually required co-ordination of the work of several governmental ministries, they also required simplified co-ordination procedures among two or more international agencies. It was important to continue to secure the technical approval of the responsible agencies in order to ensure that projects submitted to the Board should continue to be technically sound.

...

...  
33. Members of the Board recognized that the new approach arising from the survey of needs would place heavy demands on the skill of UNICEF staff, and that considerable experience, imagination and initiative would be required on their part if they were to help countries develop comprehensive and integrated measures for meeting the needs of their children and youth. This called for a strong field staff. ...

34. The less developed countries would need trained national staff to complete surveys and assess measures for meeting their child needs. During the course of the debate, repeated emphasis was laid on the lack of trained staff, which was regarded as one of the greatest handicaps to the full development of services benefiting children, and to the fullest use of available UNICEF aid. In this respect, members of the Board welcomed and endorsed the measures proposed by the Executive Director and the technical agencies for increasing UNICEF aid for the training of national personnel. Board members expressed the hope that the greater part of such aid would be devoted to national training schemes.

...  
49. In accordance with the decision taken by the Executive Board in March 1960 (E/3336-E/ICF/398, paras. 41-46), the Executive Director had consulted with beneficiary and other participating countries, and the technical agencies concerned, to ascertain the priority needs of children and determine the fields in which UNICEF might assist to the greatest advantage for their present and future welfare. ...

52. The Executive Director drew the conclusion that any action designed to meet the needs of children should depend on the judgement of the Government of the country concerned, based whenever possible upon a comprehensive national survey, as well as on the technical justification and feasibility of the remedial measures proposed. Such projects should be so planned as to form an integral part of the Government's over-all programmes of social and economic development. The identification of established needs and the possibility of effective assistance from UNICEF would justify the provision of aid for types of projects not covered by past policy.

53. While this new approach to programming would probably involve no radical change in the fields of assistance, it would justify a gradual but progressive development of new types of UNICEF aid. Aid for such projects would, of course, be subject to full examination and approval by the Executive Board.

...  
56. The recommendations, as approved by the Board, were as follows:

(1) Receiving Governments should be advised that UNICEF is prepared to assist them, in co-operation with the technical agencies, to survey the needs of their children and to plan programmes, within the framework of their economic and social development plans, designed to meet children's needs considered to be of high priority and for which effective action is possible.

(2) The technical agencies in the United Nations family, the multilateral and bilateral organizations, and the voluntary organizations should be requested to collaborate in such surveys.

(3) Where requested, assistance should be provided to enable countries to make such surveys of child needs as they may desire to undertake. ... The aid provided by UNICEF could take the form of supplies, transport, local expenses, and international personnel.

...  
60. The offer of UNICEF aid for national surveys should encourage Governments to assess their own children's needs and would create an incentive for relating those needs to their over-all plans for social and economic development.

61. The new approach was also welcomed because it took into account the variation in needs from country to country, recognizing that no one fixed pattern of assistance was universally applicable. The greater flexibility in programming permitted would facilitate a cautious extension of UNICEF assistance into new fields.

62. Moreover, the formulation of integrated programmes to meet child needs should attract a greater volume of international aid for these purposes, in both relative and absolute terms. It was stressed that investment in child health, education and welfare would ultimately produce returns out of all proportion to the assistance provided.

...  
66. With respect to the country surveys of child needs (paragraph 56 (1)) it was believed that Governments should be encouraged to establish national co-ordinating arrangements so as to ensure full internal integration of child welfare programmes. Although UNICEF help would not be dependent upon such arrangements being made in each assisted country, it was recognized that adequate co-ordination would assist both the recipient country and UNICEF to define areas within the framework of a country's over-all economic and social objectives in which UNICEF aid could be of the greatest help.

67. With respect to collaboration with other agencies ... the Executive Director was requested to maintain full co-operation with the technical agencies concerned in order that the aid provided by each agency should contribute to the greatest possible benefit of the recipient countries. For this reason the view was expressed that it would be desirable to invite TAB representatives to participate in country surveys. Furthermore, appropriate co-ordination should be maintained with bilateral programmes of assistance.

/...

69. ... In general, delegations considered it preferable for a minimum of international personnel to be provided for the direction of national surveys to enable Governments to carry on the surveys with their own local experts or, in appropriate cases, to facilitate in-service training of local experts. It was generally understood that UNICEF assistance for surveys could take various forms, and that it would be the prerogative of Governments to choose the forms best suited to their own particular circumstances.

70. With respect to broadening the range of UNICEF aid ... the original recommendation of the Executive Director had included a list of possible new or extended fields for possible UNICEF assistance based on the replies furnished by Governments pursuant to the Executive Director's consultations with them. It was agreed that the list should be regarded as illustrative of the various possible new types of aid which Governments believed would reflect more accurately their priority needs. The Board noted that aid of the types listed might be requested by Governments, particularly as a result of the findings of comprehensive surveys of child needs, and in that event, they would come before the Programme Committee under its normal procedures. Since the new types of aid would not be based upon established criteria of the Board, it was suggested that Governments should be informed that the approval of the Programme Committee could not be anticipated to the same degree as in the case of projects falling under more clearly established criteria of the Board. The list of new or extended types of aid is contained in paragraph 73 below.

71. The Board was in agreement, in this respect, that assistance to projects benefiting children need not be restricted to UNICEF's past fields of activity, but that the Executive Director should be permitted flexibility in proposing the new types of aid such as those listed in paragraph 73 in cases where recipient countries gave high priority to such assistance. New activities, however, should not be undertaken at the expense of activities that were being carried out successfully nor should they result in fragmentation or dissipation of UNICEF resources and personnel. Any new type of project would, like currently aided types of projects, require the endorsement of the appropriate co-operating technical agency to the effect that the request was technically justifiable and its proposed implementation technically sound. Some representatives preferred that any broadening of the scope of UNICEF aid should be put forward within the context of a co-ordinated country child welfare policy and should not involve a shift of UNICEF resources to activities that were more properly the responsibility of the specialized agencies.

73. The examples of new or extended fields for UNICEF aid considered of high priority by Governments (see paragraphs 70-71) are as follows:

(a) *Broad social services*

(i) Aid for the establishment or expansion of various types of social services within the framework of family services and directed towards the specific child needs within each community;

Aid to programmes of rural and urban community development, with special reference to programmes of environmental sanitation and housing;

(ii) Extension of training programmes for social services at three levels:

Multi-purpose workers at the village level;

Persons occupying key positions;

Specialized personnel for training of social workers or for field operations;

(iii) Aid to programmes for abandoned children;

(iv) Aid in establishing a legal status for protection of the child, with special reference to the establishment or extension of a birth registration service that will give each child a legal identity at birth and permit it later to enjoy full rights at the family, city and national level;

(v) Extension of aid for handicapped children.

(b) *Preparation of the child for adult life*

(i) Certain aspects of elementary education;

Training of normal school instructors;

Teacher training;

Training of home economics instructors;

(ii) Certain aspects of agricultural education (nutrition, production at village level);

Training of agricultural extension service agents.

(iii) Certain aspects of vocational training for various occupations (handicrafts and industry);

Preparation of pilot projects for vocational training programmes in rural areas for children of rural inhabitants where land and agricultural facilities may be in short supply;

Training of extension service workers.

For these three types of operations, aid could be considered for:

Equipping centres for teacher training and for vocational schools;

Equipping field demonstration and training centres and areas;

Production of school materials and teaching aids;

Aid in the form of honoraria, stipends, teaching grants, etc.

(iv) Aid to pilot youth centres, including:

A vocational guidance section;

A section to prepare youth for certain occupations, and to give refresher courses for young workers;

Labour protection of youth.

(v) Multi-purpose demonstration programmes covering a number of practical activities.

/...

June 1962, E/ICEF/454/Rev.1

8. A report on children in national development was submitted to the Board by the Executive Director (E/ICEF/448 and Corr.1); this contained a series of recommendations for action by the Board. It took as its main premise the belief that self-sustaining growth in economic, no less than social, development, depended upon the quality of the coming generations, particularly their capacity for productive work, their adaptability to the new forms of community life required by industrialization, and the number of leaders they would produce for the extension of the development process. Thus the flow of a sufficient number of adequately prepared young people into the changing sectors of the economy should be considered a fundamental aspect of planning. Thus far, however, few developing countries had included in their plans a review of the needs of their children in addition to their plans for the different departments, nor did they have a declared policy for their benefit. In many countries the time appeared ripe to assess the extent to which various programmes affecting children supported and complemented one another and to consider how more effective plans might be evolved where needed. The objective might be a comprehensive plan where this fitted in with the general practice of the country. More modestly it might deal with problems requiring action both within and across departmental lines.

9. The Executive Director believed that the following points especially needed to be borne in mind:

(a) The various aspects of planning with a view to developing the capacities of the growing generation were normally the concern of the functional ministries responsible for education, health, agriculture (in relation to nutrition), social welfare, labour, and community development where it existed as a separate department.

(b) There were many important problems which could not be dealt with adequately by functional ministries working separately. Moreover, there were often a multitude of independent services affecting the child, and insufficient joint planning to provide a coherent child development policy. Departmental actions, and those of private agencies as well, needed to be supplemented by a review of their effect on children's problems requiring an inter-disciplinary approach (for example, nutrition, urbanization, and community development); and also on children as they passed from one stage of development to another (for example, pre-school children and those leaving school at an early age might be especially neglected groups). Effective inter-ministerial co-ordination was necessary when joint action was required to ensure that programmes should not be developed in isolation. In this connexion it was necessary to bring non-governmental agencies and experts into the planning process in an appropriate way.

(c) Assistance given through multinational and bilateral schemes, vastly greater in volume than that given through United Nations channels, was growing in importance each year. The policies which those schemes followed with regard to social problems and the improvement of the condition of children were obviously of great significance.

(d) What a country can do for its children is limited by its economic and social progress. It would, however, be misleading, in making development decisions, to consider the economic and social aspects of development mainly as alternatives; rather they should be viewed as complementary and should be reconciled. Persons concerned with social progress might often best approach their goal by giving immediate priority to those social programmes that contributed most directly to economic development. It is equally important for economic planners and others concerned primarily with economic progress to recognize the importance of children and youth in the investment required in the human resources to achieve self-sustaining development.

...  
**Declaration on Board policy**

12. The Executive Board engaged in an extended exchange of views on the subject generally. It concluded that it would be useful for the Economic and Social Council to have for consideration at its thirty-fourth session, when it discussed the United Nations Development Decade, a consensus of the Board's views in connexion with planning for children and youth as part of the investment in human resources. Accordingly it adopted the following Declaration, which it requested the Secretary-General to bring to the attention of the Council at the thirty-fourth session:

**DECLARATION ON A LONG-TERM POLICY FOR CHILDREN IN RELATION TO THE DEVELOPMENT DECADE**

It is recognized that the development of children is an essential step in the development of people and therefore in the development of countries. Provision of facilities for promoting health and preventing hunger is, however, not enough. Children must be regarded as future citizens, who will later be responsible for their country's progress and well-being, as well as individuals entitled to certain basic rights and privileges embodied in the Declaration of the Rights of the Child unanimously adopted by the United Nations General Assembly in 1959 (General Assembly resolution 1386 (XIV)). These rights and privileges must be accompanied by the recognition of certain responsibilities by the children and young people themselves.

Social progress, within which these rights and responsibilities can be recognized and advanced, depends in the main upon social adjustment and increased economic prosperity, which can be achieved only on the basis of the full utilization of all human and natural resources. Consequently economic and social progress are inseparable complements of each other.

*The recent reorientation of UNICEF policy*

From its earliest responsibilities as a post-war emergency organization, through its phase of helping mothers and children in the developing countries in limited fields, UNICEF, in association with the specialized agencies and the United Nations Bureau of Social Affairs, has now broadened the basis of its assistance so that countries may receive aid for programmes directed towards all aspects of their children's development — physical, mental, social — and for preparing young people for their full adult responsibilities.

This evolution was marked by the preparation in 1961, with the assistance of the technical agencies, of the report on the needs of children (E/ICEF/410 and addenda) and its adoption by the UNICEF Executive Board as the basis for future development into wider and more comprehensive fields of work.

/...

This reorientation has been rendered all the more essential by new and developing factors which make assistance to child and family life increasingly necessary. Such factors are the rapid increase in population, the breakdown of old traditions and cultures, and the rising tide of industrialization, which leads to an ever increasing migration of people from rural to urban conditions that are all too often detrimental to health, social welfare, and moral standards.

Therefore help for children and young people cannot be regarded as an isolated field of work: *it must be related to the improvement of conditions in the family, the community and the nation.*

#### *Integration of plans for improving child welfare into national programmes*

Proposals for long-term improvement in the conditions of children and young people in the context of their family life will be most effective if integrated into over-all national programmes.

National measures to improve the condition of children are distributed over a number of fields — health, education, social welfare, labour, housing, industry, agriculture, finance, etc.

The effective mobilization of all such measures to help the rising generation calls for co-ordination at the national as well as at the international level.

#### *The opportunities presented by the United Nations Development Decade*

The new impetus to raise economic and social standards during the United Nations Development Decade of the 1960's will provide an opportunity for increased help to children within the wider framework of over-all programmes.

Help in such a context will enable full recognition to be given to the special needs of children as future citizens of their countries and of the world. From their ranks will be drawn the workers of the future, including the leaders, administrators, technicians, industrialists and farmers.

UNICEF is convinced that, in co-operation with other members of the United Nations family, it can play a vital part in assisting Governments to strive to achieve at least the degree of advance towards self-sustained economic growth and social progress called for by the United Nations General Assembly in its resolution 1710 (XVI) of 19 December 1961.

#### *National measures*

When national development plans exist or are in course of preparation, provision should be made for measures to improve the condition of children and young people within such a wider framework. Where such plans have not been formulated, Governments should endeavour to associate their efforts to improve economic and social development into comprehensive proposals in which the interests of children and family life are taken into full account.

To achieve such objectives co-ordination at the national level is necessary. Different countries may wish to adopt different forms of co-ordinating mechanism based on their own conditions and needs. Within this framework children's interests should be included.

All possible measures should be taken in programming a country's future development to maintain and promote active, healthy, prosperous rural and urban communities and also to ensure that industrialization and urbanization shall not create conditions inimicable to child welfare arising out of unsatisfactory housing, unsanitary surroundings and the disintegration of family life.

Recognizing that all progress ultimately depends upon the energetic and enlightened support of the people themselves, the education of the public should be continuously pursued to emphasize the importance of the child and the necessity of promoting the well-being of children in all national programmes of economic and social development.

#### *International measures*

Full co-operation should be assured by the recipient Governments between multinational and bilateral programmes for benefiting the conditions of children and for ensuring the inclusion of assistance to this end in their respective plans covering wider economic and social objectives.

Co-operation is equally necessary between international organizations, including UNICEF, amongst themselves and also with the regional economic commissions, economic development institutes, and non-governmental bodies, both at the international and at the local level, in the preparation of measures designed to raise standards of child welfare and in the inclusion of such measures in all plans and programmes of development which they may be promoting.

In association with the specialized agencies, the United Nations Bureau of Social Affairs and other members of the United Nations family, UNICEF will provide assistance to Governments for studying the needs of children and for preparing suitable concrete proposals for incorporation in long-term development plans.

As a cardinal and increasing feature of its activities and in furtherance of its co-operation with other members of the United Nations family, UNICEF will encourage and provide aid for the training, nationally and internationally, of administrators, and of professional auxiliary and multi-purpose workers in all fields of service for children.

With the object of providing a wider understanding and increasing support for work on behalf of children and young people, UNICEF will continue and reinforce its educational and publicity activities, in association with all interested national and international bodies.

Throughout the years of the United Nations Development Decade UNICEF will energetically press forward to the limits of its resources in promoting the foregoing policies and activities, which aim at promoting child welfare services as a vital aspect of economic and social progress.

It must not, however, be forgotten that this immediate Development Decade will be followed by succeeding decades in which efforts for the promotion of child welfare must continuously be strengthened — partly because the rapid increase in population may otherwise outstrip economic and social progress, and partly because the basic rights of children must be more and more universally recognized.

#### *Aid for country planning and programme development*

24. In June 1961 UNICEF allocated a sum of \$100,000 to help countries with surveys and planning to meet children's needs. It also allocated, first in 1960 and again in 1961, a sum . . . to help countries develop individual projects. Since the two types of aid shaded into each other the Board decided to consolidate them into one interregional allocation for "country planning and programme development".

#### *Relations with regional economic commissions*

25. The Board decided that it would be desirable for UNICEF to enter into closer relations with the regional economic commissions, especially in relation to their growing advisory services for national development planning.

#### *Economic development institutes*

26. The Board believed that it was important for officials of planning bodies and ministries of finance who were receiving training in development planning to have included in that training an appreciation of (a) the social aspects of development as they affect children and youth, and (b) the values of and opportunities for investment in children and youth. Further, the Board hoped that facilities for the training of planners would also be given to departments serving children more directly (such as those of health, education, social welfare, and community development). Many of the problems affecting children involved a number of disciplines and it would be useful to increase the understanding, on the part of planners, of such problems and of the need for inter-departmental action.

27. The Board therefore authorized the Executive Director to approach the economic development institutes through the appropriate United Nations channels with the suggestion that they include problems relating to children and youth in their general training, and that training programmes be available for officials in departments whose work had a particular bearing on the development and welfare of children. The Board decided in principle to offer assistance, if required, to enable officials of such departments to take suitable training. Similar aid could also be made available to training institutes created by other agencies and by governments.

28. As the institutes or the regional economic commissions would be sending out advisory teams to help Governments with economic and social planning, the Board expressed the hope that these teams would include a member concerned with aspects of planning relating to the development and welfare of children. UNICEF was ready to offer the participation of a staff member or consultant in such teams during an appropriate stage of their work.

#### *The promotion by other United Nations agencies of planning for children's development*

29. The Board requested the Executive Director to take such initiative as he deemed appropriate with other United Nations agencies (including the Special Fund and the International Bank for Reconstruction and Development) in order to ensure that in relevant aspects of their activities greater attention was given to a systematic review of the needs of young people.

#### *Relations with multinational and bilateral aid*

30. Recognizing the large volume of multinational and bilateral aid that was being directed to developing countries, the Board believed it advisable for the Executive Director to expand his contacts with those sources of multinational and bilateral aid, including non-governmental agencies, that could appropriately offer assistance for children. Moreover, UNICEF national committees in developed countries might be invited to take an active interest in the forms of aid going from their country to developing countries in so far as children were concerned.

#### *Relations with non-governmental organizations*

31. The Board invited the international non-governmental organizations having consultative status with UNICEF, through their constituent societies in the economically advanced countries, to examine the opportunities for developing a greater interest in children's needs in bilateral aid programmes. In this connexion twenty-six international non-governmental agencies in a joint statement to the Board (E/ICEF/NGO/77/Rev.1) stated that (a) they would encourage their national affiliates in the economically advanced countries to explore with their Governments the possibilities of strengthening their bilateral and multinational programmes in relation to services for children and youth and (b) they would, as opportunity offered, encourage their affiliates and other non-governmental organizations in the developing countries to confer together as to how they could best influence and participate in national planning for children and youth in their countries. They also expressed the hope that more Governments would look to non-governmental organizations as a possible source of assistance.

#### *Orientation of UNICEF assistance policies*

32. The Board endorsed the orientation of assistance policies set forth below in sub-paragraphs (a) to (e). This was designed to obtain the greatest long-term benefit for children and youth by encouraging a regular consideration of their needs as part of over-all national planning and of departmental operations. A fundamental step in this direction was taken in June 1961 when the Board laid down the policy of helping forward the possibilities of action relating to the main problems of children in each country, even if some of the programmes concerned were not of a type formerly assisted by UNICEF.

(a) The practice of making commitments for a period of years, to be implemented by annual allocations, opens additional possibilities for furthering projects that form part of the country's development plan. It may therefore be useful increasingly to make commitments for the country's planning period, usually five years.

(b) If assisted projects are to have the maximum long-term effect, they should contribute to the growth of services within the country that will develop and benefit children. To do this immediately they need to be important enough to command attention at the policy-making or cabinet level. More of the projects assisted by UNICEF should be in this category. Of course, small projects with a growth potential also merit support: for example, training projects, pilot projects and projects that should be encouraged to evolve into national policy.

(c) Each country needs to undertake some projects that are large enough to offer scope to national personnel for planning and executive decision. The shortage of executive and administrative personnel is one of the main obstacles to future development. Practice is an essential part of the training of such personnel. Leaders for new endeavours — people who will enable the country to solve its own problems — often come out of growth sectors of the country's national life. The creation of growth sectors in the social field, particularly those

concerning children, should be one of the main objectives of UNICEF. Pilot and demonstration projects are usually related to technical methods; larger projects are needed to give executive experience in operations. This is one of the reasons why stress is so often laid on the importance of getting programmes under way or, more broadly, of initiating the process of social change.

(d) Since many of the countries which UNICEF is helping are receiving multinational and bilateral aid on a scale far beyond the possibilities of international organizations, UNICEF should shape its strategy in relation to this situation. UNICEF may take a problem relating to children that is neglected by bilateral aid, and help it on a similar scale. Sometimes it may appear appropriate to nurture the beginnings of a project until it becomes important enough for bilateral aid on a national scale. Sometimes UNICEF may help a country to extend the scope of a bilaterally-aided project by adding to it aspects relating to children.

(e) The policy outlined above would involve an increase in the number of larger projects submitted to the Board. This in turn would require an increase in the level of contributions to UNICEF within the next few years. On the administrative side, there are some advantages in handling larger projects. The time required for careful preparation is more acceptable. Consultants can be made available to countries, if required, for help in preparation of the projects and also in their execution without excessive overhead expenses. Both the allocation made by the Board for project preparation and the administrative and operational services budget of UNICEF would be drawn on, as appropriate, to make this possible.

33. While the emphasis on larger and more comprehensive projects as set forth in (c) and (d) above received general support, several representatives cautioned that the door should always be kept open for the smaller kind of project which frequently had a value out of all proportion to its size. The view was expressed that, since bilateral programmes tended to favour very large projects, a special effort was needed by such international organizations as UNICEF to ensure that assistance should be forthcoming to meet less spectacular but equally urgent needs. Moreover, there were some small countries which were seriously in need of outside assistance but which were not in a position to prepare and support large projects; their requirements were therefore best served by undertakings on a smaller scale. It was necessary to avoid a situation in which the larger developing countries, because of their greater administrative and financial resources, would come to absorb a disproportionate share of the help that UNICEF could provide.

34. As regards contacts with multinational and bilateral agencies (see paras. 9 (c) and 30), a matter which, it was generally felt, would increase in importance in the future, the hope was expressed that they would not lead to complicated procedures. Emphasis was placed on the importance of the role which United Nations resident representatives could play with regard to co-ordination at the country level and securing recognition of the value of services for young people in development planning as well as of the possibilities of UNICEF aid as an integral part of the country's development programme. The view was also expressed that, in inviting multinational and bilateral agencies to give greater consideration to children's needs, UNICEF should not relinquish its own unique possibilities, which would be enhanced if its resources were increased.

/...

June 1964, E/ICEF/500

Bellagio round table

15. The Board had before it for its information an interim report on a round-table conference on children and youth in development planning held at Bellagio, Italy, from 1 to 7 April 1964, and engaged in a preliminary discussion of the conclusions it contained. ... The conference, which had been sponsored by UNICEF in co-operation with the United Nations Department of Economic and Social Affairs and the specialized agencies, had provided an opportunity for leading economists and planners as well as experts on children's problems to examine how best to take account of the needs of children and youth in economic and social planning in developing countries.

16. ... A major conclusion of the conference was that the Governments of developing countries should formulate long-term national policies for children and youth.

17. The discussions at the conference had clearly revealed that, in development planning, more systematic attention should be paid to all aspects involving children and young people. At the same time the conference had concluded that it would be neither desirable nor justifiable to have a separate sector for children in national development plans. The conference had nevertheless underlined the importance of the interaction of measures taken in the different sectors. In addition, the conference had considered it essential for Governments, in order to develop the most effective over-all policy, to keep under constant review the policy approaches in the various planning sectors affecting children. The conference had suggested that planning for the needs of children should be co-ordinated at the inter-ministerial level and in the planning commissions, and recommended the establishment of national groups, composed of governmental and non-governmental leaders, to help in the formulation of an appropriate national policy. Co-ordination could also be strengthened if, on the one hand, planners were given a basic knowledge of the problems facing children and youth, and, on the other, the organizers of services affecting children and youth were given a basic knowledge of planning methods.

June 1964, E/ICEF/500

...

35. ... Some of the main ideas which emerged in the Directors' statements and in the discussion of them by the Committee and the Board may be summarized as follows:

(a) The discrepancy between children's needs and the resources available to meet them is enormous.

(b) One contribution to the solution of this problem would be for countries to establish priorities conforming to local needs and possibilities of action. It is for Governments to decide the extent to which they should seek to concentrate aid on a few main problems or use it for balanced development in a number of fields.

(c) Countries should be more actively encouraged to undertake comprehensive surveys of the whole range of needs of their children and youth in order to ensure that these needs will be considered in their planning processes and that appropriate priorities will be established.

(d) UNICEF staff, in co-operation with the staff of technical agencies in the United Nations family, have a useful role to play in encouraging careful planning and project selection, wherever possible in relation to the national development programme.

/...



(e) An important feature of many UNICEF-aided projects is the increasing emphasis on the training of personnel through national and regional training schemes. Training should be encouraged for all categories of personnel: planning and directing; teaching and professional; auxiliary and volunteer.

(f) More attention should be given to finding the ways in which countries that receive aid can share with other receiving countries the lessons learned from the difficulties and successes they have had in developing certain types of programmes.

(g) Countries continue to be interested chiefly in aid for health and nutrition. There is, however, an increasing interest on the part of Governments in seeking UNICEF aid for education, especially teacher training with emphasis on the practical content of education, including health and nutrition. There is also a tendency for more projects to be comprehensive in scope, combining or closely associating several related activities.

(h) Wherever possible, it is desirable that projects should be planned so that they are capable of becoming national in scope. They may be of a pilot character, which will help the country to work out measures that can later be carried out on a larger scale.

(i) The effectiveness of projects is greatly enhanced if the support of voluntary agencies and community leaders can be enlisted.

(j) In line with the decision of the Board in January 1964,... an effort is being made to include specific provisions for evaluation in the plan of operation formulated for each project.

(k) Also in line with the Board's views, reiterated at the January 1964 session,... UNICEF is beginning to be more active in seeking co-operation with multi-national and bilateral agencies in a position to help children. This should help to ensure that all available resources are used to maximum effect and should also enlist the support of the various sources of external aid in making improvement of the condition of children and youth a major long-term goal of general development.

(l) UNICEF field representatives should have the widest possible knowledge of the problems of children in the countries in which they serve, so that they can outline projects which will attract support from multilateral, bilateral and non-governmental sources of aid.

/...

June 1965, - E/ICEF/528/Rev.1

74. [The Executive Board]... reiterated and confirmed its policy that in giving the greatest possible attention to the most effective use of UNICEF aid, the following elements should be stressed:

- (i) The necessity of helping countries to develop the basic services which benefit children and to concentrate on priority programmes directed at the main problems of their children;
- (ii) The need to include training as an essential element in programmes;
- (iii) The importance under such an approach of directing greater efforts to the preparation of projects;
- (iv) The fact that while the emphasis would be on larger and more comprehensive projects, other projects having government priority which were of a pilot or experimental nature, or had a promising growth potential would also be supported.

... The Board believed that in seeking ways of meeting the problems of children and youth, UNICEF should take full advantage of the relevant experience of all countries.

...

88. In 1962 the UNICEF Executive Board decided that UNICEF should assist developing countries in taking account of children and youth in their development programmes. As a practical result of such assistance, more national resources would be devoted to the priority problems of children and youth, and those resources would be used more effectively. Moreover, by being linked to national development programmes, UNICEF and other outside aid benefiting children could be used to greater advantage. The major interest of UNICEF was not in planning as such but in ensuring that national planning provided the younger generation with proper protection and prepared it to make an appropriate contribution to national development. ...

June 1967, E/ICEF/563

[ Review of assistance policies ]

5. The Board had before it a report by the Executive Director on UNICEF assistance policies (E/ICEF/559) which it had requested in order to provide a basis for a review of the strategies, criteria and priorities in the use of UNICEF aid. The report did not suggest large changes but proposed that well-tried policies which had evolved over the years be adapted to new possibilities for both providing children with the protection they need as a vulnerable group, and the preparation they need to contribute to the progress of their societies. The main theme was that the humanitarian aims of UNICEF could best be furthered by assistance policies which contribute not only to the immediate benefit of children, but also to the long-term economic and social development of the countries in which they live.

/...

...

8. In the main section of the report the Executive Director emphasized his view that UNICEF should give more attention to ensuring that its aid fitted in with, and contributed to, the development efforts of individual countries. Since the needs of developing countries differed at various times it was not possible for UNICEF to set global priorities among such fields as health, education and nutrition. In line with its emphasis on a "country approach", priorities for UNICEF aid needed to be chosen in agreement with each country on the basis of such specific factors as the local situation of children and youth, the distribution of resources within the different regions of the country, the aspirations of the population, the personnel and finances available, and the strategy for development of necessary permanent services, wherever possible within the context of a national development plan. This approach was not easy to apply in practice and merited more attention from both UNICEF and the technical agencies in the United Nations family.

9. The report pointed out that countries had different problems at varying stages of their economic and social development, and even in rapidly developing countries old problems often remained in backward areas. It would not therefore be advisable to concentrate all UNICEF aid in the poorest countries. However more attention should be given to the possibilities of more generous "special assistance" for these countries. For the better-off developing countries aid in smaller amounts could be given for "starter" projects, which might have the additional value that their results would be useful to other countries.

10. It was clear that UNICEF did not have sufficient funds to help with country-wide coverage, as a general rule. By using its resources with a view to their maximum multiplier effect UNICEF could give strategic and substantial aid and encourage innovation. UNICEF must continue to act as a catalytic agent by aiding pilot or initial projects which, through their demonstrated success, could then attract additional resources both from within the assisted country and from other external sources of aid. Related to this was UNICEF's endeavour to encourage a steadily increasing volume of external aid into programmes benefiting children in developing countries.

11. It was essential that UNICEF should continue to make full use of the professional advice of the United Nations family of agencies, to develop its collaboration with the regional economic commissions and development institutes, and to work closely with non-governmental organizations on activities of mutual interest. It should continue and enhance the close working relationships that already existed with the Resident Representatives of the United Nations Development Programme so that there would be a complete reciprocal understanding of the country's total development effort and of the importance of aid to children and youth in that context.

12. A general theme running throughout the debate was the emphasis on flexibility so that UNICEF could be directed to any field of benefit to children and youth which was of high priority and which was tied in, wherever possible, with a serious development effort. It was recognized that there was a general diversity among countries receiving UNICEF aid, and each Government had to evolve its own policy affecting children in terms of its own circumstances; however UNICEF could be helpful in this process, as well as in helping with specific projects.

/...

13. In many countries there were competing demands among different ministries for UNICEF aid, and it was pointed out that the secretariats of UNICEF and of the technical agencies had an important role in ensuring that the best choice was made among these demands. Some delegations believed that UNICEF should encourage a certain order of priority (for example, alleviation of hunger first, then disease control, then education; or concentration on rural regions, or on preventive activities). Others believed that if the aid granted contributed not only to the immediate benefit of children but to the long-term economic and social development of the country, and the projects were directed toward recognized priority needs of children, the Board need not be unduly concerned either by the pattern of distribution of allocations among various sectors, or by the extension of UNICEF aid to new activities. Emphasis was placed on the need for innovations in programmes, new ways of training, new approaches to solving problems, and greater attention to eliciting local support.

14. The importance of the multiplier effect in the application of UNICEF's resources with special emphasis on "growing points" was generally supported. Among the most important factors in the success of assistance, it was recognized, were the selection and thorough preparation of projects; careful attention to their administration and implementation, and the provision of aid over a sufficiently long period of time. It was important to encourage individuals with ability and dynamism to be associated with the projects. ...

15. One of the important values in UNICEF programme policy, it was felt, was the widening of its concern beyond the physical needs of the child to his intellectual development; and, in addition, to an awareness of the inter-relationship of various needs. The "whole child" should be responded to, both as an individual and as a social being. While aid needed to be evaluated primarily from the point of view of benefits to children, it had also to be related to the improvement of conditions in the family and the community. Although the increased attention being given to the preparation of young people to become productive adults was important, it was pointed out that the value of better health or education should also be recognized on its own merits. In this connexion the view expressed by the Executive Director in his report (E/ICEF/559, para. 2) that the "basic humanitarian impulse to help children live decent lives has been, and continues to be, an important motivation for UNICEF aid" was one which it was believed should continue to be emphasized.

16. Several delegations were concerned that there might be a tendency for UNICEF aid to be spread too thinly into fields of marginal direct benefit to children. In view of the limited resources available they believed that care needed to be taken to concentrate on helping meet the most urgent needs of children as effectively as possible, and not to embark in fields which might be the province of other agencies and could lead to a loss of UNICEF's special identity. Some delegations which had expressed this opinion at previous Board sessions stated that they felt assured by the Executive Director's view that while UNICEF should offer a diversity of aid globally, it should focus on fewer and more comprehensive projects in each country. It was recognized, however, that a small project could be justified by the smallness of the country or by the value of giving a stimulus to experimental endeavours. The main objective was to be selective in each country, and to support only projects which were significant, currently or potentially, and which were adapted to the needs and absorptive capacity of the country; and to give those projects enough vigorous support to ensure their success.

/...

17. The efforts of the UNICEF secretariat to keep in touch with sources of external aid, notably bilateral and multinational aid, which might be brought to bear on the needs of children were commended. These efforts, it was felt, should be intensified so as to increase the amount of external aid both from Governments and private sources going into social development programmes benefiting children, whether through UNICEF or other channels.

...

21. The Executive Director was commended for his emphasis on the importance of close co-operation and co-ordination with other agencies in the United Nations family. The efforts to gear UNICEF activities into the process of development as a whole made co-ordination especially important, particularly with the United Nations Development Programme and with regional development activities. The desire of the Executive Director to seek to simplify and streamline co-ordination procedures whenever possible was supported.

22. In the process of relating UNICEF's work as closely as possible to other assistance programmes and national development plans, delegations stressed that UNICEF should at the same time maintain its own unique personality and identity, which had won it universal popularity and affection, despite its modest resources. The Executive Director stated that he fully shared this view.

...

24. Although there were certain differences among the delegations in the points they emphasized, the debate revealed a broad satisfaction with the general scope and pattern of UNICEF aid as appropriate to an agency concerned with the needs of children and youth, and with the methods used to provide this aid. The Executive Director was commended for his clear report and the candid approach he had taken in setting forth the problems facing UNICEF. The Board requested the Executive Director to re-issue the report in an edited version appropriate for wide circulation.

May 1969, E/ICEF/590

32. ... Stress was now being put on the need for development programmes to be comprehensive in the sense of including mutually reinforcing economic and social measures. A national policy for children and youth was an essential part of this, and should include activities normally being carried out through various Ministries. Under a comprehensive policy, the investments of the various Ministries would become much more effective than in a series of separate actions.

33. It was clear to the Board that assistance offered by UNICEF to projects should encourage, for the benefit of children, the convergent effects resulting from co-ordination of such services as health, education, social welfare and agricultural extension. Where a national policy for children did not yet exist, assistance should be in support of elements that could be brought together to create one. Wherever possible, the programmes should have links with economic policy and act to further economic growth.

/...

34. UNICEF aid should not follow a fixed pattern in each country. Account should be taken of the differing opportunities for action in individual countries and the differing needs related to the stage of development of the country. UNICEF aid was needed in support of services tailored to the specific needs of children and possibilities of action in different areas of a country, for example, development areas, traditional rural areas, and slums and shanty towns. It was needed to help balance what was being done for children at each stage of growth from birth to adolescence. It was needed to encourage special attention to unschooled children and youth in order to train them and place them into economically active groups. It was needed to reach girls whose knowledge and attitudes as mothers would have such a predominant influence on the next generation, and on the ability of families to adapt to change. ...

...

[ Country approach ]

40. An innovation at the session was the consideration of proposed UNICEF assistance in projects grouped by countries rather than by programme categories. This was another step toward the "country approach" whereby aid was given in any field of benefit to children on the basis of priorities mutually agreed with the Government, and in support of its development goals. It was the intention of the Executive Director eventually to make a single consolidated recommendation for projects in each country, in which UNICEF aid would be seen in the context of the over-all needs of children and the main lines of action for children and youth which the Government was pursuing in relation to national development. A start in this direction would be made at the 1970 session of the Board.

41. While it was recognized that that type of presentation would not, in itself, result in integrated country programmes for children - a goal which most countries were still far from attaining - the orientation of UNICEF assistance in that direction would, it was hoped, influence Governments and other agencies providing aid (both within the United Nations family and outside), as well as UNICEF staff itself, to consider the whole range of children's needs, to work out long range strategies for children and to establish priorities for action.

42. This process would also help UNICEF in its future efforts, about which the Executive Director informed the Board, to re-examine its existing programme engagements in the light of each country's priorities, capacities and needs. ...

43. Related to this was the question of the duration of UNICEF aid to projects. In the past, too many projects had been assisted over long periods of time without much change in the commitments of the partners concerned. Although UNICEF wished to encourage longer term planning, it was also important that there be provision for the eventual take-over of the assisted activities by the countries; in the future no project should be assisted for more than about five years without a thorough review. If such a review showed that further UNICEF assistance would be justified, then the objectives of the project would have to be reformulated and the plan of action revised.

/...

44. The efforts of the Executive Director to establish programme planning on a longer term basis were supported by the Board. It was recognized that so far as country programmes were concerned, long-term plans could be established only gradually in concert with the plans of the countries themselves. In currently assisted programmes, nearly one-half of the projects had already moved over to a relatively long-term basis through the device of making commitments for several years ahead. It was desirable, wherever possible, that the length of commitments should be related to the country's development plan. At the same time, however, it was necessary to retain a margin of flexibility to deal with unexpected developments, for preparatory work required for new fields of activity not yet fully explored, or for activities not yet considered of high priority in the country but containing elements of importance to children.

[ Second Development Decade ]

45. Another aspect of longer term planning lay in the possibilities which the Second United Nations Development Decade held for the welfare and preparation of children and youth. ... There was not yet so strong a recognition of the need to take account of the problems and programmes relating to children and youth as a whole, and of the interrelations of these with economic aspects and general development policies.

46. There was general agreement in the Board that UNICEF must play a more active and dynamic role in bringing to world attention the needs of children in the developing countries and the possibilities of action. UNICEF's unique place in the United Nations system was increasingly being recognized, and that placed upon UNICEF the responsibility for taking various types of initiatives aimed at bringing about effective action on behalf of the rising generation. That responsibility included UNICEF's looking beyond its own resources and trying to mobilize other sources of external aid to benefit children and youth.

[ Follow-up investments ]

47. Some types of programme which UNICEF was aiding, such as supply of drinking water and environmental sanitation in villages, applied nutrition, rural development and urban community services often needed follow-up investments of considerable size after the pilot or demonstration phase. If such investments were not forthcoming, UNICEF aid would not have a wide impact. It was suggested in the Board that beginning with the very first stage of project planning with Governments, an effort should be made to identify potential sources of financing, internal or external, for the later extension phase; if necessary to interest major sources of external aid - for example, the World Bank and perhaps bilateral assistance agencies - in the demonstration phase and in supporting its extension in the second phase. ...

48. This approach, which the Executive Director intended to explore, would constitute another element in UNICEF's efforts to encourage the deployment of various external sources of aid for the support of projects benefiting children, and to arrange its own assistance in effective relation with broad development programmes.

[ Rural development zones ]

49. There was considerable interest in the Board in the special opportunities for creating co-ordinated services for children in zones where Governments were trying to carry out comprehensive rural development programmes. UNICEF had aided a few schemes of integrated services for children in this context, but it was felt that there were much larger possibilities.

...

...

[ Relative importance of different fields of aid ]

53. The basic assistance policy of UNICEF had two interwoven strands. One strand was the UNICEF advocacy of orienting national development policies to take account of children and youth. The other was the material and financial aid of UNICEF to projects benefiting children, which should be an integral part of the national development programme.

54. The efforts of UNICEF in relation to the former had included support for regional and, later, national conferences and workshops; support for the systematic preparation of better national statistics on the situation of children and youth; encouragement of project-oriented research; and, perhaps the most important in the current phase of work, modest financial assistance to training and to advisory services concerned with the place of children and youth in national development. A review of such activities and plans for the future were presented to the Board in a special addendum (E/ICEF/586/Add.1) to the General Progress Report of the Executive Director. ...

55. Although there has been some encouraging movement as a result of these activities, the Executive Director pointed out that this exercise was still very much at its beginnings. While much was known about the standards of services benefiting children at which developing countries should be aiming, there continued to be a lack of models or strategies for the initiation and growth of these services suited to conditions in non-industrialized societies at various stages of their development, including the taking into account of the inter-relationships necessary among the various services.

...  
68. ... The proportion of funds allocated to ... various fields does not, however, represent a priori judgement on their relative importance. They largely reflect country priorities, the widening scope of UNICEF's interests, and aid available from other sources. A factor not reflected in the figures is that many projects include activities in more than one field of aid.

69. During the course of the session a number of delegations expressed views about the relative proportions of UNICEF aid going to various fields of aid. There was general agreement that more aid should go for nutrition ... Some delegations would like to see a higher proportion of UNICEF aid go to basic health programmes. A number of delegations welcomed the growing participation of UNICEF in the family planning aspects of maternal and child health. Some delegations wished to have greater emphasis on the pre-school child. The re-examination to be made by the Board in 1970 on policy for aid to malaria eradication was generally welcomed. ... Some delegations welcomed the increase of aid for education which they felt was yielding good results. Others were concerned that this increase was taking place to the detriment of the more traditional fields receiving aid. A preference was expressed by some for a narrower to a wider concept of UNICEF's role in branching out into new fields, particularly in view of UNICEF's limited resources. Others believed that UNICEF was having new responsibilities thrust upon it, in part by the pressures resulting from the population increase, and that its role should continue to be one of growth and flexible approaches to the provision of aid. One view expressed was that the problems of children and adolescents could be solved by the creation of societies with new social systems, and that the best solution was to give active support to all progressive efforts by countries to achieve social reforms and economic advancement.

/...



70. It was pointed out that a key element in the Board's desire that UNICEF move toward the country approach was the priorities set by each Government. At the same time, it was recognized that UNICEF had its own over-all objectives laid down by the Board. This placed responsibility on UNICEF field representatives to interpret UNICEF policies to Government officials, and to exert their influence in the formulation of the national development plan as it affected programmes benefiting children. The plan to move toward single multipurpose programmes for each country should ultimately lead to a better balance between the various fields of aid in the light of the particular situation in each country ...

April 1971, E/ICEF/612

23. The International Development Strategy for the Second United Nations Development Decade adopted by the General Assembly in its resolution 2626 (XXV) was viewed by Board members as having great importance for the systematic long-term efforts required to improve the condition of children. ...

24. Two elements were crucial for the welfare and preparation of children and adolescents in the Second Decade for which the International Strategy suggested a framework: the adoption of a unified approach towards economic and social development viewed as interdependent goals; and a concern, in the development process in each country, for ensuring that children and youth received their due share of attention and investment. That concern, it was felt, could in itself serve as an important factor in helping to integrate social and economic policy. The large population growth to be reckoned with during the 1970s and the unevenness in the spread and coverage of services benefiting children meant that, in addition to over-all measures, programmes had to be designed to meet the specific protection and development needs of children in different situations, e.g. those in different age groups, in rural areas and peri-urban areas and shanty towns, girls, out-of-school children, etc.

25. The principal task was to evolve, at both the national and international levels, effective methods of translating such an approach within each country into programmes of action. One of the main needs - a theme recurring throughout the session - was to find new patterns of service suitable to countries with limited resources, and faster methods of reaching significant numbers of children. That would involve using more auxiliary personnel, ensuring that local levels of governments - which were those most directly concerned with services for children - were well-informed, committed and sufficiently well supported to carry out their tasks efficiently, and helping to release local community energy by motivating and educating parents and stimulating action by local community leaders, volunteers and non-governmental organizations.

26. It was important, moreover, for countries to have adequately trained staff and an experience to draw upon in preparing programmes that corresponded more closely to their needs and could be expanded. In that connexion, closer contacts were required with regional and national training institutes, the latter eventually assuming an important role in finding better ways to deliver services. Wherever possible, projects should help to increase local production and processing capacities (e.g. for high-protein foods, vaccines, teaching and training equipment).

/...

27. Members of the Board commented with approval on the continuing efforts of UNICEF to make governments and international institutions more aware of the fact that, because children were a country's greatest capital asset, their needs should be taken into account in development efforts from the very beginning. Country studies of children's needs, national conferences to establish policies and programmes for children in development, and training of those responsible for planning - all of which had received some UNICEF support - had contributed to those objectives. Some progress was being made in recognizing the need to adjust priorities in national development plans, to allocate larger resources to programmes affecting the rising generation and to strengthen co-operation between national planning organizations and the sectoral ministries. But it was clear that in many countries only a beginning had been made; a great deal more had to be done to translate the initial effort into action affecting the everyday life of children. There was a general feeling during the debate that, in order to further that process, UNICEF should more and more be concerned with the resources, organization and capacities that could be built up at each level of national life, including the village and the slum, the district and provincial governments and state and federal governments.

April - May 1972, E/ICEF/624

[ Goals for the Second Development Decade ]

11 ... UNICEF field staff were devoting increasing attention to helping sectoral and planning ministries in the systematic formulation of national policies and priorities for children and adolescents as an organic part of national development plans, and to the preparation of specific projects in that context. ...

12. Nearly all the projects approved by the Board at the current session were closely meshed with national development plans. Emphasis was on strengthening the mutual reinforcement of services operated by different ministries for the benefit of children. A major accent was on the support of activities which helped improve the quality and coverage of services, at costs which developing countries could afford.

...

14. A draft perspective study prepared by the UNICEF secretariat entitled "Children and Adolescents: Goals and Priorities for the Second Development Decade" ... was considered by the Board in the course of the general debate on the general progress report of the Executive Director. ...

15. The study emphasized that there was a paramount necessity for firm long-range priorities in fields that had the greatest impact on children and adolescents. In a fundamental sense, children and adolescents could be viewed as a potential area of unified action within every national community, as well as at the international level. In the sectors mentioned above there was also a direct and intimate relationship between goals, priorities and methods of organization, and the extent to which the interests of the rising generation were effectively served.

/...

16. Moreover, from the nature of the needs to be met, planning and implementation had to proceed increasingly along inter-sectoral lines. Within each country, there were large variations in conditions of development as they affected different regions and different sections of the population. Integrated approaches were specially required in developing services for children in the more backward rural areas, in rural areas undergoing more rapid growth and change, and in slums and shanty towns and the poorer neighbourhoods in urban areas.

17. For a large number of specific problems, adequate solutions were not yet available, and new programme and project designs, involving concepts of innovation and change, had to be evolved at the grass roots level. Moreover, for the less developed countries as a whole, and for some more than for others, progress was being seriously impeded by lack of resources. Since resources were a fundamental limitation, it was essential that there should be greater and more specific support from the world community.

18. Members of the Board welcomed the perspective study and the emphasis it placed on inter-sectoral programming and on a unified approach to economic and social development. That was the only way that countries could develop appropriate long-range priorities and strategies for action on behalf of children and adolescents. Account should be taken of the basic needs of children, and there should be sufficient continuity of effort to have a lasting effect. UNICEF had to be increasingly concerned with critically important aspects of development affecting children. Humanitarian objectives would be served in a more enduring manner as the main development objectives came to be realized. Long-term objectives had special importance in the context of country programming.

...

20. There was general endorsement of the view expressed by the Executive Director that increased attention should be given to basic services for children and adolescents in disadvantaged socio-economic groups and in more backward regions. Board members recognized that, in relation to UNICEF's own limited resources, even that represented too vast a field. It was important for the scanty resources available to be distributed in keeping with the essential priorities. Therefore, UNICEF should give special attention to experimentation with new and improved patterns of delivery of services. That would lay a basis, at a later stage, when experience had been gained, for extension of coverage to areas and groups at present insufficiently served, and for attracting larger resources and efforts, both internal and external, which were calculated to enhance the country's own capacity for permanent and growing action on behalf of children and adolescents. ...

21. With the perspective study as a background, the UNICEF secretariat hoped that some countries might find it possible, on the basis of their own national experience and national documentation, to re-examine their past efforts and come to a more carefully conceived scheme of long-range priorities suited to their circumstances.

/...

...

93. A number of references were made in the course of the debates to the large untapped human resources available at the local level. In villages and city slums most people were by no means fully engaged the year round. What was needed was to involve people at the community level, including women and young people, in community betterment and self-help activities, many of which could be undertaken with a minimum of outside investment. While local voluntary efforts had long had a place in many UNICEF-assisted projects, there was need for a greater emphasis on them - a point which was especially made in connexion with the discussion of nutrition programmes ... and basic health services ... They could be encouraged, among other ways, by including more key local leaders and volunteers in UNICEF-assisted training schemes and by making greater use of UNICEF assistance available to Governments wishing to establish and train their own "volunteer corps" for services benefiting children.

...

98. In the past, UNICEF and the International Bank for Reconstruction and Development had collaborated on specific projects on an ad hoc basis. In view of the Bank's growing interest in the social aspects of development, the UNICEF Secretariat initiated consultations with the Bank in 1971 with a view to extending and systematizing the collaboration. Areas of potential collaboration included education, nutrition, family planning and the improvement of slums and shanty towns. ... In 1971 the Bank became a sponsoring agency of PAG. ...

99. Two delegations expressed some concern about the co-operation of UNICEF with the Bank, since they believed that the latter operated according to commercial concepts which diverged from those of UNICEF. The Executive Director stated that he sought such co-operation in line with the Board's desire that UNICEF interest sources of major financing toward matters of UNICEF concern, so that pilot or experimental projects assisted by UNICEF might eventually be extended on a larger scale. With its own resources so limited UNICEF had an obligation to encourage the deployment of larger resources in matters of UNICEF concern. The Executive Director did not seek collaboration with any one source of additional aid in preference to another.

...

103. As at previous sessions of the Board, a number of delegations expressed views about the relative proportions of UNICEF aid going to various fields and age groups. Attention was drawn to the need for UNICEF, with its limited resources, to concentrate its efforts and not allow them to be too widely dispersed. ...

104. ... The Executive Director referred to the 1961 decision of the Board that the child, and actions on his behalf, be viewed as a whole, and that UNICEF should be ready to support whatever was agreed to be the best possible action to improve the situation of children in a given country. ... There was, at the same time, a desire in UNICEF to emphasize certain sectoral actions for children, such as maternal and child health and nutrition and also to concentrate on certain age groups, such as younger children. The Executive Director did not see any inconsistency between the two approaches. In their consultations

/...

with the planning authorities and various ministries UNICEF field representatives had the responsibility of discussing various possibilities of action in favour of children, calling attention to those programmes which, on the basis of UNICEF's experience, would appear to be most helpful in the particular country's development effort, and indicating the assistance which could be available from UNICEF in the light of its own policies. The Executive Director felt that, in view of the constant endeavour to encourage mutual reinforcement among services benefiting children, movements in the percentage share that any category of aid was receiving were becoming less important. ...

#### UNICEF RELATIONSHIP TO UNDP COUNTRY PROGRAMMING

April - May 1970, E/ICEF/605

85. Both the Board and the Executive Director were in agreement with one of the main objectives of the Capacity Study, namely that the process of programming at the country level needed to be greatly strengthened. There was a reaffirmation in the Board of the correctness of the UNICEF country approach and support for the logic of joining in with system-wide activities of country programming when they would be set in motion under the leadership of the UNDP Resident Representative.

86. The Capacity Study suggested possible changes of an organizational nature which had a direct bearing on UNICEF and its future role as the United Nations agency providing aid for a broad range of services for children. It was to these suggested changes that the Board largely directed its attention.

...

88. The Executive Director believed that it would be premature to form a judgement on the merits of complete field integration until there was a better understanding of its implications (e.g. what place would be given to children in the United Nations strategy for development; who would be responsible for policy guidance and direction of the component elements of the staff; what training the staff would have, who would pay and administer the staff, etc.). ...

89. ... Most delegates agreed that, where country programming went into effect for United Nations development assistance, it would remain essential for UNICEF representatives in the field to maintain their direct contact with Government ministries with which UNICEF was working. At the same time, they would be working as members of the United Nations team under the leadership of the UNDP Resident Representative. The direct contact was seen as an important way to encourage countries to take account of children and youth in the national development, and it was not regarded as undermining the full accountability of the UNDP Administrator for the use of UNDP resources. One delegation did not entirely share the latter view.

...

/...

...  
92. It was felt that neither the role of UNICEF nor the real needs of the child in the context of national development were understood if UNICEF was regarded merely as a supply agency, and its fund-raising ability was considered as the main reason for its existence. UNICEF had done pioneer work in encouraging an evolution away from a piecemeal project approach to more comprehensive inter-sectoral country programmes for children. The benefits resulting from the influence of UNICEF on a country's priorities regarding long-term investment in children were often far greater than the actual material aid given by UNICEF. Those aspects of UNICEF's work appeared to be better understood in developing countries than in the industrialized countries. Any new administrative arrangements should not dilute the increasingly important role now being undertaken by UNICEF to help link programmes benefiting children more effectively with over-all development programmes.

...

94. Other reasons for safeguarding UNICEF's identity were also advanced by delegations. UNICEF had functions which did not fall within the area of development aid, the chief of these being emergency relief, where its experience and flexibility had proved it to be well equipped. It was also pointed out that concern about children helped forge a link of solidarity among peoples. The tangible accomplishments of UNICEF had earned it high respect throughout the world. UNICEF fund-raising campaigns provided thousands of individuals in many industrialized countries with an opportunity to participate in a direct and personal way in a United Nations activity. While the value of all this could not be estimated in monetary terms it had become an intrinsic characteristic of UNICEF and it was an asset to the United Nations which ought not to be jeopardized.

April 1971, E/ICEF/612

32. For a number of years UNICEF had been applying the principle of a "country approach" in its aid. That approach was based mainly on the premise that projects benefiting children would be more effective if they took account of the inter-relations between health, nutrition, education, community development and social welfare services and also the interrelations between those and other aspects of national policy. The goal was to move away from individual projects, seen more or less as separate entities, to comprehensive programmes involving the services of several ministries and benefiting children and adolescents as part of the mainstream of national development. As noted elsewhere in the report ... the projects submitted to the Board indicated that some progress was being made in that direction.

33. The participation by UNICEF in country programming under the leadership of the United Nations Development Programme would carry one step further not only the UNICEF country approach but also the system of co-operative relationships that had been in effect for some years between UNICEF and various agencies within the United Nations family in the provision of joint aid to individual projects. ...

34. A number of delegates stressed how important it was for UNICEF field activities to be an integral part of the country programming exercises. ... Such integration, they believed, would be wholly compatible with the basic interest of safeguarding UNICEF's identity, and UNICEF field staff could play an important role in trying to secure an over-all balance in country programming with regard to the needs of children and adolescents.

/...

35. ... They commended the Executive Director for his positive response in being ready and willing to have UNICEF do everything possible to contribute to the success of country programming.

April - May 1972, E/ICEF/624

11. Board members shared the view of the Executive Director that it was important in the future for UNICEF to collaborate with Governments and UNDP in the country programming exercises to ensure that the inputs of both organizations would be in harmony and concentrated in critical areas which were sometimes shared, and sometimes separate. It was pointed out that over the years the flexibility that had enabled UNICEF to respond to changing needs and situations had been a valuable asset. UNICEF field staff were devoting increasing attention to helping sectoral and planning ministries in the systematic formulation of national policies and priorities for children and adolescents as an organic part of national development plans, and to the preparation of specific projects in that context. It was necessary for inter-agency procedures to be worked out which would be adapted to the planning schedules of individual countries. As UNICEF increasingly improved its participation in the exercises, the country programming documents would reflect UNICEF inputs.

April - May 1973, E/ICEF/629

20. ... UNICEF programme assistance ... had the possibility of achieving a larger scope and a more systematic approach through the introduction of country programming in UNDP. The main objective of UNICEF would be to help the planning ministries and other ministries concerned, in their efforts to take account of aspects concerning children in the national development programmes. It could also afford a useful opportunity for a discussion of those aspects among aid-giving organizations on the one hand, and the country's planning and programming authorities on the other.

21. In a statement to the Board, the Deputy Administrator (Programme) of UNDP said that UNDP was aware that it was only one component of the United Nations development system; other agencies, particularly UNICEF, were equally essential. Co-operation between UNICEF and UNDP was important in the analytical process of programme discussion and preparation, and in the establishment of relationships between various components of development. UNDP could supplement UNICEF's endeavours with some of its inputs, and vice-versa.

22. The discussion in the Board noted the uneven quality of UNICEF participation in country programming and some difficulties arising from differences between the UNDP programming cycles and the cycles followed by UNICEF, which were based on the plan periods of the countries concerned. Those difficulties were related to co-ordination rather than to substantive and policy differences. There was confidence, therefore, that they would be resolved through closer contacts between UNDP and UNICEF at both the headquarters and field levels.

23. Board members recognized that the well-being of children had to be secured in part through development programmes which were intended to serve the entire population and, in part, through more specific interventions. There was general agreement that UNICEF should be more involved in country programming, maintaining both its broad view towards development and its own identity. It was felt that UNICEF, in its advocacy on behalf of children, would serve to heighten concern for social development and further a unified, long-range approach to development. ...

/...

24. The Board reached a general consensus on the first conclusions that could be drawn from its review of UNICEF experience in UNDP country programming, and generally endorsed five main recommendations, suggested by the secretariat, for special UNICEF attention in the future, relating specifically to:

- (1) The establishment of closer links between UNICEF and UNDP headquarters for the review of policies and programmes of both organizations;
- (2) The finalization of instructions to UNICEF field staff to identify specific points of co-operation between UNICEF and UNDP;
- (3) The provision of active participation of UNICEF in the proposed interim reviews of UNDP country programmes; that would help to ensure preparatory action and a proper basis for participation in the next country approach;
- (4) A continuation of the dialogue and exchange of information between UNICEF staff and UNDP resident representatives, with special emphasis on creating greater awareness of the needs of children and their importance to all future development efforts;
- (5) The interpretation and application of experience gained in recent regional conferences (e.g. at Lomé and Guatemala City),... as a basis of country plans. UNICEF should continue its endeavours to help prepare background documentation for the examination and discussion of critical areas of children's needs to be taken into consideration at the time of the country programming exercise.

/...



CRITERIA FOR EQUITABLE DISTRIBUTION OF UNICEF ASSISTANCE

June 1965, E/ICEF/528/Rev.1

193. In 1964 the Director for Africa suggested to the Board the need to adapt UNICEF's traditional ways of assisting countries to the special situation in countries at the earliest level of development. This arose from the fact that a number of countries which were in the greatest need were the least able to make use of UNICEF assistance under the terms on which it had been available in the past. These countries lacked a strong administrative structure, trained personnel and budget resources for services benefiting children and youth. ...

...

195. The Board authorized the Executive Director to continue exploration along the following lines as a basis for developing specific projects to bring forward to the Board:

(a) Countries requiring special assistance would be those at the earliest stage of development, lacking the basic administrative structures to provide services to children, and with a critical shortage of the trained personnel needed to help children. The number of such countries would not be great.

(b) A primary objective would be to help create in a country a basic structure through which services for children could be provided. This would mean concentrating in the first instance on one departmental structure (e.g. health or education), probably in a limited area of the country.

(c) UNICEF aid might be extended to include not only a wider range of supplies but also a larger share of local operating costs in order to make the project fully operative, with the help of whatever other income could be obtained. This aid might be provided over a longer period than had been customary on the condition that operating costs were provided on a gradually decreasing scale.

(d) An effort should be made to associate bilateral or multilateral aid with such a plan, for its entire duration. These other sources of aid might provide capital costs of buildings as well as share operating expenses. Bilateral or multilateral sources might also provide personnel.

(e) Other United Nations agencies would be consulted in the early stages in the development of such a project; and their advice and assistance in the project would be sought.

(f) Any such project must represent a high priority for the Government, so that sufficient national resources would be assigned to it. The country must be able to take over local costs gradually in a period of up to ten years so that an indigenous structure for permanent services might be established.

/...

June 1967, E/ICEF/563

18. In discussing the distribution of aid among countries there was a general understanding in the Board of the difficulty of laying down any hard and fast quotas or formulae. Some delegations believed that more weight should be given to child population in making allocations. The Executive Director stated that desirable as this goal might be, it presented serious difficulties since UNICEF had insufficient resources to help with country-wide coverage. In addition to child population, account should be taken of the per capita Gross National Product, the merit of the projects proposed, and other special circumstances. Of considerable importance, in the opinion of the Executive Director, was the distribution of resources in different regions of the country and the very deficient levels that existed in some rural and peri-urban areas. It was pointed out by some delegations that a great deal of reliance needed to be placed upon the knowledge and ability of the UNICEF field staff and the judgement of the Executive Director and his colleagues. A request was made to the Executive Director for a biannual analysis of the distribution of aid by groups of countries taking account of national income, child population, and UNICEF allocations per child, to permit the Board to consider the pattern of distribution of aid by countries. The Executive Director agreed that this information would be provided while recalling his view that statistical data was only one of the bases for a good distribution of aid.

19. One view expressed was that the newly independent countries of Asia and Africa should be receiving greater aid. There was general support in the Board for broadening the concept of more generous "special" assistance for the poorer countries. Several delegations held that aid to countries further along in the process of development could be valuable, even if more limited, for problems in their disadvantaged areas or for pilot projects. The view was expressed that UNICEF should co-operate with countries whenever they had serious children's problems which they could not overcome by themselves. One suggestion made was that it might be desirable to establish some criteria to determine when countries should no longer receive aid.

April - May 1970, E/ICEF/605

96. In response to a request from the Board in 1969, the Executive Director proposed to the Board guidelines for the equitable allocation of assistance among countries at various stages of development (E/ICEF/602, paras. 192-208). The Executive Director, while recognizing the difficulties inherent in any system of criteria, nevertheless believed that certain factors should be given special weight in determining the allocation of UNICEF resources. There were two main problems: (a) how to give relatively more aid to countries at early stages of development and (b) how to adjust aid to countries which were relatively well advanced and approaching the point of take off.

/...

97. In essence, the Executive Director proposed that UNICEF's field representatives should continue to use "orders of magnitude" or "indicative planning figures" ... in discussing with countries the amounts of aid they could reasonably expect during a planning period. In setting those orders of magnitude, the Executive Director proposed that there should not be single figures, but rather a range of, say, 25 per cent for each country, as in the past.

98. Child population would continue to be the basic statistical criterion. However, gross national product (GNP) per capita and other relevant factors should also be taken into account in determining the amount of aid for programming purposes. It was noted that 85 per cent of UNICEF aid was going currently to countries with a GNP of between \$80 and \$400 per inhabitant. For countries within that GNP range, the Executive Director proposed that, while child population should be the main statistical indicator, a graduated scale should be employed so that countries in the lower part of the range would receive more aid than those in the upper part.

99. For countries with a GNP per inhabitant below \$80, or a child population under 500,000 (unless the GNP exceeded \$400 per inhabitant), the Executive Director proposed that the order of magnitude should be about three times more per child than the average level per child in the countries with a GNP between \$80 and \$400 per inhabitant. He also proposed that countries with a GNP per inhabitant of from \$400 - \$1,000 should continue to receive policy and administrative co-operation from UNICEF and also limited material assistance for backward or other special problem areas, or for pilot projects focused on serious problems of children for which adequate solutions had not yet been found. The total amount of UNICEF support to projects in the higher GNP range would, in principle, not increase.

100. Other factors would also influence the actual order of magnitude, such as the intrinsic value of the projects proposed, efficiency in the use of assistance, the size and geography of the country, and the availability of multilateral or bilateral aid. The criteria would be regarded as guidelines for UNICEF staff, and in practice there would be a good deal of flexibility in order to take account of the multiple factors involved. Proposed working rules for establishing "orders of magnitude" along the lines outlined by the Executive Director were set forth in his General Progress Report (E/ICEF/602, para. 205).

...  
104. The Executive Director, in commenting on the various points raised in the debate, pointed out that, while under his proposal there would be a relative shift in favour of the more populous and least developed countries, the shift would be gradual and there would be no sudden modification of the present pattern. Indeed, as a result of recent trends in allocations, the present pattern was for the least developed countries already to receive about twice the normal average. In practice, there would not be a sharp distinction among the three categories but rather a sliding scale, especially for countries in the lower range of the middle (\$80-\$100 per inhabitant) category. If, as was hoped, UNICEF income increased substantially, shifts could be made more easily by allocating new income to projects in the less developed countries.

/...

105. So far as absorptive capacity was concerned, the Executive Director pointed out that recent experience had shown that the less economically developed countries could, in fact, bring forward good projects and make use of a larger volume of assistance. They could absorb more assistance for children than UNICEF had the resources to provide. There was a minimum effective amount for any allocation, and if countries with small populations were to be helped to develop a comprehensive approach to children, the allocation to them per child had to be above the average. He believed that problems arising from deficiencies in using GNP figures could be largely avoided since there was no intention for the criteria to be applied in a mechanical way. A number of other factors, including the intrinsic value of the projects, the efficient use of aid, and the availability of bilateral and other aid would continue to be important. Several bodies of the United Nations were making studies having a bearing on the general problem, and the Executive Director would report to the Board any results which seemed applicable to UNICEF.

106. Because indicative planning figures for UNICEF were closely related to any UNICEF participation in country programming which might be adopted by the UNDP Governing Council ... and because there was uneasiness on the part of some members of the Board about endorsing statistical criteria on the basis of a first discussion and in the absence of indicators which they thought would be desirable, the Board decided not to take formal action on the guidelines formulated by the Executive Director, or on the specific recommendations by the Executive Director for participation in a United Nations system of country programming. The Board expressed appreciation to the Executive Director for formulating the guidelines and hoped that he would continue to refine them in the light of his continuing participation in inter-agency discussions on that and related questions. It suggested that he report any further views he might have on these matters to the 1971 session of the Board.

April 1971, E/ICEF/612

48. The Secretariat reported that the guidelines for the equitable allocation of assistance among countries at various stages of development, discussed at the 1970 session, were gradually being put into effect. Under those guidelines, more aid would go to the economically poorer countries with large populations. The proportion of support for the relatively more developed countries would be reduced and its content changed to give greater attention to activities of an innovative nature. In order to avoid hardship it was expected that the process would take three to four years, while, it was hoped, UNICEF income would be increasing. The specific guidelines might be reviewed by the Board at some time in the future, but it appeared that at present they represented a reasonably sound basis for setting country programming levels. It was evident that programmes would have to be adapted more and more to the changing needs of countries as they moved from one stage of development to the next.

/...

April - May 1972, E/ICEF/624

27. It was clear that countries at the earliest stages of development might need assistance in absorbing the more orthodox types of UNICEF aid and that flexible approaches were required, particularly for recurring and other local costs. Such approaches could include the absorbing of some of the recurring costs of projects on a gradually decreasing scale, particularly for the financing of key supervisory personnel; the underwriting of part, or all, of the costs of the construction of buildings for training institutions; and greater emphasis on underwriting training courses for administrators, making use of volunteers, and sponsoring studies on types of services most appropriate for the country. Such special measures were welcomed, but Board members felt that, in addition, a good deal more attention needed to be paid to that difficult problem. UNICEF and other agencies of the United Nations must continue to explore new avenues of assistance and be ready to adjust their forms and conditions of aid for those countries.

28. Several delegations felt that, since the total population of the least developed countries was relatively small and the needs of other developing countries had also to be met, care should be exercised to avoid an over-concentration of aid to the least developed countries to the extent of requiring a reduction of aid in relation to child population for the largest number of developing countries with which UNICEF was co-operating, i.e. those in the middle group, neither "least developed" nor relatively well-advanced. The Executive Director said that was not what was proposed; rather, increases in UNICEF's general resources were now to some extent being directed more towards the least developed countries, which in the past had been receiving less than their due share.

...  
140. ... The Executive Director did not recommend establishment by the Board of indicative planning figures for individual countries, as proposed by one delegate. He felt it was preferable for the secretariat to work with assisted Governments in developing long-range commitments for UNICEF aid which, in fact, gave the Government the essential element of the indicative planning figure, namely, assurance of aid over a number of years, usually in conjunction with the Government's development plan. That procedure, he believed, provided the flexibility in the use of UNICEF's resources which was especially essential, since the main function of the limited aid available from UNICEF was catalytic rather than supportive of government budgets.

148. The Board approved the recommendations of the Executive Director ...

April - May 1973, E/ICEF/629

101. Progress in aiding the least developed countries continued. At the 1972 session of the Board there had been an increase in the relative volume of commitments approved for 14 "least developed countries" on the United Nations list; at the current session, that was the case for 9 additional countries, which was in line with the criteria for UNICEF aid to countries in various stages of development reviewed by the Board in 1970. ... They included child population as the basic statistical criterion, with per capita GNP an important related factor. Other factors taken into account were the intrinsic value of the projects proposed, efficiency in the use of assistance, the size and geography of the country, and

/...

the availability of multilateral and bilateral aid. The purpose was gradually to achieve a relative shift in UNICEF aid in favour of projects benefiting children in the least developed countries and in the more backward areas of some of the more populous countries in the middle range. It was understood that the shift would not normally take place through a reduction in existing levels of aid to countries in the middle range, but rather through increased UNICEF resources as they became available, and the reduction of material aid to projects in countries passing out of the GNP level which required UNICEF assistance.

...

105. Earlier the Board had agreed that for countries at the earliest stages of development, more flexible types of aid might be required, particularly for recurring and other local costs, and for strengthening the national administrative and operational structures of the countries to help them increase their absorptive capacity. The Deputy Executive Director (Programmes) told the Board that equal attention must also be given to the logistics aspects of distribution of supplies and equipment. That would mean broadening aid for training to include not only technical and auxiliary personnel, but also staff performing administrative and logistic functions.

106. For the more advanced of the developing countries, there was an increasing tendency for UNICEF to limit its material assistance and to offer co-operation in policy and administrative matters concerning children's services. Emphasis was increasingly being placed on pilot projects to reach especially disadvantaged children, on training, surveys and seminars, and on the procurement of supplies and equipment on a reimbursable basis. In the newly independent Gulf States in the Middle East, where the problem was largely one of lack of technical resources and experience in services for children, UNICEF, in collaboration with the technical agencies of the United Nations, was helping Governments to profit from the experience of other countries in developing services for children. The possibility was being explored of sharing with some of the Gulf States with relatively abundant resources the cost of UNICEF work in poorer neighbouring countries.

107. Delegations generally welcomed those trends. Some, however, were concerned lest increased aid to the least developed countries might be made at the expense of basic services which were still needed by children in other developing countries, particularly in especially deprived areas and groups. One delegation suggested that there should be an increase in assistance to countries in which the level of living of 40 per cent or more of the population was below a standard acceptable in the light of the country's total GNP national average. On the other hand, one delegation felt that, in addition to providing a larger percentage of increased UNICEF resources to the least developed countries, consideration should be given to a redistribution in their favour not limited to future resource increases; it would be desirable for the Board at some future session to undertake a thorough review of criteria for aid. One delegation felt that UNICEF should continue to extend its co-operation to any country in which major child welfare problems existed; moreover, greater use should be made of the experience of countries that had, in the recent past, faced a situation similar to that confronting developing countries at the present time. Another delegation stressed size and geography of the country as a criterion for aid.

/...

THE SUPPLY FUNCTION OF UNICEF

May 1969, E/ICEF/590

141. At the request of the Board the Executive Director prepared a report (E/ICEF/574) on the principles and practices followed in connexion with UNICEF's buying of supplies and equipment for project aid. ...

142. The provision of supplies and equipment has been a major characteristic of UNICEF's aid since its inception. Not only had the supply component remained high over the years but in recent years it had increased in range and pattern reflecting the more comprehensive and longer-range scope of projects receiving UNICEF aid. ...

...  
146. There was general agreement in the Board that the report gave a clear picture of the UNICEF supply function and of the large amount of planning and organization involved at all levels of UNICEF administration in the procurement and distribution of supplies. Members of the Board felt that the operation was well-run and efficient.

147. Several points were raised by members regarding purchasing practices: the need, while adhering to commercial criteria and business-like management, of having a more even distribution of purchases among the various countries from which supplies were purchased; the desirability of making more purchases in countries geographically close to the recipient countries; the need to provide estimates of requirements to suppliers as early as possible; greater recourse to purchasing familiar or low-cost supplies directly from the market rather than through bidding procedures. The Board was assured that the Secretariat was aware of the danger of too rigid an application of rules in purchasing and that steps had been taken, or were under way, along the lines suggested by the members of the Board. The practice by UNICEF of using Government or quasi-government agencies for procurement in some supplying countries was commended.

148. The continuation of procurement of standard or common-use items in advance of particular project allocations was endorsed. Advance procurement made possible economies through bulk purchasing and was an additional means of speeding delivery. It was recognized that under this practice the supply component of a project would not be delivered to the country until after approval by the Executive Board.

149. The point was made in the Board that in UNICEF supply policy, considerations of quality of supplies should be accorded high priority. Some UNICEF-assisted projects, such as home economics, might have a far-reaching influence on future consumption patterns and the local production of consumer goods; others, such as environmental sanitation, also served a demonstration purpose. Quality standards had to be related to the special needs and conditions of developing countries. Wherever possible, UNICEF should try to use existing quality testing facilities with a view to developing strong, sturdy equipment of simple design. Fundamentally, the issue was not so much one of quality versus economy, but of selecting supplies appropriate to the objectives of the project.

150. In this latter connexion, members discussed the question of suitability of supplies. Suitability was related to the use of standard items of supply in the form of pre-packaged kits or as selections from supply guide-lists. It was recognized that from an administrative and economic point of view, standardization had many advantages. It would be uneconomic to allow countries complete freedom of choice in the selection of specifications or brands. On the other hand, it was pointed out, standardization should not go so far as to impede taking into account

/...

varying needs in individual countries. A balance needed to be maintained between the economic and the programming aspects of the supply operation. There also needed to be a continuous "feed-back" of information from the field so that questions or suitability could be under constant review.

151. Members of the Board lauded the work of the UNICEF Packing and Assembly Centre at Copenhagen which made possible considerable savings through bulk purchases; speedier delivery to projects; reduction in export packing costs from the country of supply; the combination of project requirements into consolidated shipments and project unit packaging of sets of supplies for individual health centres and schools, etc. ...

...  
153. The importance of ensuring that supplies arrived in countries in time for the beginning of the implementation of the projects was emphasized. Delays generally resulted from the fact that requirements were not always clearly specified in the first instance, and considerable correspondence might be necessary. Close co-operation between UNICEF field representatives and the Government authorities concerned would serve to avoid such delays, which fortunately were now relatively infrequent.

154. The suggestion was made that UNICEF help be extended to Governments, whenever necessary, to improve the local handling, storage and distribution of supplies. Some Governments lacked trained staff for supply management and it was suggested that UNICEF assistance might be similar to that provided for transport management. ...

155. About 4 per cent of the value of all supplies procured by UNICEF were purchased locally rather than imported. Locally-produced, or locally-available items were sometimes better suited for use in a project than imported supplies. Local purchase was also sometimes desirable when it speeded up the delivery of critical supplies to a project. UNICEF also sometimes bought locally as a means of stimulating production of supplies of an acceptable standard and of a reasonably competitive price so as to facilitate the continuation of the programme beyond the stage assisted by UNICEF.

156. During the course of the debate a number of delegations expressed the view that UNICEF should do more to encourage the growth of local production by giving priority to suppliers in recipient countries. It was suggested that when plans of operation and supply lists were drawn up, it would be possible to determine which supplies could be procured in the country itself, either by UNICEF itself or by the Government as part of its commitment to the project.

...  
158. The Deputy Executive Director (Operations) agreed that attempts should be made by the Secretariat to expand local procurement. There were too many small articles on the supply lists. These could be omitted from the UNICEF supply lists, leaving it to the country concerned to provide them through local purchase. For items having to come from UNICEF, various criteria had to be borne in mind in relation to the expansion of local procurement.

/...



159. Firstly, there was the need to create production capacity, which could be done by buying locally. Sometimes capacity could be expanded by providing production equipment, the cost of which could be repaid over a period of years by provision of the manufactured articles for use in the project. ... Secondly, local articles should be used when they were more suitable than imported articles. Thirdly, the problems of maintenance and the availability of spare parts and delivery dates needed to be taken into account.

160. The Deputy Executive Director (Operations) did not believe it was advisable to break up pre-packaged sets. If a country needed sets for distribution, say, to hundreds of health centres, the assembly of these sets could best be done in the Copenhagen Centre. It was not possible, at least for the present, to envisage the establishment of regional assembly centres. It had, in fact, taken a long time to make the Copenhagen Centre into an efficient operation. Moreover, UNICEF would not help the services it wished to see expanded if it bought up all local supplies. Substantial purchases should not be made locally by UNICEF without first checking whether there was sufficient capacity to meet the needs of local Ministries or services. Procurement through Ministries, a practice followed by UNICEF whenever feasible, obviated the need for UNICEF to set up its own operation for local purchases.

161. Price differentials also had to be considered, bearing in mind such factors as a possible saving on overseas freight of approximately 10 per cent, rising to 20 per cent for bulk items; suitability of the design of the article; quality difference; and taxation (a tax exemption or refund might make a local product more competitive).

162. The availability of currencies needed also to be considered. A country's own contribution to UNICEF would be used in the first instances for local procurement, and currency transfers from outside might also be required in some cases.

163. Finally, the Deputy Executive Director (Operations) pointed out that it would be advisable, in order to avoid incurring disproportionate administrative expense, to restrict local procurement by UNICEF to a small number of items required in quantity, rather than purchase a multiplicity of small items.

164. Among the supply services made available by UNICEF to Governments in connexion with programmes benefiting children were advisory services on transport management and maintenance. Most of the UNICEF-assisted projects needed some motor transport for supervision or training, or for specialized technical teams extending services into the areas surrounding health centres. ... Through the use of regional vehicle management advisers and transport consultants, UNICEF was helping Ministries (usually the Health Ministry) to develop permanent transport maintenance and repair organizations. Their help included training for key staff and for mechanics and drivers. In some instances, the transport organization had been expanded to service programme equipment other than vehicles.

165. During the discussion in the Board, it was felt that the contribution of UNICEF in this respect was a most valuable pioneering one. The suggestion was made that it would be useful to analyse the experience thus far gained in using various approaches in transport management in developing countries and to see whether some general conclusions could be drawn. It was agreed that a report along these lines would be prepared and submitted to the Board at a future session.

/...

166. Another service made available by UNICEF was reimbursable procurement by UNICEF on behalf of Governments for projects benefiting children. It assisted Ministries in fulfilling their commitments in projects being assisted by UNICEF; in ensuring the use of uniform specifications throughout the project; in continuing previously assisted projects; and in undertaking various child welfare activities in fields of UNICEF interest where procurement by UNICEF would result in substantial savings in cost and time. ... A hope was expressed that requests for reimbursable procurement would be screened carefully for non-UNICEF projects lest UNICEF become a partner in poor or non-essential projects; moreover, countries needed to develop their own procurement system. Several delegations drew attention to the great usefulness of this practice for their countries.

...  
168. It was agreed that the Executive Director would provide to the Board annually information on the purchase of goods, including types of items purchased, countries of procurement, sums expended, contracts for over \$10,000, and so on.

April - May 1970, E/ICEF/605

24. At the May 1969 session the Board, in reviewing the UNICEF supply operation, had agreed on the desirability of some shift taking place in the provision of supplies and equipment for project support. Traditionally, the bulk of such support had been in the form of imported equipment, supplies and transport. However, as developing countries had begun to manufacture a wider range of equipment, it was desirable for UNICEF to adjust its practices so that where supplies of good quality and at reasonably competitive prices were being produced locally, UNICEF would be buying more in those countries and would also be providing more equipment to encourage local production. An increased emphasis in that direction was urged by some delegations.

/...

CHILD HEALTH

Maternal and child health

March 1960, E/ICEF/398

66. At the last session of the UNICEF/WHO Joint Committee on Health Policy (JCHP) held in December 1959 the Committee had before it a study on child care and nutrition education in maternal and child health centres (JC12/UNICEF-WHO/2 and Corr.1/Rev.1 and Corr.1/Add.1). The last general review of maternal and child health activities had been made by the Committee in 1957 (E/ICEF/347; E/ICEF/353/Rev.1, paras. 49-59).

67. The Committee expressed its satisfaction with the progress made and the results already obtained and recommended that support from both Governments and international organizations for these programmes be intensified as far as possible (E/ICEF/396, para. 6.4). The Committee's conclusions, which were accepted by the Executive Board as a guide for emphasis in aid to maternal and child health programmes, are given below:

*Integration of MCH into general health services*

Interdependence between child health and community health and the over-all environment calls for integrated services. Despite a tendency in this direction in certain countries, there are still areas where the maternal and child services function in relative isolation. It is recommended that this tendency to integration be strongly encouraged and stimulated.

*Supervision*

More and better supervision services should be provided in country programmes. Special emphasis should be laid in supervision on technical guidance rather than administrative control.

*Training*

More national tutorial personnel capable of giving instruction appropriate to the conditions of the country and introducing elements of health education in the schools must be trained.

Paediatric training should be strengthened at all levels. The creation of paediatric departments in medical schools and the upgrading of those already in existence would greatly contribute to the improvement of child health services, by improving the general competence of the practitioner. It will be particularly important to ensure close liaison between paediatric departments of medical schools and local health services.

The training of all categories of health personnel in the field of nutrition needs improvement. For this purpose, it is desirable for health personnel to be instructed in the nutritional problems of mothers and young and older children. In addition, the study of local nutritional problems, of methods of solving them, and of the most effective means of health education adapted to local needs should be aided and encouraged.

*Combining midwifery and child care*

Since the category of health worker most represented on the staff of MCH centres is the midwife, and, on the other hand, there are needs in child care which are not being met, one solution could be to broaden the scope of the midwife's activity to include basic elements of child care at least up to school age. Her training would have to be adjusted accordingly and the number of midwives increased. Alternatively, the creation of a new type of MCH worker could be envisaged.

*Immunization*

Immunization programmes which should normally form an integral part of the routine services for infants and young children are often inadequate. The maternal and child centres should be encouraged to continue and improve this work. UNICEF should intensify its assistance in this respect.

June 1962, E/ICEF/454/Rev.1

122. The Board approved the recommendations of the UNICEF/WHO Joint Committee on Health Policy ... referred to ... below.

...

*Infants of low birth weight (premature infants)*

125. The report of the Joint Committee referred to a study of the level of birth weight in a number of countries carried out by WHO, which had also convened an expert committee to consider the problem. The essence of the findings of WHO had been that the key to saving the lives of small babies lay in prevention. Improved nutrition and prenatal care and well organized delivery services were all means of preventing premature delivery. The care of infants of low birth weight should be undertaken within the general framework of strengthened basic health services for mothers and children. As these services became established, simple measures for the care of small babies might be introduced. UNICEF support should be in the form of simple equipment and aid for training. Elaborate equipment for specialized care requiring highly trained personnel would be given only to a teaching hospital with a well developed paediatrics or obstetrics department undertaking undergraduate and post-graduate teaching of physicians.

June 1965, E/ICEF/528

Basic health services 7

120. The Executive Board had before it a report on the fourteenth session of the UNICEF/WHO Joint Committee on Health Policy (JCHP) held from 8 to 10 February 1965 (E/ICEF/509). The report included recommendations concerning UNICEF assistance for ... basic health services. ...

121. The conclusions of the JCHP on basic health services called for no change in UNICEF policy. The JCHP agreed that joint UNICEF/WHO assistance to basic health services should be intensified and given high priority; that it was essential to plan basic health services within the framework of over-all national health services, which should be an integral part of social and economic development; and that organized maternal and child health services should be planned and operated as an integral part of the basic health service programmes without sacrificing their individuality.

122. The JCHP further agreed that the specific health needs of mothers and children should be given due emphasis in training programmes and that aid to such programmes should include the provision of facilities for both formal and in-service preparation of all categories of national staff, both at the professional and the auxiliary levels; that it was necessary to train senior field staff to supervise their assistants; and that particular attention should be given to the system of supervision throughout the service.

123. The JCHP believed that health units should be adequately equipped to carry out preventive disease services, to conduct health education, to give simple treatments and to provide the necessary transport for taking services to the people and for ensuring supervision.

124. In discussing the integration of mass disease-control activities into general health services, the Committee agreed that while basic health services were being developed, it might be necessary in a given country to continue assistance to mass campaigns for the control of specific communicable diseases affecting mothers and children. The assistance thus provided would serve to stimulate the development of basic health services and prepare the way for the progressive integration of these campaigns into the general health services.

125. The JCHP considered that the establishment or extension of basic health services on a nation-wide scale might include a carefully planned pilot project. Such experience could also provide valuable material for staff training.

126. In the Board's discussion, emphasis was laid on the importance of developing basic health services and of ensuring that the quality of maternal and child health services would not be impaired when they were integrated into basic health services; maternal and child health services should not lose their identity, and the training of MCH personnel and the provision of skilled MCH supervision should be assured. Mass disease-control campaigns, although costly in terms of resources and personnel, had to be undertaken in many places precisely because basic health services were lacking; the ultimate objective, however, should be to ensure that basic health services were equipped to deal with all health problems.

127. The Board approved the Committee's recommendations.

/...

June 1967, E/ICEF/563

Assessment of aid to MCH

31. The Board had before it an assessment of maternal and child health (MCH) services assisted by the World Health Organization (WHO) and UNICEF during the period 1960 through 1964. ... The assessment was considered in the first instance by the UNICEF/WHO Joint Committee on Health Policy (JCHP) (E/ICEF/556, sect. 7).

32. Among the general conclusions emerging from the appraisal, the JCHP considered the following to be of major importance:

- (a) That WHO and UNICEF assistance to MCH programmes had been valuable and had contributed to noticeable progress both in quantity and quality. The provision of equipment and of transport was considered to have had a most beneficial effect on the programme.
- (b) That Governments, appreciating the need for better MCH services and for more and better trained personnel, had welcomed the collaboration and assistance of WHO and UNICEF.
- (c) That the people, in demanding more MCH services, had shown themselves ready and willing to contribute to the improvement and expansion of MCH activities through community action.
- (d) That the importance of planning health services had been recognized, and planning had been initiated in many countries.
- (e) That the integration of MCH services into basic health services and the integration of preventive and curative activities within MCH services themselves had been taking place in many countries, and a comprehensive approach to the health needs of mothers and children was gaining impetus.

33. The JCHP considered that two main weaknesses in MCH activities had become evident from the assessment:

- (a) The standard of practice, particularly in health posts furthest from the supervisory base, varied considerably and in many countries could be much improved.
- (b) The coverage of the population, although difficult to assess in the absence of reliable records, was limited to a small percentage, and wide areas of countries were without adequate services.

34. The following recommendations contained in the assessment suggested how WHO and UNICEF could accelerate the undoubted progress that had been made:

- (a) WHO and UNICEF assistance to basic health services, of which MCH services were a major component, should be continued. MCH activities should be improved and expanded, taking into account the resources of Governments in terms of funds and personnel. The patterns of programmes should be flexible and adapted to local conditions.
- (b) Health programmes which, although not directly dealing with mothers and children, contributed importantly to their well-being by improving the health of the community, should receive continued assistance.
- (c) Training programmes for personnel at all levels should be continued. Particular emphasis should be given to training of auxiliaries and those categories who will supervise their work.
- (d) Preparation of all types of MCH personnel to carry out their educational responsibilities effectively should receive high priority.
- (e) MCH programmes should pay special attention to the improvement of the health and nutrition of children one to six years old.
- (f) Consideration should be given to ways and means of increasing the number of young children effectively protected by immunization.
- (g) Continuing support should be given to all programmes directed towards improving the nutrition of the family, and particularly of the weanling.
- (h) Governments should be encouraged to plan their health services as part of national development plans and assisted in improving their systems of recording vital events and services.
- (i) The production of schedules and manuals of standard practices for the guidance of all personnel engaged in MCH work should be encouraged and assisted.
- (j) The provision of equipment and supplies, particularly transport, was essential to the development of MCH activities. The choice and maintenance of equipment provided by UNICEF, especially transport, should be reviewed periodically.
- (k) Health workers should initiate and foster the education of influential men and women in the community regarding the use of locally available health services, particularly regarding prevention of malnutrition and gastro-intestinal infections in children.

35. These conclusions and recommendations were endorsed in the discussion of the assessment both in the JCHF and the Board. There was considerable concern that far too few mothers and children were being reached by MCH programmes and the services they received were often of poor quality. Under the present pace of establishing basic health centres and satellite sub-centres, it might be generations before coverage was accomplished in most countries. There was a need, in addition to continuing with current patterns, for greater flexibility, imagination and exploration of new methods for reaching the village mother and her child. This was required not only to meet the particular conditions of each country but for special areas within the countries and for special groups. There was agreement that acceleration of aid needed to be preceded by careful planning and the establishment of priorities. However, it was pointed out that under present conditions improvisation was often also essential. The goal was to have MCH activities an integral part of an over-all health plan which, in turn, would be part of a national development plan.

36. One path toward greater coverage, it was pointed out in the discussions, might be in seeking new realistic approaches toward the training of para-medical staff, particularly auxiliaries. Much could be done by more training of indigenous midwives and practitioners, and including concepts of public health and social medicine in this training.

37. Another, and complementary, approach lay in enlisting the participation of leading members of rural communities who, if trained and motivated, could play an active role in promoting the health of the community. Maternal and child health activities, it was stressed, should not only be an integral part of general health services but also of community life, and it should be recognized that a community approach toward health required a close working relationship with education, nutrition and other social services. In this connexion, one delegation called attention to the importance of home visiting. Another suggested greater emphasis on a synthesis of modern concepts with traditions to avoid making brusque changes. Attention was drawn to the important role which non-governmental organizations could play.... It was suggested that experts advising on health problems, particularly on community activities connected with health, should have a thorough first hand experience of working with the local people.

38. To improve the quality of practice the discussions placed considerable emphasis on better training, especially of auxiliaries and supervisors, and increased supervision. The training of medical personnel at present left much to be desired and greater attention needed to be given to paediatrics, with emphasis on the social aspects. The need to train intermediate-level personnel became more urgent as health services expanded.

39. It was pointed out that while integration of MCH services with basic health services was desirable, care should be taken that it did not operate to the detriment of the specific aim of MCH services. An important safeguard would be to ensure technical MCH leadership at various levels of the basic health services. One suggestion was that UNICEF and WHO should give high priority to country programmes which emphasized preventive health measures. However, the point was also made that few children were brought to health centres solely for consultations

/...

in the field of prevention, and therefore if the mothers were to be reached and educated, it would be difficult and undesirable under present conditions in developing countries to separate the preventive and curative facets of maternal and child care. Immunization, it was stressed, could only have its full preventive effects when it became part of the regular health centre activities with time-schedules adapted to the epidemiological conditions of the country. The importance of family planning as an integral part of MCH in a number of developing countries was emphasized. ...

40. The role which MCH services could play in reaching the young child received considerable attention. ... In some countries considerable progress had been made in school health, including nutrition education, but there was much more to be done in this field, including teacher training. The suggestion was made that UNICEF support for rural water supplies should have a higher priority in the future evolution of health services; in this connexion the assessment of environmental sanitation, including rural water supply, to come before the 1969 Board session, was awaited with considerable interest. In connexion with the prevention of diarrhoeal diseases in infants and young children, it was pointed out that the education of mothers was as essential as was the provision of piped water or latrines.

41. It was clear from the assessment that almost everywhere there was a lack of reliable vital statistics and service records. As these were essential for planning, execution and evaluation of health services, the suggestion was made that UNICEF give consideration to help countries improve this situation and to carry out thorough evaluations of their MCH activities. The hope was also expressed that UNICEF would have available to it from time to time additional appraisals of the MCH programme and regular progress reports.

42. ... The intention of the Executive Director to continue the practice of keeping under active review the selection and maintenance of equipment provided by UNICEF was welcomed. The transport provided by UNICEF was felt to be of great value.

43. At the conclusion of the debate the Board expressed appreciation to WHO and to the consultants who prepared the country reports. It approved the section of the JCHP report dealing with the assessment (E/ICEF/556, sect. 7) and expressed the hope that it would provide guidance for the future joint work of the Governments and UNICEF and WHO in this important field.

April 1971, E/ICEF/612

Training of health personnel

55. UNICEF aid for the education and training of health personnel was the subject of a separate discussion in the Board (paras. 66-72). It was emphasized in that discussion that, despite the important advances that developing countries had made over the years in the extension of health services with the aid of UNICEF and WHO, it was still a fact that only a small proportion of families in most developing countries had access to even rudimentary health services. Using traditional approaches most of the developing countries would be unlikely to achieve significant coverage in their programmes in the foreseeable future. It was clear, therefore, that newer and faster methods must be found for reaching larger numbers of children, which would be within the means of developing countries and adapted to their needs.

/...



...

66. One of the main agenda items of the 1971 session of the Board was an assessment of education and training programmes of health personnel jointly assisted by UNICEF and WHO (E/ICEF/L.1278) and the recommendations contained in the report of the UNICEF/WHO Joint Committee on Health Policy (JCHP) on that assessment (E/ICEF/609).

67. The discussion highlighted a number of main points made in the assessment and the JCHP report.... The aid given in that field had been very valuable; apart from its tangible results it had helped to promote new concepts of child health care and had been a source of confidence and encouragement to governments receiving assistance. Training programmes, however, needed to be looked on as a means of developing the health services, and in that context new ventures and innovative approaches were needed. In spite of all the efforts made by governments, with the help of outside aid, there were still massive health needs to be met. In the countries studied in the assessment some 60 to 90 per cent of the population lived in rural areas often untouched, or barely reached, by organized health services, and it was in those areas that the health problems of mothers and children were the greatest. A radical reorientation of health training was needed, particularly of doctors and nurses, which was based largely on Western models and was inappropriate to local needs and conditions. Much more attention needed to be placed on training for rural areas, with greater attention to public health, the social and preventive aspects of medicine and practical work outside hospitals. Far greater use needed to be made of auxiliaries, including village health aides engaged in simple health tasks, with professionally trained personnel used for direction and supervision. Greater collaboration was required with non-medical personnel, such as school teachers, social workers, home economists and agricultural extension workers, so that some minimal protective measures might be extended to the large masses of the rural population. The work of health personnel could be greatly enhanced not only by the better use of workers in other services, but also by the active participation of the community, of volunteers, and of the persons whom the health services sought to serve.

68. A number of other points were also emphasized in the discussion in general agreement with the JCHP recommendations. It was recognized that the education and training of health personnel should be based on national health planning related to the general socio-economic plan for the country, and on careful manpower studies. Priority should be given to training of planners, teachers and supervisors, as well as auxiliaries; there should be an emphasis on refresher and continuing training; a multidisciplinary teaching approach should be used, bringing together related teaching programmes, facilities and faculties, which should be closely integrated with local health services; more attention should be given to the best use of demonstration and training centres; in addition to strengthening national training schemes, inter-country and interregional training centres might be used, particularly for planning, teacher-training and higher nursing education; a review was needed of nursing education in view of the great need for nurses and the slow increase in their numbers;... a review was also needed of the employment and training of sanitarians based on their current and potential role in the health team.

/...

69. It was pointed out in the debate that extensive health services and training programmes in a number of countries were provided by voluntary organizations, many of them church-related. It was important that the potential of voluntary organizations be taken into account in the new emphases which the assessment stressed. Among their assets were their presence in rural areas, the possibilities they offered for innovation and experimentation, which might involve some risks that it would be difficult for a government to take, and experimentation with the training and use of various types of auxiliaries. There was a trend towards co-ordination and joint planning within the private health sector in some countries, which would make possible the next step of co-operation within the framework of government programmes. ...

70. Several additional points were raised in the debate: UNESCO should be asked to help elaborate teaching methods, programmes and manuals and select teaching materials; more attention should be given to upgrading the status of auxiliaries and changing existing medico-legal legislation which made it difficult to use auxiliaries properly; it was hoped that inadequacies in the provision of some supplies and equipment by UNICEF (delays in delivery, unsuitability, distribution and maintenance problems), which the assessment brought out, would receive close attention. ...

71. The report of the JCHP contained thirty-three recommendations for action along the lines indicated above (E/ICEF/609, sect. 6.3). In the Board discussion of those recommendations the point was made that, while WHO could deal with health training as a whole, UNICEF's interest in aid for training in the health field was closely related to services for mothers and children. The recommendations did not make that distinction clear. It was noted, however, that the concluding recommendation provided that the Secretariats of both organizations should jointly work out guidelines for their field staffs to acquaint them with the recommendations, with a view to their practical application and their use as a stimulus for action. The Board approved the recommendations of the JCHP, on the understanding that the guidelines, when formulated, would make clear the respective responsibilities to be assumed by each organization in the light of its respective functions. ...

April - May 1973, E/ICEF/629

40. Board members welcomed the evidence of innovative approaches in some countries to bring simple health services to children in areas of countries where they were not available, particularly through a more extensive use of paramedical and auxiliary health workers, and an emphasis on preventive and community health, involving community-level participation and, if necessary, personnel and services outside the formal structure of health services. ...

/...

Family planning

June 1967, E/ICEF/563

44. In May 1966 when the Executive Board engaged in an extensive debate on the possible role of UNICEF in family planning it was unable to arrive at a consensus and it decided to postpone action until its June 1967 session. ... In the meantime it agreed to ask the advice of the UNICEF/WHO Joint Committee on Health Policy (JCHP), which was to meet in February 1967, on the best way in which UNICEF might participate in programmes of family planning, with particular reference to the technical aspects. The representatives of the UNICEF Board on the JCHP, the Board agreed, were to be guided by the four following principles:

- "(a) UNICEF assistance shall be given in response to Government requests, as part of a country's health services and not as a separate category of assistance;
- "(b) UNICEF assistance shall be limited to the usual forms of aid that have been approved by the Executive Board for many years, such as training of personnel, provision of vehicles, and supplies and equipment for maternal and child health services;
- "(c) UNICEF shall not take any responsibility for the organization and administration of the governmental programme relating to family planning;
- "(d) UNICEF shall request the technical advice of WHO and the Bureau of Social Affairs of the United Nations Secretariat in connexion with any such assistance." ...

...

46. When the JCHP met it had before it a report prepared by the WHO secretariat, (E/ICEF/CRP/67-4) the purpose of which was to define the health aspects of family planning and the basis on which WHO could give technical advice and assistance on request. The report considered family planning to be an integral part of comprehensive health services for mothers and children.

...

48. The report summarized the conditions under which WHO could provide advice for family planning upon request as follows:

- "(a) A policy of family planning has already been established independently by the Government concerned;
- "(b) WHO accepts no responsibility for endorsing or promoting any particular policy;
- "(c) The problems of human reproduction are recognized to involve the family unit as well as the society as a whole and that the size of the family is the free choice of each individual family; and
- "(d) It is recognized that it is a matter for national administrations to decide whether and to what extent they should support the provision of information on the health aspects of human reproduction to the people they serve."

/...

The conclusions of the report were that:

"The types of projects in family planning for which a country might request UNICEF/WHO assistance and which, if they meet the requirements outlined in ... [(a) to (d) above] could receive WHO technical approval would be those directed at (1) training in MCH care including family planning for the health personnel, (2) the expansion of the basic health services including the maternal and child health services. The need for rapid expansion of health services to provide scope for family planning as an integral part of them should be recognized. The normal preventive and curative activities of those services should in no way be reduced or impaired."

...

52. There was general agreement in the Board that the WHO report, concurred in by the JCHP, offered an acceptable basis for co-operative action by WHO and UNICEF to assist Governments which wished to provide comprehensive maternal and child health services, including family planning.

...

58. The Board approved the section of the JCHP report on the health aspects of family planning (E/ICEF/556, sect. 10) as the basis of UNICEF's policy in this field.

April - May 1970, E/ICEF/605

34. In his General Progress Report the Executive Director pointed out that an increasing number of countries were adopting policies relating to population, and these required wider provision for family planning services as an extension of maternal and child health services ... Since the decision by the Board in 1967 that UNICEF should support family planning aspects of maternal and child health services, aid for family planning has been approved for a number of countries ... This aid, taking the same form as that given for health services generally, has provided transport for family planning workers, stipends for special training of nurses and midwives, teaching manuals, teaching aids, and equipment for the production of teaching aids ...

35. During the discussion, attention was directed to the complex nature of the family planning problem. Without the assurance that the children who were born would have a reasonable prospect of surviving, parents were not ready to accept the notion of limiting births. Thus, an adequate maternal and child health service was pre-requisite for successful family planning. Moreover, experience had shown that to be efficient and safe, programmes of family planning should be closely associated with basic health services.

36. It was pointed out, however, that not only maternal and child health services, but other means of reaching the family were required, including organized women's groups, ... the school system, agricultural extension services, social workers and the mass media. The importance of interdisciplinary collaboration for the successful staffing of family planning programmes, and for promoting changes in attitude.

/...

...  
39. The Director of the United Nations Fund for Population Activities informed the Board that the Fund intended to help UNICEF finance as many projects as its resources would permit ... Members of the Board welcomed this concrete evidence of co-operation of the Population Fund with UNICEF.

40. When the Executive Director first recommended that UNICEF assist family planning in 1966, he did not recommend the provision of contraceptives as a form of aid. This was done in order to avoid controversy, and also because it then appeared that contraceptives were adequately available from other sources. He now considered that the situation had changed. Contraceptives were not available from other sources in sufficient quantity, and some Governments were indicating their preference for receiving them from UNICEF as part of the **over-all aid to their MCH/family planning projects, and they attached high priority to those requests.** The Executive Director, therefore, recommended that UNICEF be prepared to give contraceptives as part of its aid to comprehensive health programmes. The aid would be provided in accordance with UNICEF's general approach for country programming and it was not contemplated that large amounts of aid would be in the form of contraceptives. They would be given only on the request of Governments and with the technical approval of WHO. That organization supported this recommendation and was prepared to provide the required technical advice and support. ...

...

44. The Board agreed that UNICEF should be able to include contraceptives, or equipment to make contraceptives, in the supplies which it furnished for the family and child welfare aspects of maternal and child health programmes, at the request of Governments, and with the technical approval of the World Health Organization.

April 1971, E/ICEF/612

[ Social programmes in support of responsible parenthood ]

57. In 1967 the UNICEF Executive Board decided that, when so requested by a government, UNICEF might extend its assistance to family planning in the context of maternal and child health services. ... That decision was based on considerations relating to the health, welfare and development of children, which were deeply affected by factors such as responsible parenthood and family size. ...

58. The discussion highlighted several main problems affecting progress in family planning which had an important bearing on UNICEF's work in that area. Recent field reports had stressed that family planning programmes needed better channels to the villages, hamlets and slums. While certain smaller countries had made substantial progress in extending family planning services, some of the large countries had serious obstacles to overcome: a higher proportion of the population living in rural areas, a lower female literacy rate, proportionally fewer health workers, a higher proportion of villages not reached by any government services, and fewer sources for the provision of new or expanded services.

/...

59. Another point brought out by recent field reports stressed the close relationship between successful family planning programmes and basic maternal and child health services. The latter were essential to enable children already born to grow to healthy adulthood. The availability and use of such services should strengthen parents' aspirations for their individual children and negate the widely held fatalistic view that only a few of the numerous children born would survive. In turn, their new confidence should encourage parents to have smaller families.

60. Given the present limitations of resources and personnel, the problem remained of how to provide such services to the mass of people who had not yet been reached. One solution suggested was to use women trained as auxiliaries in family planning and elementary maternal and child health, who would work with the indigenous village midwives. That could greatly increase the number of front-line workers while making selective use of the small number of professionally trained people available for direction and supervision.

61. However, it was stressed in the Board discussion that this could not be counted on to be enough. A broader view of responsible parenthood was required, involving other social measures - including a variety of agencies and approaches closely related to over-all development. The measures included various forms of women's education, including literacy campaigns, as a means of raising the status of women and increasing their motivation towards responsible parenthood. Other services, such as schools, agricultural and home economics extension, community development, social welfare, industrial health services and the communication media also had an important role to play. It was suggested that a greater effort should also be made to reach men in order to motivate and educate them in family planning.

...

63. A number of delegates were gratified that more countries were turning to UNICEF for help in family planning and that the scope of UNICEF participation was being broadened. Appreciation was expressed for special contributions to UNICEF for family planning, including the support made available by UNFPA.

64. A few delegations viewed the trend with a certain reservation: the continued success of UNICEF depended upon the value it attached to human life; care should be taken to respect different shades of opinion and a couple's freedom to decide on the size of its family; UNICEF should guard against departing from the policy it adopted in 1967; ... its efforts should be directed mainly towards increasing the general level of living and increasing its aid for maternal and child health. The Executive Director assured the Board that the Secretariat viewed family planning exactly in the spirit adopted by the Board, namely that the objective of its aid was the health and well-being of the existing child and, indeed, of the entire family; in that connexion, there was concern not only with greater maternal and child health coverage, but also with women's education and other social measures that would strengthen the motivation towards responsible parenthood.

/...

April - May 1972, E/ICEF/624

[ Family planning aspects of family health ]

44. It was widely recognized that the health and welfare of children and family was profoundly influenced by family size and the spacing of births. Those considerations led the Executive Board to the decision it took in 1967 to the effect that UNICEF, when so requested by a Government, might assist family planning as part of national maternal and child health services. ... Since then the Board had approved several projects which, in addition to family planning services delivered by health services, provided parallel educational and motivational support towards responsible parenthood. Since family planning was ordinarily an inextricable part of a broad maternal and child health service, it was difficult to give a figure for the amount of UNICEF aid provided for family planning. Aid for maternal and child health in countries with national family planning policies amounted to \$8.2 million for use in 1970 and 1971, which included \$2.9 million assigned to UNICEF by the United Nations Fund for Population Activities.

45. At the current session the Board had before it a report prepared by WHO reviewing the family planning aspects of family health, with special reference to UNICEF/WHO assistance (E/ICEF/L.1281) and the recommendations of the UNICEF/WHO Joint Committee on Health Policy (JCHP) on that report (E/ICEF/618, section 7). The conclusions of JCHP constituted an elaboration and clarification of existing UNICEF policies. The essence of the 1967 Board decision, i.e. delivery of family planning services through maternal and child health with the objective of promoting family health and welfare, was maintained. High priority was recommended for the expansion and improvement of maternal and child care within the framework of basic health services, and for maternity-centred family planning programmes. There was recognition that the complex nature of activities relating to the health aspects of family planning necessitated a multi-disciplinary approach. Strengthening an over-all health services system capable of supporting all aspects of a family planning programme should be the basis for priorities in UNICEF and WHO assistance. In addition to health personnel, workers in other disciplines (such as community development, social welfare, home economics, education and public administration) should be seen as potential co-promoters of family planning.

46. The JCHP report set out a series of detailed recommendations which provided for greater support for planning and evaluation; for improved project formulation at the country level; and for strengthening the organization and administration of family planning activities. Wherever possible there should be integration of nutrition activities with family health programmes, including family planning, so that they could be mutually supportive and reinforcing. Assistance should be given for operational research aimed at designing alternative approaches to the delivery of family planning care in countries with different levels of health services and also within the context of different public health systems and in a wide variety of social, cultural and economic settings. Education and training was of central importance; priority should be given to the training of planners, teachers, supervisors, and auxiliary workers as well as to refresher and continuing training of all health personnel, and to innovations in training in relation to work in rural areas. Moreover, the health aspects of family planning should be integrated into the training of workers in other disciplines.

47. In the debate it was noted with approval that the terms of reference of several funding agencies for family planning had been broadened to include health education and social services, and that additional resources had been made available to build up the health infrastructure for the delivery of family health care, particularly maternal and child health, including family planning....

...

50. The Deputy Executive Director (Programmes) in a statement at the end of the debate stated that it was essential to distinguish between two groups of countries. Firstly, there were those that had formally adopted family planning policies, where UNICEF could play a role as part of a United Nations team. Secondly, there were countries that had no declared family planning policy but were prepared to study the matter and desired, in the meantime, to have UNICEF aid for basic health services. It was his hope that financing agencies, in particular the United Nations Fund for Population Activities, would provide more assistance for basic health services.

51. The Board approved the recommendations of JCHP on the family planning aspects of family health.

/...



Village water supply and environmental sanitation

March 1960, E/ICEF/398

70. In 1958 the UNICEF/WHO Joint Committee on Health Policy (JCHP) established principles which were subsequently adopted by the UNICEF Executive Board as the basis for UNICEF aid to environmental sanitation. Aid from UNICEF has taken the forms of drilling and digging equipment for wells and latrines; piping for tube wells and for bringing water from nearby adjacent sources into public standpipes of villages and the health centres of schools; equipment for workshops for fabricating latrine components; health education materials; transport; and stipends for training of sanitarians. . . .

71. . . . in December 1959 (E/ICEF/396), the JCHP reviewed progress in aid for environmental sanitation. . . . The Committee reiterated the view that environmental sanitation was basic to all maternal and child health work. It shared the belief of WHO that sanitation in general, and water supply in particular, had a direct bearing on morbidity and mortality of children and on the economic and social welfare of the community.

72. The recommendations of the JCHP envisaged some increase in UNICEF aid for environmental sanitation along the following lines: (a) greater emphasis on aid for environmental sanitation as an integral part of the expansion of integrated rural health services; (b) aid for training of more sanitarians (including supervisory staff) as well as more training of other health personnel in techniques of health education; (c) more aid for improving sanitation in schools, health centres, and community centres; (d) an increase of aid to permit UNICEF to contribute to a greater volume of safe water, and easier access to water, by providing for more fountains and standpipes at public places in villages and small towns.

73. The recommendation in (d) above is in line with the policy of WHO adopted in 1959 of greater emphasis on safe and ample community water supplies as a spearhead for promoting environmental sanitation. It does not, however, envisage a change from previous UNICEF policy of not aiding large-scale public works for supplying water, or piping it to individual homes — a policy adopted because UNICEF resources were not considered sufficient to be effective in such schemes.

74. While it was recognized in the JCHP that urban areas had urgent sanitation problems, it was not clear how UNICEF could help solve them without entering the field of public works, which was beyond its means. The JCHP believed, however, that if practical ways of rendering useful assistance could be found, pilot projects might be presented to the Board for aid.

75. The criteria laid down by the JCHP along the lines discussed above, as well as other guide-lines for future aid to projects, were adopted by the Board as follows:

I. (i) The programme must conform to the national health policy.

(ii) Environmental sanitation, related to maternal and child health, is an integral component of health services and should continue to be closely integrated with them. In the future, emphasis need no longer be laid on the selection of sanitation projects set up as part of MCH schemes, but rather on sanitation programmes integrated with general health services or with programmes of community development assisted or to be assisted by UNICEF.

(iii) Assistance by UNICEF for the execution, maintenance and expansion of a successful environmental sanitation programme in a country should be based on:

(a) An organized health service which includes a basic MCH service and at least a nucleus of a sanitation service.

(b) The organization of a well-planned and intensive health education programme to be carried out through every staff member working in the health programme.

(c) The availability of an adequate sanitation staff and of supervisory sanitation personnel, to ensure in particular the purity of water supplies and the proper disposal of sewage.

(iv) Community participation and self-help should be insisted upon at all stages of the programme.

II. Programmes should be planned with a view to continuous expansion through the mutual co-operation of the central government, local government and communities concerned. The goal should be the development of country-wide environmental sanitation programmes.

III. In rural communities, programmes should include specific provision for water supplies, excreta disposal, health education of the population and training of all staff in both sanitation and health education methods and procedures.

IV. In all programmes special attention should be directed to the improvement of sanitation in schools, health centres and community centres.

V. Adequate numbers of competent sanitation personnel should be trained to facilitate supervision and maintenance of the original project and the expansion of projects.

VI. The Joint Committee recommended increased emphasis on UNICEF aid for training in environmental sanitation along the following lines:

Provision of stipends, in local currency, for within-country training of various levels of staff;

Provision of teaching materials, educational aids and books;

Transport of students for field practice especially adapted to the circumstances of the particular project.

VII. In all communities, a system of water distribution to public fountains or standpipes readily accessible to the home, should have preference over the provision of community wells. In communities where piped water supply is in existence or planned, supplementary assistance might be given by UNICEF for extension of water distribution to public fountains, schools, health centres and community centres.

VIII. As far as the question of sanitation in urban and, more particularly, in fringe areas is concerned, it was not clear how UNICEF could aid. However, it has been suggested that if there are some practical ways for UNICEF of giving significant assistance to such types of programme, pilot projects might be presented to the Executive Board of UNICEF for preliminary consideration.

IX. Special attention should be paid to the general problem of water and environmental sanitation in the control of bilharziasis. This grave and widespread disease, especially in children, needs further scientific study and the promotion of pilot projects.

X. Attention to the two problems of water and environmental sanitation is equally important in connexion with diseases spread by contaminated water or food and with communicable diseases of the eye.

XI. Evaluation of the results of a programme must be made with the collaboration of competent medical personnel.

May 1969, E/ICEF/590

[Assessment]

115. The Board had before it an assessment of progress achieved in jointly-assisted environmental sanitation and rural water supply programmes during the ten-year period 1959-1968 (E/ICEF/L.1271). ...

119. The assessment was reviewed by the UNICEF/WHO Joint Committee on Health Policy when it met in March 1969. ...

121. The Committee felt that a greater impact might be made by UNICEF/WHO assisted programmes by concentrating efforts into zonal development projects, and by linking sanitation with other health-oriented programmes. It was also considered important that UNICEF/WHO assistance should make a greater contribution to comprehensive programmes of economic and social development through close collaboration with the responsible national agencies.

122. The Committee considered that in general the criteria and guidelines, laid down by the UNICEF Executive Board in March 1960 were still valid and applicable, as amplified and interpreted in the assessment. The Committee believed that they should be supplemented and modified by the following recommendations of the JCHP which would improve the efficacy of the assistance jointly being given by UNICEF and WHO.

- (1) Projects carried out under the UNICEF/WHO assisted programme must not be regarded as ends in themselves, but as demonstrational, stimulatory or educational in nature, leading toward a national programme to be implemented as early as possible. This should be made clear to all concerned from the earliest stage, so that there can be no misunderstanding on this point.

/...

- (2) The highest priority should be given in all work carried out under the programme, to training of national personnel. Such training should include not only professional and sub-professional members of sanitation staffs, but also operation and maintenance personnel of all grades. Training programmes should be based on estimates of present and future staff needs, and arrangements should be made, whenever possible, to train individuals before they are required to take up the duties of their respective posts.
- (3) More study is required on ways of increasing the effectiveness of health education of the public, particularly with regard to sanitation improvement. Greater use should be made of field health workers for disseminating information to the public with whom they are habitually in contact, and special provision should be made in the training curricula of all health workers to enable them to carry out this function more effectively.
- (4) The maximum community participation at local level should be encouraged at the planning, construction and operational stages of environmental improvements. Health education should support the involvement of individuals, with a view to ensuring wide acceptance and wide use of the facilities provided.
- (5) The introduction of health education subjects into school curricula, and the enlistment of the support of teaching staffs to assist, by demonstration and instruction, the installation of hygienic habits into their pupils, should be encouraged.
- (6) Guidelines should be prepared for the use of Governments requesting UNICEF/WHO assistance. These guidelines should make clear the objectives and limitations of the assistance available, and should also contain information which will help in the planning and in the execution phases of country programmes.
- (7) Every endeavour should be made to carry out improvements to water supply and excreta disposal concurrently. This should not be a rigid condition of assistance if either of the improvements is likely to be delayed in consequence.
- (8) More regular evaluations of the progress of the programme should be made, and Governments should be more fully involved in making these evaluations. Simple reporting and accounting procedures should be worked out to ensure comparability of financial assessments, and overall reporting should be in such a form as to enable the exact cost of each project to be individually determined.

/...

- (9) Except in those cases where UNICEF is already involved in urban improvement, or where sanitation is required for health centres or schools, the efforts on this programme should not be diluted by extending into urban or fringe areas. If it is decided to carry out work in such areas, this should be additional to, rather than instead of, rural improvements.
- (10) Where conditions so require, UNICEF/WHO assistance should be extended to cover the removal of waste water, in addition to the prime subjects of water supply and excreta disposal.
- (11) Further studies should be made by UNICEF and by WHO into ways of increasing the efficiency and reducing delays in the processes of ordering, procurement and delivery of supplies. Equipment lists, specifications and design information should be prepared and made available to field staff, with a view to standardizing items wherever possible, and facilitating accurate ordering of materials and equipment.
- (12) The phasing-out of UNICEF/WHO assistance at the end of the demonstrational stage should be programmed well in advance, and the degree of continuing support necessary to country-wide projects determined according to the needs of the particular country.
- (13) All environmental health improvements should be planned with their subsequent maintenance and operation in view. Local participation in these phases should be encouraged whenever possible, and consideration given to group organization for maintenance on an area- or country-wide basis, where conditions so warrant. UNICEF/WHO assistance could be given to the planning and setting up of such maintenance organizations if desirable.
- (14) Every endeavour should be made to encourage other international and bilateral agencies to become involved in national programmes of environmental improvements.

...

124. Various aspects of the points dealt with in the assessment, and the JCHP report, were discussed by the delegates. Emphasis was laid upon the importance of training, including in-service training; the necessity for health education and water supply programmes to go hand-in-hand; the encouragement of maximum community participation, including local contribution of voluntary labour, and community operation and maintenance of its own water system; the value of having villagers pay something for the water they received, but also the need to ensure that those who could not pay were not deprived of water; the problems of disposing of waste water; the need for greater recognition by Governments, local authorities and communities of the importance of environmental sanitation and

/...

rural water supply; the need to relate future activities to national development plans with long-term public health aims: the various considerations to be borne in mind when selecting areas for demonstration projects; the importance of greater attention to the relationship between nutrition, enteric diseases and infections and the levels of environmental sanitation; the need for further research as a prerequisite for long-scale action; the desirability of annual evaluations of assisted projects; and the need to improve the supply aspects of the aid provided.

125. It was pointed out that the assessment might have given more attention to certain matters: the financing problems involved in the construction of water supply and excreta control facilities; the possibilities of stimulating the local production of water supply materials and equipment; and the problems of maintaining local water systems. The Board was informed that these were all matters which would be further developed by UNICEF and WHO.

126. It was emphasized that every effort should be made to co-ordinate the UNICEF/WHO programme with similar development programmes supported by other agencies, both international and bilateral. More attention needed to be paid to this by country programme staff and consultants. A number of agencies, including FAO and several bilateral agencies, were providing increased support for the development of water supplies for irrigation to increase food production. The resources allocated to these programmes were substantial, and relatively little additional support would be required to combine drinking water programmes with irrigation. The Board was informed that this matter would be pursued by UNICEF and WHO with UNDP, IBRD and other relevant agencies in attempting to co-ordinate and strengthen the effect of the outside resources which could be brought to bear on this problem. In addition, an effort would be made to improve information systems so that Governments would have a better idea of what assistance was available.

127. Questions were raised in the Board as to the interpretation in recommendation (1) that projects assisted by UNICEF/WHO should be "demonstrational, stimulatory or educational in nature". It was pointed out such a recommendation would not be altogether relevant in certain situations. In India, for example, the Government was well aware of the importance of adequate supplies of potable water in the rural areas. Water was so scarce in one third of rural India that it was a problem to get any water at all. India needed heavier drilling equipment to tap water on a larger scale in those areas.

128. The Deputy Executive Director (Programmes) stated that the recommendations proposed by the JCHP would be interpreted flexibly in conformity with the country approach, taking into account the particular circumstances of a country, its stage of development, the country's own priorities, and the possibility of involving other sources of outside financing. ...

/...

129. The desirability of a certain flexibility in following the recommendations of the assessment and the JCHP was stressed by delegates in connexion with some other matters as well. It was believed that recommendation (9) should not be interpreted to overlook entirely aid for water supplies in urban areas. While there was agreement with the JCHP view of the value of concentrating efforts into zonal development projects (see para. 121 above), emphasis was also placed on the usefulness of encouraging small experimental projects which might pave the way for new solutions. Some doubt was expressed that the administration of water supply programmes in health ministries necessarily always provided the best organizational framework. In connexion with recommendation (6) which provided for the development by UNICEF and WHO of more detailed guidelines for use of Governments requesting aid, it was suggested that the Board be kept informed of the implementation of these guidelines. It was important also that plans of operation for projects be prepared in accordance with these guidelines, and that they clearly spell out the responsibilities and commitments of all parties.

130. Delegates welcomed the intention of the UNICEF Secretariat to review and bring up to date the guide-lists for supplies and equipment. They also welcomed its view that in certain cases more could be accomplished by encouraging local manufacture of certain types of equipment than providing imported equipment.

131. The Board ... approved the recommendations of the JCHP (para. 122 above) on the understanding that they would be interpreted in the light of their discussion by the Board.

April - May 1973, E/ICEF/629

[Preparation of new guidelines]

43. There was considerable interest in the Board in UNICEF aid for rural drinking water supplies. In 1969 the Board had approved criteria for UNICEF aid for environmental sanitation and rural water supply. ... One of the criteria, namely, that UNICEF aid should be concentrated on demonstration projects, was subsequently broadened by the Board's approval of aid to a number of projects with wide coverage. ... Other criteria for aid to environmental sanitation and rural water supply remained valid. UNICEF was currently assisting some 70 countries in the field of environmental sanitation, mainly in the improvement of rural water supplies. UNICEF expenditures for water supply in 1972 amounted to about \$7 million. The Board was informed that the WHO secretariat, in consultation with UNICEF and others, was preparing detailed guidelines for the orientation of the responsible government officials and field staffs of both organizations. In addition to policy, the guidelines would be concerned with the strengthening of government structures at the national and local level, better co-ordination between technical services, the provision of finance, local governmental and community participation and provision for maintenance of water supply installations.

44. There was also a need to improve the design of locally produced hand pumps so that they would stand up to intense wear and tear and could be maintained by local personnel. ...

/...

45. In addition to the important direct effects of clean water in reducing enteric diseases of children, the supply of drinking water, as was emphasized at the Lomé conference ... could have multiple benefits of a broad development value. Such programmes improved the quality of life of whole communities and freed the mother from the burdensome task of carrying water for long distances. Moreover, the provision of village water supplies could be one of the catalytic elements in a widening circle of health-oriented and other co-operative, self-help, community efforts, such as sanitation activities, family food production, reforestation for domestic fuel supply, and local support of health and education services. Such efforts could contribute greatly to the delivery of simple preventive health care by giving the community the capacity to maintain a healthy environment for all its members.

#### Immunizations

June 1965, E/ICEF/528

#### Poliomyelitis

129. In the JCHP's discussion, mass vaccination campaigns were recognized as being necessary for rapid and complete control of poliomyelitis but different views were expressed on the priority to be given to mass vaccination at the present time in countries with other important health problems. In view of the high cost of producing and testing small amounts of live vaccine it was felt there would be great advantage if, where appropriate, countries would develop production on a regional instead of a national basis.

130. The JCHP recommended that UNICEF, although not normally providing assistance to campaigns against poliomyelitis, might do so under the following conditions:

(a) If there was evidence that the incidence of the disease had increased greatly or was likely to do so in the near future;

(b) If the Government concerned gave high priority to vaccination of the susceptibles (which in most cases would be young children);

(c) If the country had adequate medical services for this purpose, except in emergencies.

131. In the Board's discussion of the JCHP's recommendations the point was made that while poliomyelitis campaigns had a wide public appeal, the number of paralytic cases was relatively low in developing areas and the disease was no more disabling than many others. Moreover, campaigns were expensive and it was difficult to transport vaccine to reach young children and to ensure proper follow-up. However, under the conditions recommended by the JCHP, it would be appropriate for UNICEF aid to be given to countries faced with a rising incidence of poliomyelitis and prepared to overcome the difficulties involved. Some delegations believed that the difficulties of campaigns might be over-estimated and gave examples where obstacles were surmounted and gratifying results achieved. It was pointed out that where there were basic health centres, immunization campaigns could be carried out by the centres cheaply and effectively.

/...

132. The Board approved the UNICEF aid for poliomyelitis campaigns under the conditions recommended by the JCHP.

...

#### Smallpox

137. The progress of the smallpox eradication programme was reviewed by the JCHP, which emphasized the importance of freeze-dried vaccine in warm countries. It was recognized that in some countries local production would be uneconomical and there was a need for imported vaccines. The JCHP recognized that UNICEF did not, like WHO, have a commitment to the global eradication of smallpox. UNICEF had already provided assistance in the production of freeze-dried vaccines and had also provided vaccine for use through basic health services. The JCHP recommended continuation of this type of aid by UNICEF.

...

139. The recommendation of the JCHP that the present type of UNICEF aid for smallpox be continued was approved by the Board.

#### Measles

133. The JCHP noted that death rates from measles were high in some developing countries, particularly in Africa and Latin America, and that effective measles vaccines were now available. While these vaccines gave a high level of long-lasting immunity, they still caused a high proportion of reactions which would impair the public acceptance of a mass campaign, and they were, in addition, expensive. The epidemiology of measles was such that the mass campaigns would have to be on a routine continuing basis if any lasting advantage to the community was to be obtained.

134. In the light of the above factors, the JCHP was not able to recommend that aid be given to mass vaccination campaigns against measles to be undertaken at the present time. However, provided the costs of the programme were not excessive, consideration might be given to a programme whereby UNICEF would provide vaccines to countries with high death rates on two conditions: that the vaccines were administered only to groups small enough to be kept under observation during the period of reaction; and that it was possible to continue to vaccinate systematically the children born into the community in future years.

135. In the Board's discussion of the JCHP's recommendations, some delegations did not accept the implication that a cautious approach was necessary, since the vaccine was safe and efficacious, but they agreed that the UNICEF contribution could only be modest at present because of the high cost of the vaccine. One delegation believed that the measles vaccines currently available were at a stage where extensive field trials were required; such trials should be financed and carried out by those countries and organizations involved in the production of the vaccines. The hope was expressed that further research would bring the costs down.

136. The Board agreed that UNICEF might consider assistance with measles vaccine in accordance with the conditions set by the JCHP.

/...



June 1967, E/ICEF/563

Measles vaccination

81. In 1965 on the basis of a recommendation by the JCHP the Board decided that UNICEF could provide measles vaccines to countries with high measles death rates on two conditions: that the vaccines were administered only to groups small enough to be kept under observation during the period of reaction; and that it was possible to continue to vaccinate systematically the children born into the community in future years. ...

82. At the JCHP session in February 1967 recent experience with the use of measles vaccines on a large scale was reviewed on the basis of a WHO paper (E/ICEF/CRP/67-5). No serious complications had been reported. The Committee therefore recommended that the limitation on the size of the group be omitted as a condition for UNICEF aid. Countries were advised to follow up closely any reported cases of severe reactions or complications and to continue to check the duration of immunity. In the Board discussion one delegation, calling attention to the high child mortality from measles in some countries, and the financial difficulties of the countries in obtaining sufficient vaccine, expressed the hope that the criteria for UNICEF aid for measles would be further liberalized in the future.

83. The Board approved the recommendation of the JCHP (see E/ICEF/556, sect. 12) with regard to criteria for UNICEF aid to measles vaccination programmes.

April 1971, E/ICEF/612

54. ... Many of the mass campaigns against common diseases affecting children which had formerly received assistance had been integrated into the basic health structure. UNICEF continued to provide vaccines for protection against such diseases as tuberculosis, smallpox, diphtheria, pertussis and tetanus, but preferred to assist in the establishment of local vaccine production facilities wherever a country had the necessary resources; ...

...

Quadruple vaccine

82. The JCHP reviewed a report on field and laboratory studies of a combined diphtheria-pertussis-tetanus (DPT) vaccine plus typhoid heat-killed vaccine, which indicated encouraging results. The Committee considered it advisable that WHO should continue to study the effectiveness and reactogenicity of that type of quadruple vaccine; further experience was required before it could be recommended for general use in UNICEF/WHO assisted projects. However, where typhoid was a serious public health problem and where logistic and financial considerations made the control of typhoid, particularly in children, difficult and expensive, the Committee advised that quadruple vaccine could be provided on request from the countries concerned, and after examination of the technical aspects by WHO.

83. The Board approved the recommendations of the JCHP regarding the circumstances under which quadruple vaccine might be provided.

/...

Malaria eradication and treatment

June 1968, E/ICEF/567

52. In the Programme Committee and the Board discussions concern was expressed regarding the outcome of some projects which had been aided for as long as ten or twelve years. Although the incidence of malaria had been greatly reduced as a result of the campaigns, progress had recently been slower, particularly in the final stages of eradication, and there had been serious set-backs in some countries and districts where malaria had been believed to be eradicated. Many of the difficulties resulted from the problem of maintaining a strong field organization and a high level of financing in campaigns which had lasted much longer than expected. A main cause was the lack of basic health services to consolidate the results achieved. The representative of WHO stated that WHO was in the process of a critical re-examination of the global strategy for malaria eradication and recommendations regarding this strategy would be before the 1969 World Health Assembly.

April - May 1970, E/ICEF/605

[ Review of strategy of malaria eradication ]

45. At its May 1969 session the Executive Board noted the steps being taken by WHO for a review of the global strategy of malaria eradication to be made by the World Health Assembly in July 1969, and decided to discuss at its April 1970 session the implications for UNICEF of the Assembly's decisions on the question. These implications were discussed in the first instance by the UNICEF/WHO Joint Committee on Health Policy (JCHP) in February 1970. The report of the Committee (E/ICEF/603) summarized the main elements in the revised strategy for malaria adopted by the World Health Assembly. ...

46. At the JCHP session it was brought out that various emphases in UNICEF programme policy generally affected UNICEF aid to malaria eradication. Examples of those changes were the broadening of UNICEF aid to meet the most important needs of the child in the context of the country approach; balancing the UNICEF investment in malaria eradication against other demands; the need for periodic critical re-examinations of each project before recommendations were made to the UNICEF Board for continued aid; the emphasis on development of health infra-structures and the integration as early as possible of single-purpose health programmes within general health services.

47. The JCHP recommendations as to future UNICEF participation in anti-malaria activities took account of general UNICEF programme policies as well as the revised WHO strategy. The recommendations, which were spelled out in detail in the JCHP's report (E/ICEF/603, section 5.5), provided, in essence, that the status of each anti-malaria campaign was to undergo a serious and realistic appraisal, not only of the technical aspects but also of administrative, operational and financial factors, and that UNICEF was to be associated with these reviews. This should provide a basis for determining whether any given campaign had a good prospect of achieving eradication and, if not, what alternative control measures might be adopted. For campaigns having a good prospect of success, the JCHP recommended that UNICEF continue its

/...

assistance for a further limited period. For other campaigns, the basic recommendation of the Committee was that UNICEF, in agreement with the Governments, should phase out its assistance; in some cases limited aid to malaria control through rural health services might be provided, especially in areas of high endemicity. As for countries where malaria eradication was at present not feasible, and where malaria was a major health hazard for mothers and children (as in most of Africa), the JCHP proposed that limited assistance to malaria control through rural health services might also be provided. The JCHP also recommended that the door be kept open to considering UNICEF aid to new malaria eradication programmes, provided that all the conditions existed which would make eradication an attainable goal, including an adequate network of rural health services.

...

50. The Board approved the recommendations of the JCHP as set forth in its report (E/ICEF/603, section 5.5, reproduced in annex V of this report).

April 1971, E/ICEF/612

74. At the session the Board approved recommendations for commitments for malaria programmes, formulated in the light of the 1970 decisions of the Board ... Those recommendations provided for a continuation of assistance for a limited period where eradication appeared favourable in the foreseeable future, and a phasing out of aid where it did not.

75. The Board believed its policy decision had been carefully applied in the project recommendations presented for approval. However, it endorsed the view of some delegations that, where phasing out of UNICEF aid was indicated, it should be done with due flexibility and that the situation required a case-by-case review by UNICEF regional directors. ...

Trachoma

June 1967, E/ICEF/563

72. ... Trachoma continued to be a major cause of blindness in children, particularly in Asia and the Eastern Mediterranean. Unfortunately the best available method of treatment (application of antibiotic ointment to the eyes over a period of five days per month for six months) was not easy to sustain on a mass basis and considerable difficulties were being experienced in some countries in extending the programme beyond pilot areas. In areas of high endemicity of trachoma, low standards of living, and limited health services, the treatment had little effect in reducing the over-all incidence of the disease; even in those areas, however, the campaigns had a dramatic influence in reducing the duration and gravity of the disease, especially in children. ...

/...

April - May 1972, E/ICEF/624

53. Trachoma was a serious public health problem affecting children in large areas of the world and was the single most important cause of preventable blindness and loss of vision. On the basis of a paper prepared by WHO (E/ICEF/CRP/72-3), JCHP reviewed experience with trachoma control activities jointly assisted by the two organizations over a period of 20 years, and in its report made a series of recommendations on the future directions which should be taken in trachoma control activities both by Governments and by organizations providing aid (E/ICEF/618, section 6). Essentially, JCHP recommended the continuing of trachoma control activities by both direct measures (treatment of existing cases through existing health services) and indirect measures (health education, environmental sanitation, including, in particular, rural water supply, and the general raising of the level of health through health services). The JCHP also recommended strengthening of training in methods of trachoma control of health personnel, other personnel in touch with the masses of the population (rural community leaders, traditional midwives and school teachers) and also mothers. It recommended strengthening the evaluation of programmes, particularly organizational patterns for carrying out trachoma control.

54. In the Board's discussion emphasis was placed on the close relationship between trachoma and socio-economic factors, and on the importance of integrating trachoma control activities into basic health services. The Board commended WHO for its report, which it noted would be given wide distribution among government agencies and medical institutions engaged in trachoma-control activities. The Board approved the recommendations of JCHP.

#### Tuberculosis

June 1962, E/ICEF/454/Rev.1

122. The Board approved the recommendations of the Joint UNICEF/WHO Committee on Health Policy ...

123. The [UNICEF/WHO Joint Committee on Health Policy] had agreed that, on a long-term basis, UNICEF could usefully support the development of comprehensive national control programmes. The highest priority should be given to reducing the spread of the disease. Aid should be given not only to national pilot area projects but, under specified conditions, to the gradual extension of control measures that had proved effective. On a short-term basis, UNICEF should continue to support certain anti-tuberculosis activities such as drug distribution and existing mass BCG campaigns, pending their absorption by expanding national control programmes.

/...

June 1965, E/ICEF/528

140. The JCHP considered in detail a document prepared by the WHO secretariat which reviewed BCG vaccination within the tuberculosis programme. The Committee expressed its firm conviction concerning the efficacy of BCG vaccination and reaffirmed the emphasis it had placed at its last session on the use of BCG vaccination within the context of comprehensive national tuberculosis programmes. ...

141. The JCHP noted with satisfaction some of the new developments in support of BCG campaigns: simultaneous application of BCG and smallpox vaccinations, and omission of the tuberculin test in the young age groups as a necessary screening prior to BCG vaccination. Emphasis was laid on the importance of making BCG vaccination increasingly available to the youngest age groups through the maternal and child health services.

142. The JCHP hoped that mass BCG campaigns receiving UNICEF assistance would be integrated into health services as quickly as the development of permanent services permitted. The Committee recognized that integration would call for increasing use of freeze-dried vaccine of a high and uniform quality and recommended UNICEF assistance towards meeting that demand, whether in kind, or in the form of equipment and supplies for the development of a few strategically located production centres.

144. The Board endorsed the views of the JCHP with regard to BCG vaccinations.

June 1967, E/ICEF/563

70. ... In the field of tuberculosis new methods of detection of infectious cases and knowledge about the effectiveness of drugs for ambulatory treatment had reduced costs and made it easier to integrate tuberculosis control into the regular health service. The long-established use of BCG vaccine as a preventive measure had been improved through the development in recent years of a freeze-dried vaccine; the time-consuming pre-vaccination tuberculin test was being eliminated; and more efforts were being made to reach the pre-school child. About 15 million people suffered from transmissible tuberculosis, some 80 per cent in millions of scattered villages. It was the conviction of WHO that with the present realistic approach to priorities and sustained international aid it would be possible in the not too distant future to reduce the problem by more than half. ...

June 1968, E/ICEF/576

53. ... In 1966 WHO had reformulated its policies to make it possible for developing countries to envisage nation-wide control programmes within the basic health services. This included direct sputum examination of suspects by microscopy instead of mass X-ray; ambulatory treatment of infectious cases with inexpensive drugs; and direct BCG vaccination without prior tuberculin test, preferably along with smallpox vaccination. Most of the large Asian campaigns had been oriented, or were in the process of being oriented, along these lines, but there was slower progress in other regions, and it appeared that increased efforts to streamline the programmes would be necessary.

/...

Yaws

June 1967, E/ICEF/563

71. Yaws: Experience with the control of yaws continued to be successful, due to the well-organized and vigorously conducted campaigns, and to the remarkable effectiveness of a single shot of penicillin in curing most cases. In resuming its aid to Indonesia UNICEF again took up its support of the world's largest anti-yaws campaign. Although UNICEF was continuing to help twelve countries in yaws control campaigns, the trend was for the work more and more to become a part of the regular activities of the basic health services. Vigilance against this disease through an adequate network of basic health services was essential in order to prevent the resurgence of incidence. ...

Intestinal parasitic infection

June 1967, E/ICEF/563

75. ... The JCHP had on its agenda the question of UNICEF aid for intestinal parasitic infection. Since 1952 UNICEF had been providing drugs for the treatment of individual cases of helminthiasis and the Committee wished to know what more could be done. The WHO secretariat prepared a report dealing exclusively with the control on a community basis of one variety of infection - ascariasis (E/ICEF/CRP/67-2). The report was limited to this type of infection because of its wide occurrence, its damaging effect on the health of children, and because studies had shown that measures were now available for an effective attack on the parasite. Maternal and child health services must, however, be available in an area to provide an efficient framework for such a programme.

76. The Committee was impressed with the seriousness of the problem, for which the technical means of control were now at hand. Ascariasis, affecting millions of children all over the world, constituted a major health hazard, probably causing more deaths and serious illness in children than many of the more dramatic infections to which greater public attention was given. However, the per capita cost for a control programme was estimated to be high and a programme had to be continued over many years.

77. In view of the cost and the many other demands on UNICEF resources, the JCHP, with regret, was not able to recommend that UNICEF should include this type of activity in its programme aid at the present time. It hoped that some Governments would undertake programmes on their own initiative (see E/ICEF/556, sect. 8). The Board concurred with this position.

/...

Leprosy

May 1966, E/ICEF/548

156. Following the review of the leprosy control projects at its June 1965 session, the Executive Board reiterated its need for clear guidelines as to what constituted an efficient programme against which to evaluate continuing aid. ... For some time UNICEF had been concerned with the failure of some leprosy control projects to reach the minimum level of regular treatment of patients required in effective control programmes. It decided to consider the general problem again at its May 1966 session in the light of recommendations of WHO following the session of the WHO Expert Committee on Leprosy. The report of the Director-General of WHO on UNICEF assistance to leprosy control (E/ICEF/L.1262) was based on the conclusions of the Expert Committee which met in Geneva from 27 July to 2 August 1965.

157. The Expert Committee on Leprosy had undertaken a general assessment of results obtained in leprosy control programmes in the light of epidemiological evidence and experience gained in some ten years of intensive leprosy work. Its recommendations consisted chiefly of a system of priorities, suitable for local conditions, established in view of the recognized impossibility in many areas of overcoming all difficulties in the application of leprosy control measures. It was especially difficult to keep patients under regular treatment for the necessary period, and to maintain contacts under surveillance. The Expert Committee believed that priority should be given to treatment and follow-up of infectious or contagious cases and surveillance of their contacts, especially household contacts under fifteen years of age. Besides these recommendations, the Expert Committee tentatively suggested that the minimum proportion of open cases to be treated in an operational area in order to obtain a significant reduction in incidence should be 75 per cent. This objective should be reached in each operational area within a period that could tentatively be fixed at around five years.

158. It believed that with the adoption of this system of priorities, follow-up and regularity of treatment of the infectious patients could be greatly improved in view of the reduction of the workload, and there would be better returns from the resources applied, including greater impact in reducing the contagiousness of the disease. Moreover, with the selective application of resources, case-finding could also be intensified, in order to obtain early diagnosis and early treatment, especially in those cases more prone to develop the infectious forms of the disease. Therefore, it would be possible to use in a more rational way the available resources in each operational area. In countries with limited resources it was advisable to reduce the size of the operational area so that the objective could be reached. On the other hand, countries with adequate budgets should also treat as many non-infectious cases as possible.

159. The Committee emphasized the urgent need for expanding research in every aspect of the leprosy problem, including field research in operational methods and sociological aspects. It was pointed out that WHO will co-operate with Governments in evaluation of leprosy control projects.

/...

160. The Executive Director welcomed the new emphasis in leprosy control programmes proposed by WHO. In a note to the Board (E/ICEF/L.1263) he recommended certain criteria for future UNICEF aid to leprosy control projects (see para. 164). There were a number of well-run campaigns which more than met the proposed criteria, and subject to the Board's approval, UNICEF would continue to support them. It was understood that the level of efficiency recommended might, of course, be modified in the light of further studies by WHO.

161. In the course of the Board's discussion the technical soundness of the WHO recommendations from a public health point of view was not questioned. However, several delegations feared the effect of the WHO guidelines in some cases if they were applied rigidly, since they could discourage Governments and voluntary agencies, whose activities were very important, from continuing their work. Leprosy was a social disease with strong emotional overtones and for any Government or international organization to withdraw from leprosy work could have deep psychological implications; there might be a loss of the public co-operation so necessary to tackling the disease. To give absolute priority in treatment to open cases and their contacts could discourage other cases from seeking help, and some new lepromatous cases might not be found out. In some countries the operational area resulting from following the guidelines strictly would have to be very small, it would be exceedingly difficult in such a country to envisage leaving leprosy sufferers in other areas to their fate. Because of these practical considerations these delegations believed that great caution should be exercised in reducing or withdrawing aid.

162. In response to these comments the WHO representative pointed out that priority to contagious cases did not preclude treatment of other cases; it meant that doctors or auxiliary workers should not occupy themselves with such cases if it meant leaving the contagious cases and their child household contacts without attention. While he understood the concern with the problems in the implementation of the guidelines, he pointed out that their fulfilment was required only in each operational area rather than on a country-wide basis, which would be considerably more difficult. More complex studies than had hitherto been made were needed to determine the level of effectiveness below which a campaign ceases to represent a good use of resources. He believed that in the meantime a certain flexibility should be observed when evaluating the progress of a project toward the objectives set forth by the Expert Committee.

163. There was general agreement in the Board on the importance of environmental hygiene and general improvement in social and economic conditions for leprosy control. Considerable interest was expressed in the possibilities of BCG and chemoprophylaxis as additional weapons in leprosy control.

164. The Board, basing itself upon the recommendations set forth by the Executive Director (E/ICEF/L.1263, para. 4) but allowing for somewhat more flexibility, agreed that future UNICEF aid to leprosy control projects would be provided only if the following conditions are met:

(a) Assisted Governments are prepared to accept the new guidelines recommended by WHO and to modify their plans of operations accordingly;

/...



(b) Priority is given to the treatment and follow-up of contagious cases and surveillance of their contacts;

(c) Case finding of lepromatous and other contagious cases is undertaken where this has not already been done and is pursued vigorously in all campaigns;

(d) Pending further studies by WHO, regular treatment of at least 75 per cent of the estimated contagious cases in each operational area is the campaign target, this target to be reached as soon as possible, and in any case within a period of not more than five years. To qualify for continued UNICEF assistance, programmes which have not yet achieved this level should show a steady rate of progress compatible with the achievement of the 75 per cent minimum target within a period of not more than five years; in any case, each situation will have to be considered on its merits, with due allowance for any special circumstances, but modifications of the target should be the exception rather than the rule.

165. It was agreed that, in the light of the fears expressed by some delegations, the Executive Director would report to the Board on the effects of the new guidelines after a trial period so that the Board could take such additional action as might seem warranted.

June 1967, E/ICEF/563

73. ... In anti-leprosy work the modified strategy approved by the Board in 1966 ... upon recommendation by WHO, had not yet resulted in significant changes in field operations. The main new element was to focus mainly on contagious cases in order to concentrate scarce resources on the sources of infection. UNICEF was continuing to assist countries in their leprosy control efforts provided that they progressively adopted the new strategy. There were still some estimated 11 million leprosy cases in the world and less than 2 million were under treatment. With currently available techniques the successful conclusion of anti-leprosy efforts appeared to lie many years ahead.

April - May 1973, E/ICEF/629

42. In response to a concern expressed about progress in leprosy control work, the Deputy Executive Director (Programmes) stated that UNICEF would ask WHO for an evaluation of the work currently being carried out and a review of the guidelines for aid in that field which were developed following UNICEF/WHO Joint Policy Committee recommendations in 1966.

/...

Water fluoridation and dental health

June 1967, E/ICEF/563

78. ... The JCHP had before it a paper on this subject prepared by the WHO secretariat (E/ICEF/CRP/67-3). On the basis of the recommendations of the JCHP (see E/ICEF/556, sect. 9) the Board agreed that UNICEF should not undertake a programme of aid for water fluoridation. There was general agreement in the Committee and the Board that dental caries was a world-wide child health problem and that fluoridation of water supplies constituted an effective mass control method which was far more economic than provision of dental care. There were two important factors, however, that needed to be considered. One was cost; though installation costs were not a crucial element, the recurring costs of purchasing chemicals, which could not be borne by UNICEF, would be difficult for many developing countries to assume. In addition, fluoridation would be limited to urban areas while most of the children in developing countries still lived in rural areas. Under these circumstances, the general view in the Board was that there were more important immediate uses for UNICEF resources.

79. Related to this view, and also arising out of several project recommendations which included UNICEF support for dental health, the Programme Committee (see E/ICEF/P/L.988, paras. 26-28 and 89) and the Executive Board discussed UNICEF aid for dental health generally. Some delegations questioned the appropriateness of UNICEF aid for dental care which in their view represented a very low priority in relation to more urgent unmet needs of children. It did not appear to be preventive, and although the cost of equipment provided by UNICEF was moderate, the Government's share of the programme was expensive since it involved the maintenance of specialized staff to use the equipment. Other delegations, however, took the position that where a country already had a health infrastructure and where dentists or dental nurses were available, it would seem correct for UNICEF to be able to provide the relatively inexpensive imported equipment and to help with the training of dentists and dental auxiliaries as part of a comprehensive health service. In some instances the Government per capita costs were low because the voluntary services of private dentists were available. It was pointed out that the dental care aided by UNICEF was at a simple and basic level and could include preventive measures such as the topical application of fluorides. It was felt that UNICEF should not establish inflexible priorities which did not take into account the stage of health services development in a country.

80. The Deputy Executive Director (Programmes) stated that the UNICEF secretariat had always considered aid for dental health services with a certain degree of caution and this would be continued. While 104 countries were assisted with basic health services, only 30 of them received UNICEF aid for dental services. The amounts allocated for dental services were small, averaging in recent years ... less than one per cent of total allocations for basic health services. ...

April 1971, E/ICEF/612

79. In 1967, at its fifteenth session, the JCHP concluded that a specific programme of assistance to fluoridation should not be recommended to UNICEF. ... In February 1971, the question was again discussed in the Committee in the light of recent experiments indicating that there could be a substantial decrease in the unit cost. The Committee felt that it would be desirable, where technical conditions were favourable, to consider supporting a few demonstration projects to indicate what could be done to prevent dental decay in children in urban areas of developing countries. The Committee recommended therefore that UNICEF be prepared to support the fluoridation of water supplies in a few selected cases with initial supplies and equipment and with aid for training activities. It was expected that such support would be accompanied by other measures of an educative and preventive character in dental care (E/ICEF/609, sect. 8 (1)).

80. Two delegations, while agreeing that fluoridation was desirable as a public health measure for the prevention of dental caries, felt that UNICEF aid should be reserved for children's needs of higher priority; UNDP and the World Bank, which assisted urban water supplies, should provide for fluoridation, where it was important. Other delegations supported the Committee's recommendation, believing that under the conditions laid down by the JCHP, the demands on UNICEF's resources would be modest. In their view UNICEF should be more concerned with the dental health of children. The Deputy Executive Director (Programmes) stated that if UNICEF received a request for assistance from a government which attached high priority to fluoridation, the Secretariat would give careful consideration to the over-all needs of children in the country and to the cost and maintenance aspects of the project before making any project recommendations to the Board.

81. In the light of the discussion, the Board approved the recommendations of the JCHP regarding fluoridation.

### Cholera

April 1971, E/ICEF/612

78. Information presented to the UNICEF/WHO Joint Committee on Health Policy at its session in February 1971 confirmed that cholera had once again become a serious public health problem in certain regions, producing high infant mortality and morbidity. In the recent outbreaks rapid aid had been provided by WHO and UNICEF. Emphasis needed to be placed on a long-term programme for the prevention and control of cholera and diarrhoeal diseases as an integral part of health services; at the same time, in order to give further support to countries invaded by cholera, the following fields of action were recommended for UNICEF and WHO assistance: development of rehydration units in health centres and hospitals; establishment of rehydration fluid production plants; provision of laboratory and hospital equipment for diagnostic and treatment purposes; provision in emergency situations of simple devices for chlorination of water; training of medical and paramedical staff; and promotion of health education and simple environmental sanitation measures (E/ICEF/609, sect. 7). It was pointed out in the Board discussion that between 20 to 30 per cent of infant mortality was caused by diarrhoeal diseases, which, like cholera, could be treated by the administration of rehydration fluids. The Board approved the recommendations of the JCHP.

Filarial infections

June 1962, E/ICEF/454

122. The Board approved the recommendations of the UNICEF/WHO Joint Committee on Health Policy. ...

124. The Committee had considered the possibility of UNICEF aid for two types of filarial infections [onchocerciasis; wucheria and brugia infections] which were often contracted in childhood and which were of great socio-economic importance in many tropical areas. While certain measures were effective under some conditions in controlling the disease, there were many obstacles and much more knowledge needed to be acquired. The Committee had not, therefore, been prepared at that time to recommend the approval in principle of UNICEF assistance to filariases control. The Committee had, however, recommended that UNICEF might usefully support a few surveys and pilot control projects aimed at providing additional knowledge about methods of control. These would be in the nature of field investigations to provide information which might be used for expanded control measures at a later date.

/...

CHILD NUTRITION

General approaches including food and nutrition policy

June 1965, E/ICEF/528

[Health components in nutrition programmes]

152. WHO had presented to the JCHP a paper on the need to strengthen the health components in nutrition programmes (JCl4/UNICEF-WHO/6.65), which the Committee considered to be a major statement on the role of basic health services in the control of malnutrition in pre-school children.

153. The JCHP recognized that malnutrition in children of six months to three years constituted one of the most important and widespread public health problems in most of the developing countries today. That malnutrition consisted most often of protein-calorie deficiency, frequently accompanied by vitamin deficiencies (especially in certain areas) and often combined with infection and parasitic infestation. Programmes aimed at control of malnutrition in pre-school children entailed the participation of many agencies and institutions as well as the community itself. Since the health aspects of those programmes were a major concern, they should be instituted, as far as possible, in areas where a reasonable network of health services existed.

154. The JCHP believed that in the control of malnutrition in pre-school children the most appropriate action of the basic health services would be the following: surveillance of the population at risk, using all possible channels available in the community; nutrition education of the population, particularly of mothers and young girls; supplementary feeding programmes, with milk or other protein-rich foods; early treatment and nutritional rehabilitation of mild and moderate cases of malnutrition; treatment of severe cases of malnutrition; and control of infection and parasitic infestation.

155. The general promotion of protective foods, conservation and related activities would be essential to ensure the effectiveness of the measures enumerated. The JCHP recognized the great importance of having available for pre-school children either skim milk or locally available protein foods. Particular attention was drawn to the value of developing new protein foods, especially for areas where milk production would remain inadequate for a long time. The Committee was concerned with the fortification of skim milk powder with vitamin A, a subject also of concern to the FAO/UNICEF Joint Policy Committee ...

156. The JCHP felt that in the future attention should not only be directed to problems of malnutrition in rural areas but also to those of pre-school children in urban, and particularly in fringe, areas. It recommended that in the control of malnutrition the highest priority should be given the pre-school child. The Committee was glad to note that in programmes for the improvement of nutrition in pre-school children, there was close collaboration between WHO, FAO and UNICEF. It considered that increased efforts were needed to give the planning authorities of Governments more complete advice on the importance of nutrition, which concerned health, agriculture and education ministries and required their co-ordinated action.

157. The JCHP recognized the major role in the control of malnutrition which basic health services, working in close co-ordination with all services which bore on the problems of nutrition, should play. It strongly recommended that all health workers should be trained in nutrition, as such training was required if programmes for protection against malnutrition were to be successful.

158. In the Board's discussion the view was expressed that the applied nutrition programmes, which were primarily the concern of FAO, should have a strong health component, and would be greatly strengthened where ministries of health co-operated actively with ministries of agriculture in their development and execution.

159. The Board endorsed the emphasis on strengthening the health components in nutrition programmes as set forth in the report of the JCHP (E/ICEF/509).

...

162. The FAO/UNICEF Joint Policy Committee drew attention to various methods which countries could use in order to take account of the needs of children in planning a national programme for food and agriculture. ... It believed that this type of approach was one of the most effective ways of meeting the food and nutritional needs of children on a long-term basis and also provided a sound framework in which projects jointly assisted by FAO and UNICEF could be considered.

163. In the Board's discussion the idea of a methodology for taking account of the specific needs of mothers and children was commended. ...

164. In relation to this approach the note of the UNICEF secretariat suggested that studies should be continued of successful efforts to meet the food and nutritional needs of mothers and children in those countries which had already developed national food and nutrition policies. FAO and UNICEF should continue to offer, on request, assistance to countries trying to develop food and nutrition policies and programmes, especially those directed to the food needs of children and mothers, particularly in the low-income groups.

165. Since planning for food and nutrition fell within and across the competence of several functional ministries (such as health and social welfare, agriculture, education, and commerce) the note of the UNICEF secretariat recommended that joint FAO/WHO/UNICEF assistance might be provided to establish food and nutrition units in appropriate functional ministries and in central planning bodies. Assistance might also be given to the training of nutritionists in the economic aspects of planning and economist-planners in aspects of nutrition planning. In addition, FAO/WHO/UNICEF assistance should be continued to help countries seeking to strengthen existing national nutrition institutes, or to establish such institutes, some of which might serve more than one country. Assistance might be directed to orienting the activities of such institutes towards the development of national plans or programmes for the improvement of food and nutrition, with emphasis on the needs of mothers and children.

166. The Executive Board approved these recommendations in so far as UNICEF was concerned.

/...

...

[ Training and education in nutrition ]

172. The Committee discussed nutrition education and training as an essential element in applied nutrition programme activities. It drew the Board's attention to the fact that at the higher levels education through conferences and seminars might be directed to senior planners and administrators and professional personnel, whose informed interest might be essential either to the proper implementation of major projects or to the formulation of national nutritional plans. At that level also, it might be necessary to strengthen national training institutions in disciplines such as extension work, nutrition, home economics, horticulture, animal husbandry and fisheries in order to produce the types of workers required for project activities. At the intermediate level, it might be necessary to provide for the orientation and refresher training of technical personnel in service with the government departments responsible for the implementation of projects. At the village level, members of women's and youth clubs would be trained for leadership roles and village families taught the simple techniques of poultry raising, fruit and vegetable production, fish culture, food preparation and preservation. Nutrition education of the public, aimed to show the relationship between food and health and to encourage better food habits, was essential.

173. In addition to nutrition education and training, increased home production of better quality foods and better food consumption comprised the main elements in applied nutrition programme activities.

...

175. It was also necessary to change food habits, and education and persuasion were required. This would need to be directed particularly to the mothers of young children and would be a task for the local home economists, social workers and leaders of women's clubs.

[ Family food production ]

176. UNICEF's participation in food production activities was primarily for the benefit of children and mothers, whose special need for nutritious foods would be emphasized in all the nutrition education efforts related to a project. The Committee pointed out, however, that it would be misleading and undesirable not to stress the value of these better foods for the health of all members of a community and thus to encourage their increased production by all villagers having the necessary facilities, such as home gardens, ponds, etc.

177. A criterion for UNICEF aid to food production should be that communities and/or individuals benefiting from the material aid provided by UNICEF would be required, under plans agreed upon between the Government concerned and the international agencies, to contribute suitable quantities of produce for consumption by selected undernourished children and women in the community. Such contributions of food might, according to local preferences, be served in meals prepared by women's clubs or at schools or other community centres. Alternatively, the food might be distributed, under suitably supervised arrangements, to families with young children for preparation and consumption at home.

/...

178. The Committee recognized that while the central purpose of UNICEF aid was to encourage greater family production of nutritive foods to be served primarily to children, it would be unrealistic to expect the food supplies to be restricted to the children. Continuing benefit to the child would be ensured only when sufficient food was being produced to enable village families to enjoy on a regular basis a more varied and nutritious diet than was their custom. It would be unrealistic to expect all families to be self-sufficient in their domestic food production. Many would need to supplement their available food supplies by certain items purchased in the village. Moreover, certain families would need to sell part of their production, such as eggs, chickens, fish or legumes, in order to obtain other essential items for the family. Many would require to purchase supplies to maintain their own food production efforts; e.g. the poultry-keeper would sell some of his eggs to obtain feed for his flock.

June 1968, E/ICEF/576

56. Child malnutrition remained a serious problem in all developing regions and UNICEF continued to give high priority to efforts to combat it. Its main efforts had gone to applied nutrition programmes, the objective of which was to improve the diet of rural mothers and children through foods which the family could produce; the development and production of low-cost protein-rich food concentrates to enrich staples or to formulate weaning foods for toddlers and pre-school age children in urban and peri-urban areas; and aid for local milk-collecting stations and processing plants to make safe, low-cost milk available to a community, especially the children.  
...

63. A close collaboration was being developed between UNICEF and the World Food Programme. The World Food Programme had provided substantial aid related to several milk conservation projects in the form of feed grains and through skim milk powder used for "toning" local high-fat milk. Discussions were now under way between UNICEF and the World Food Programme to work out an agreement for collaboration in the following areas: emergencies; feeding programmes for the pre-school child; feeding programmes for the school child; and development of protein-rich foods for infants and pre-school children.

/...



May 1969, E/ICEF/590

Review of assistance for child malnutrition

75. A special report to the Board by the Executive Director on child malnutrition in the developing countries (E/ICEF/586/Add.9 and Corr.1) emphasized the importance of approaching the problem of child malnutrition from a broadly based point of view within national development plans. The first action, begun some years ago, was largely limited to the distribution of skim milk powder delivered by UNICEF and other organizations. This led logically to assisting the countries to make better use of their local supplies of milk through milk conservation programmes. Later the approach was broadened by the introduction of the idea of applied nutrition programmes in rural areas. More recently attention had also been turned to developing a number of food mixtures with a high protein content which could be manufactured and marketed in the developing countries for supplementary feeding of young children in cities. There were now good prospects for the introduction of these foods in a number of countries.

76. The report pointed out that these approaches should be fitted into national food and nutrition policies established by Governments. This should include a co-ordinated plan of action in which the several interested Ministries (for example, Agriculture, Health and Education) participated. Each country needed to identify the particular nutrition deficiencies of its children and then to identify the resources, available and potential, to meet these deficiencies. It was clear that no one solution was applicable to all countries and that each country had to work out its own policies and programmes in a flexible and realistic way.

77. UNICEF and other international organizations needed to work in concert in seeking to assist such Government programmes, keeping the administration of international aid flexible so that it would respond to varying needs of different countries. Since many countries were not yet able to mount a comprehensive national food and nutrition programme, the report suggested that UNICEF should be ready to assist in more limited measures to combat child malnutrition, beginning where the countries were ready to act.

April 1971, E/ICEF/612

85. There was concern in the Board over the serious problem of malnutrition and dietary deficiencies in children, particularly of pre-school age, and in women of child-bearing age in the developing countries. ... Although that figure did not take into account nutrition elements included in health, education and community development programmes, it was still considered too low in view of the adverse effects of malnutrition, many of them irreversible, on the future physical and mental development of the young child. In part, the lack of increase in nutrition aid reflected too slow a recognition by governments that child malnutrition could be a serious deterrent to national development in part, it was because there were no quick and easy ways to tackle the problem.

/...

86. UNICEF, in collaboration with FAO and WHO, has been assisting several types of efforts to improve child nutrition. For rural children the main approach has been applied nutrition activities which combine nutrition education with help to the rural population at the family and community level to grow and use foods required for better child nutrition. For children in cities UNICEF has supported a number of milk collection, processing and distribution schemes, and also plants for the local production of high-protein weaning foods. UNICEF has also assisted orientation and training in nutrition for a wide range of personnel. Although in special situations UNICEF provides imported milk or special food mixtures, it is no longer supplying these on a large scale, except in emergencies; much of this has been taken over by the World Food Programme and voluntary agencies.

...

88. The point was made that, at the national level, programmes should be drawn up not only to help seriously malnourished children but to ensure proper diets for all children. This would reduce the need for more costly curative measures in the future. The best action was through the establishment of national food and nutrition policies; these would require some re-orientation of economic and agricultural policies and programmes to make more national and local resources available for production and sale, as well as to provide free distribution of food to the poorest population groups. The programmes assisted by UNICEF would become much more effective as an integral part of such policies, which should take into account the need for combined efforts of agriculturists, health workers and educators in promoting an increased supply of nutritive foods and health services and an understanding of good nutrition habits. There was need for a much greater involvement of ministries of agriculture in nutrition activities, but the problem needed also to be dealt with in conjunction with health planning and health policy. Programmes needed to be justified in economic terms as an investment in the fuller use of human resources. A greater sense of awareness and urgency of the problem needed to be generated among key national officials responsible for such matters as planning, the allocation of resources and research.

89. In the latter connexion the Board noted with interest aid given by UNICEF to training institutions and seminars for key personnel involved in planning national food production, in addition to nutrition training and orientation being given to professional and auxiliary workers in various services at the country level. ...

April - May 1972, E/ICEF/624

[ Report of Secretary-General's panel of experts on protein problems ]

29. The improvement of child nutrition had been a matter of constant concern to UNICEF. In response to Economic and Social Council resolution 1640 (LI), the report of the special panel of experts appointed by the Secretary-General on the protein problems confronting developing countries ... was a major topic for consideration by the Board. ...

/...

...

31. The Board noted that the report of the special panel of experts recommended in its annex sixteen main types of action. Included were measures of direct benefit to children, to which UNICEF had been contributing for some time through its support of milk conservation and, later, the processing and distribution of weaning foods; through its aid in increasing village-level production of foods for local children, together with nutrition education (called "applied nutrition"); and through its aid in the maternal and child aspects of basic health services. Those long-term approaches had replaced the earlier emphasis of UNICEF on supporting large scale supplementary child-feeding programmes, largely through the provision of imported milk powder, most of which had been taken over by other agencies which were now also providing other types of children's foods.

...

39. There was concern in the Board at the relatively low level of UNICEF commitments for nutrition, as well as a desire for increased activities in the field. ... It was recognized that UNICEF's assistance in that field was given in response to requests from Governments which reflected priorities within their development plans, and where often there was slow recognition that malnutrition in children could be a serious deterrent to national development. Attention was directed to a major recommendation of the special panel that developing countries adopt a national food and nutrition policy. That was an area to which UNICEF was endeavouring to contribute, since there was an important common area between such a policy and a national policy for children. The UNICEF principle that assisted long-term projects in child nutrition, with special emphasis on the young child, should be part of a country's development effort constituted a contribution to a national nutrition policy.

April - May 1973, E/ICEF/629

[Children in national food and nutrition policy]

55. ... In view of the adverse effects of dietary deficiencies and malnutrition on the child's future development, Board members were concerned at the relatively low level of aid - a concern also expressed at previous sessions. It was recognized that, in part, it reflected too slow a recognition by decision-makers that child malnutrition could be a serious deterrent to national development; in part, it was because there were no quick and easy ways to tackle the problem, which included the need to change traditional diets, particularly those that families prepared for young children. 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, and a fundamental difficulty was the absence of such a policy, or a commitment to its implementation, in many developing countries.

56. ... The attention of the Board was directed to the concern expressed by the Director-General of FAO that an indirect effect of the drought and the consequent reduction of global food stocks might be to reduce the "surplus" foods available for donation to child-feeding programmes.

/...

60. UNICEF was contributing to more favourable conditions for the development of national food and nutrition policies as its field staff, in co-operation with FAO staff, discussed with Governments assistance to long-term nutrition projects as part of the country's development efforts. In that process the need was considered for "nutrition intervention programmes" to meet the specific needs of mothers and children, particularly young children and those in disadvantaged areas. UNICEF was also helping more directly to promote national food and nutrition policies by supporting regional conferences and seminars, as well as national preparations for such meetings, which involved representatives of planning and sectoral ministries in Latin America and the Eastern Mediterranean region. UNICEF had also supported national seminars on guidelines for the development of food and nutrition policies in Thailand and Malaysia early in 1973. In connexion with those activities, several delegations stressed the need for nutrition activities to be integrated in various sectors, such as agriculture ... and the food industry, health, family planning, education, income redistribution and price policy.

Applied nutrition

June 1965, E/ICEF/528

170. The Committee considered the prerequisites for planning, developing and evaluating applied nutrition projects. It recommended guidelines for future assistance to these projects (annex II), which were approved by the Board.

ANNEX II

GUIDE-LINES FOR PLANNING, DEVELOPING AND EVALUATING  
APPLIED NUTRITION PROJECTS

1. There is an urgent need for more applied nutrition activity. Nutrition education must be "made to work". Local production (and prevention of loss) of vegetables, fruits and animal-protein foods (protective foods) which can balance calorie intake with respect to protein, vitamins and minerals, and better use of these foods in the nutrition of children and mothers are the only solution at present for many rural areas.

2. Ongoing projects need to be strengthened and where appropriate extended, and more careful planning is required for this as well as for starting projects in additional countries.

/...

3. Some of the new projects should be prepared according to the recommendations of the Joint FAO/WHO Technical Meeting in Methods of Planning and Evaluation in Applied Nutrition Programmes held in January 1965.... They would then serve as pilot evaluation projects; it is expected that more time spent on planning would make the projects more effective, with little or no loss of time in the long run.

4. There are four stages in this more detailed planning of projects:

Stage I: Following an indication of interest on the part of the Government, a study of the general situation and the feasibility of beginning applied nutrition activity;

Stage II: Collection of detailed baseline data for the zone(s) in which a pilot activity is proposed. Development of training plan and pre-training. Establishment of adequate priority within the development plan, and suitable administrative arrangements in the Government for the implementation of the project. In the course of stage II it may be decided to cancel plans for the project;

Stage III: Project development in a pilot zone(s);

Stage IV: Extension of project from pilot zone(s).

The existence of national institutions and access to information already available will enable stages I and II to be condensed.

5. The choice of projects for development and evaluation on the basis indicated in 3 above would be guided by the wishes of the Government, and the scale of the proposed activity and the cost of reparation in relation thereto.

6. In comparison with this more detailed approach, a number of projects would continue to be prepared as adequately as possible with all existing facilities available until such time as conditions permit the more thorough planning procedure. When the need is urgent and there is the possibility of a simpler workable plan, a project should not be postponed pending ability to meet the requirements of the long-term comprehensive planning process.

7. Where international experts are required, continuity of service of the same expert from the initial planning stage through the implementation is desirable and should be sought within existing financing possibilities.

/...

8. Efforts should be continued to pre-train before project implementation along the following lines:

(a) Orientation of government officials whose support for the project is essential;

(b) Training of key nutrition specialist(s) who will supervise projects from a national or large district level;

(c) Training of local supervisory personnel.

9. The projects should be integrated into services reaching into the villages, such as community development and social services, agricultural and home economics extension, education and health.

10. For applied nutrition it is desirable to have co-ordination of ministries of agriculture, health, community development and education, and of workers in these fields at all levels. In some cases it may be necessary for one ministry to take the lead with whatever collaboration is possible with other ministries.

11. Every effort should be made to make full use of qualified national personnel and institutions in all aspects of planning and implementation of applied nutrition projects. These personnel may be governmental or non-governmental and may be in universities, research institutes, private enterprises, etc., or they may be qualified individuals not at the moment employed in a position suitable to their training.

12. Increased emphasis should be placed on extending applied nutrition food production activities from a school or community project basis to the home level.

13. Experience has shown that in order to make a major impact on nutrition in rural areas, protective food production must be made efficient and productive enough to allow some sales, in addition to meeting home needs for fresh and preserved protective foods, to cover costs of seeds, fertilizer, pesticides, feed etc., and provide additional incentive. The side benefits to directly improved nutrition in the rural areas are:

(a) Improvement in economic status in rural areas; and

(b) Availability of nutritious food at lower cost for food-purchasing families, especially in the local community but also in urban areas.

14. Full advantage should be taken of bilateral and voluntary agency aid which can support applied nutrition activity.

June 1967, E/ICEF/563

[ Assessment of applied nutrition ]

94. ... The Board had before it an assessment of the experience with this programme prepared by Dr. James Hundley, a special FAO/WHO/UNICEF consultant. ...

95. The consultant referred to one definition of an applied nutrition programme as "a co-ordinated educational activity among agriculture, health and education authorities and other interested agencies with the aim of raising the levels of nutrition of local populations, particularly mothers and children, in rural areas". He pointed out that this co-ordination required a blending of international aid and advice with local initiative and responsibility, and joint action at the national, state and local level. Considerable voluntary participation was essential. Effective programme execution required emphasis on training, education, production and consumption. The programme, or at least some aspects of it, needed to be capable of spreading from pilot zones to neighbouring areas without full-scale governmental stimulation and support.

...

105. The Board was in general agreement, at the end of its review of the assessment, that the applied nutrition programme was the most effective means so far found for UNICEF, working together with FAO and WHO, to help meet the nutritional problems of rural children at the village and family level. It approved the recommendations of the Joint Committees and expressed the hope that national and international staff responsible for the development of the projects under the applied nutrition programme would be guided by the consultant's findings, and that the results would be visible in future requests coming to the Board. ...

June 1968, E/ICEF/576

60. The assessment of applied nutrition programmes considered by the Board in 1967 concluded that the applied nutrition programme represented a basically sound approach to improving the nutritional status of the rural family. The Board agreed, however, that there was need for greater flexibility so that projects could be better adapted to local conditions. The specifics for helping to achieve this were being examined by FAO, WHO and UNICEF. There was a need for a thorough appraisal of on-going applied nutrition projects and this was being undertaken progressively, on a selective basis. Greater attention also needed to be given to the preparatory stages of possible new projects. More emphasis was required in the training of nutrition workers on a national and regional basis. Where Governments were developing national food and nutrition policies, applied nutrition projects could fit into agricultural and rural development plans. The representative of FAO pointed out that the applied nutrition programmes, which called for co-ordination among different ministries and agencies and the active participation of the people themselves, could not achieve their objectives without the full support of national ministries of agriculture.

/...

April - May 1972, E/ICEF/624

38. The Board discussed the implications of evaluations of the applied nutrition programmes in several countries. While noting encouraging results in certain aspects of the programmes, it was apparent that there was need for much better planning, organization, training and support, including adequate staff support in the field. Perseverance and some degree of patience were required. More attention needed to be given to the question of how to obtain community participation and how to have more effective communications support. The Executive Director felt that further efforts should be made to orient applied nutrition programmes more directly towards the needs of children; the goal of more and better food to achieve optimum development of the child was often relegated to a place of secondary consideration. In view of the scale and range of the applied nutrition programmes assisted by UNICEF in more than 60 countries, the Board would be kept informed of measures taken to increase the effectiveness of that basic programme.

April - May 1973, E/ICEF/629

62. Assessments of applied nutrition programmes continued in a number of countries (including Brazil, India, Indonesia, Lesotho, Malaysia, the Philippines and the Republic of Korea). The assessments generally showed the need for improvement in the training and also in the educational aspects of the programmes at the grass roots. One of the main objectives of the programmes was to encourage and help families in rural areas to produce and use more nutritious foods for their families and children. A key problem seemed to be how to stimulate village participation. An important gain from the applied nutrition projects was that they had served to increase awareness of nutritional problems. Training was an important element in all of them, ...

Weaning foods

June 1965, E/ICEF/528/Rev.1

183. In considering progress made in the development of new protein-rich foods, the FAO/UNICEF Joint Policy Committee discussed the co-operation between FAO, WHO, and UNICEF in this field; the countries in which edible protein concentrates from soy, cottonseed, peanut and fish were commercially available or were in an advanced stage of development; and various aspects of the question of introducing foods containing these concentrates into the diets of children. The Committee supported the continuation of UNICEF assistance for the manufacture and distribution by commercial concerns of protein concentrates and nutritious mixtures based on these concentrates. At the same time the Committee recommended that FAO and UNICEF continue their efforts to investigate and develop cheaper, more palatable and more nutritious concentrates and mixtures. The UNICEF secretariat pointed out that UNICEF assistance for introducing weaning foods in developing countries would increase as new products became available. It also envisaged continuation of assistance in the training of national personnel.

/...



184. The Committee set down a series of elements which should be included in action programmes in this field. In emphasizing the urgency to proceed into the industrial manufacture and marketing of protein concentrates and food mixtures which had been proved to be satisfactory, the Committee also recommended some guiding principles (see annex III), which were approved by the Executive Board.

...

### ANNEX III

#### NEW PROTEIN-RICH FOODS

##### A. Elements to be included in action programmes

1. Technological investigations to provide means for the production of cheaper, more acceptable and more nutritious protein concentrates. The agencies should stimulate the involvement of competent technical organizations, including those of universities, Governments and industries.
2. Economic studies leading to greater food use of protein concentrates from oilseeds and fish, as well as from other protein resources, and particularly those which are available and not now being used optimally for human food.
3. Encouraging maximum industrial and commercial involvement in the production and marketing of protein concentrates and food mixtures suitable for children and mothers.
4. Building up local technological competence in the field of protein-rich foods through the provision of high-level technical training, laboratory and pilot plant equipment, etc. FAO should emphasize these activities within the context of Special Fund and Freedom from Hunger projects in food science and technology which it administers. Such national or regional efforts should concentrate on methods of processing, food formulation and packaging, acceptability and quality control.
5. Emphasizing the need to reach the pre-school child. Products designed to meet the needs of this age group will also be used to up-grade the food habits and the nutritional status of the family as a whole.
6. Recommending to Governments greater support for the development and distribution of protective and supplementary foods, including encouragement to industries by means of, for example, purchasing quantities of commercial products for institutional feeding, family education, advertising campaigns and tax exemptions or incentives to food processors.
7. Seeking support from the World Food Programme or bilateral food distribution agencies and encouraging the integration of such support with commercial food production and marketing efforts in specific countries.

B. Guiding principles in the promotion of protein concentrates and food mixtures

1. The improvement of the nutritional status of infants and young children is the major objective of introducing suitable protein-rich foods, but they should also be useful in the treatment of recognizable protein malnutrition.
2. Generally the best means of using protein concentrates is to incorporate them into the staple food products at the time the latter are processed, with the aim of achieving a more balanced food. Attempts to influence the consumer to add protein concentrates to this food during its preparation have so far not proved effective, as it presupposes an appreciation by the consumer of the nutritional benefits.
3. Formulated and/or processed protein-rich food products may be fortified with vitamin A, vitamins of the B group, iron and calcium, where the need for such supplementation in a given area is indicated and the costs would not be prohibitive. In any event, the consumption of locally available vitamin-rich nutritive foods such as fruits, leafy crops and vegetables, together with the protein-rich products, should be encouraged. Iodation of these foods might also be beneficial in areas of high goitre incidence and where conventional iodine supplementation of salt supplies is not convenient or economical.
4. Government programmes concerning protein-rich foods assisted by FAO/WHO/UNICEF should be co-ordinated at early stages to ensure the best use of available resources, both financial resources and technical personnel.
5. The activities of FAO and UNICEF should be centred on a limited number of projects.
6. Plans should be developed in co-operation with industrial concerns having access to market distribution channels. In advising Governments to encourage the wider use of new protein-rich foods, it should be recommended that use be made to the fullest extent possible of existing commercial production and distribution facilities.
7. Commercial promotion may impart prestige value to a food. It is therefore advisable not to extend free distribution to more than introductory samples, emergency situations and normal government welfare and institutional feeding programmes.
8. The investment of capital and effort to begin the promotion and marketing of new low-cost foods is limited by a small profit margin. This may be helped by designing a range of products, some having appeal to the higher income groups as well. This will also serve to sustain a volume of production to justify marketing similar nutritious foods to lower-income segments of the population. Promotion campaigns aimed at the high income groups are frequently effective in gaining acceptance of new products by low-income families as well. Nevertheless the steps to educate the latter group in the nutritional benefits of such products should, where necessary, be undertaken in advance, or at least simultaneously.
9. The important role which legumes and pulses can play in improving the protein nutrition of infants, children and mothers, when prepared in the home or supplied through commercially manufactured foods, should not be overlooked. There is a major advantage in the fact that these traditional foods are already widely accepted.

June 1967, E/ICEF/563

Financial viability of production of weaning foods

86. The Board, at its May 1966 session laid emphasis on the importance of accelerating work with low-cost protein-rich concentrates and mixtures, particularly for weanlings and pre-school children in urban and peri-urban areas. The purpose was to help developing countries become self-sufficient in the production of these foods. ... On the basis of reports by the Executive Director (E/ICEF/558, paras. 60-75) and the FAO/UNICEF Joint Policy Committee (E/ICEF/557, paras. 27-42; E/ICEF/CRP/67-7) the Board at its 1967 session considered how further work in this field could be advanced.

...

90. A certain change of emphasis as a result of experience thus far with high protein food development projects in various countries was recommended by the Joint Policy Committee and elaborated upon in the Board by the Deputy Executive Director (Operations). He pointed out that the promotion and commercial distribution of low-cost protein-rich foods in the developing countries had not always progressed at a rate sufficient to ensure economic viability of the assisted projects. The welfare distribution supported by the Governments, bilateral or multilateral aid agencies or UNICEF was not sufficient, and it was necessary also to produce a commercial demand for the products.

91. In the light of this it was evident that a phased assessment and development of markets was essential before the establishment of new manufacturing facilities. In the future before UNICEF aided in the establishment of plants (for which imported equipment supplied by UNICEF might cost between \$150,000 to \$250,000), there would be a local examination and selection of acceptable mixtures by health authorities, paediatricians, home economists, etc. UNICEF would finance the provision to the country from external sources of these processed mixtures in suitable packaging. There would then be an exploration of various aspects of the commercial market including low price sales and types of distribution outlets to reach the lower-income families, as well as various forms of welfare distribution. At this stage probably from 10 to 50 tons of the food materials might be required from UNICEF for the market exploration. The food materials for this stage (as well as the preceding one of testing and selection) would come from an allocation for the promotion of protein-rich foods for which an additional \$100,000 was approved at the current Board session. ... The next stage would be that of stimulating sufficient market to justify local processing facilities.

92. It was estimated that the local sales of processed food mixtures through both commercial channels and non-commercial and welfare distribution must be in the order of 1,000 tons annually to ensure economic viability of the project. In the period of expansion of sales toward the point where the potential market could be seen as reaching this level, it was hoped that the ingredients for food mixture would be provided through the World Food Programme or by bilateral agencies in order to sustain and expand the market. In those instances where sufficient support from these sources was not available, UNICEF would be prepared to help

/...

stimulate low-price sales through the provision of up to 250 tons of the food mixture. When the potential market had been established to be in the range of commercial viability, the final stage of assistance by UNICEF would be provision of the processing equipment for local production (which would normally take two years from the allocation of funds to full production), together with some help for additional market promotion.

93. ... Endorsement was given to the increased attention which would be paid in the future to the acceptability of food mixtures and to their marketing before plants would be built for local production.

April - May 1973, E/ICEF/629

[Village level production of weaning foods]

57. Board members were encouraged by the evidence of progress in the development in some countries of locally processed weaning foods, which were now approaching production or marketing trials. It was felt important to keep such programmes under review and to share the lessons that could be learned from them, including, particularly, how to reduce the prices of those foods to bring them within the reach of larger population groups, as well as to develop simplified processing equipment suitable for production at the village level at sufficiently low costs.

/...

Supplementary child feeding

April - May 1972, E/ICEF/624

32. The Executive Director pointed out that it had by now become clear that children in the weakest socio-economic groups in most countries derived little benefit from improvements in methods of commercial agriculture or increases in the market supply of processed foods. If those children were to be helped, countries would need to establish long-term supplementary child-feeding programmes, together with other nutritional services. ...

33. The Executive Director recommended that UNICEF expand its support in order to help countries to reach the weakest socio-economic group. Priority in supplementary feeding within the group would be given to infants, weanlings and pre-school-age children. Special measures would be required to reach the mothers of infants under six months because of the problems created by the trend towards early weaning. In addition, rehabilitation would be required for infants and young children suffering from severe malnutrition. Supplementary feeding of school children might be provided where it was part of an effort to reduce drop-outs and other forms of wastage in primary schools. The donation of food from the outside over a period of years would be an important element in establishing a programme. While UNICEF might provide the food, it hoped that it could be provided by other sources, such as the World Food Programme or bilateral aid schemes, and by non-governmental agencies. Because of the costs involved, most countries would probably have to approach large-scale supplementary feeding progressively, beginning with the most needy regions.

34. The role of UNICEF, as seen by the Executive Director, would be primarily to help countries to establish supplementary feeding on a long-term basis; to help establish nutrition rehabilitation centres providing special foods such as K-Mix-II; ... to help strengthen the nutrition education of parents; and to involve community support. UNICEF would help in setting up the organization of supplementary feeding and nutritional rehabilitation, including field trials of economical patterns of organization that would reach the children and mothers; and in staff training. It would also help countries to mobilize their own sources of food supply for child feeding: in rural areas through applied nutrition programmes, and in urban areas (also rural areas where required) through the production and distribution of processed weaning foods. It would be necessary for UNICEF to work closely with the World Food Programme and non-governmental organizations which were currently providing foods from abroad to developing countries. In addition, UNICEF assistance to child feeding in emergencies would continue.

40. The Board approved the proposal of the Executive Director that UNICEF help countries establish long-term supplementary child-feeding schemes for children in the weaker socio-economic groups on a wider scale than had hitherto been the case (see paras. 33-34 above).

/...

Milk conservation

June 1965, E/ICEF/528/Rev.1

188. The Board approved a policy for assistance to rural milk production. This policy is reproduced in annex IV.

ANNEX IV

POLICY ON AID FOR RURAL MILK PRODUCTION

1. The areas selected for joint assistance in rural dairy development will be limited to those recognized and potential milkshed areas already serving, or scheduled to serve, FAO/UNICEF-aided milk conservation programmes. The latter, involving urban milk plants, ensure the required market outlets. Increased rural milk production will help these city milk plants to attain capacity operations and increase their distribution of low-cost milk to poorer families in fulfilment of agreements between FAO, UNICEF and the assisted Governments.
2. There should be prior agreement with the Government concerned on a sound policy for rural milk production, embracing such prerequisites as local provision for improved animal husbandry practices, including improvement of stock and culling of non-productive cattle, improved fodder and feed production. The Government would signify its readiness to give practical application to such a policy in the selected milkshed areas.
3. The Government would undertake to mobilize and co-ordinate aid available to it from all possible sources in the integrated programme for increased rural milk production. In certain cases this effort might represent a consolidation of aid available for different aspects of development, from, for instance, the United States Agency for International Development, the Colombo Plan, bilateral agencies and foundations, and under the Freedom from Hunger Campaign and the World Food Programme.
4. Instruction in the hygienic handling of milk and nutrition education of the public would be included among the development activities planned for the selected operational areas.
5. The Government requesting assistance would undertake to provide for the project the operational funds and personnel as agreed in a plan of operation to be jointly developed by the Government, FAO and UNICEF.

/...

May 1966, E/ICEF/548/Rev.1

[ Assessment of aid for milk conservation ]

139. The UNICEF Executive Board had before it an assessment of the UNICEF/FAO-assisted milk conservation programme (E/ICEF/L.1257 and Corr.1). In the eighteen years since its inauguration, the milk conservation programme had been active in thirty-eight countries, had provided substantial assistance for the strengthening and/or the establishment of 210 milk processing plants and fifteen training centres, had supported 300 fellowships for the education of both the teacher and the student in dairy science, and had used approximately 140 consultants, experts and advisers to ensure the maximum effectiveness of the programme and the protection of the financial investment. UNICEF assistance approved during this period totalled \$24.6 million, the investment of the assisted countries exceeded four times this amount. The cost of services of consultants, advisers and experts administered by FAO approximated \$3 million, including \$1.7 million reimbursed by UNICEF.

140. The assessment prepared by two consultants to FAO and UNICEF ... pointed out that the aid had led to the establishment of self-sustaining plants delivering increasing quantities of safe milk to children and to the public generally. Some 2,750,000 children and mothers were now receiving subsidized or free milk daily from the assisted dairy plants. It had also led to the development of national dairy policies and a considerably improved standard of living of families living in the villages supplying milk to the projects.

...  
145. ... Several points were brought out by the various Board members as well as the UNICEF secretariat ... It is not the intention of UNICEF, however, to continue to assist the dairy industry over an extended period of any one country, but rather to establish a base on which the industry might develop. In those countries where the dairy industry is now well rooted it is believed that expansion can be achieved by building on the foundations already established through UNICEF/FAO aid. Generally, these countries should be able to meet the need for new plants and equipment through commercial channels, bilateral aid or from the voluntary sources. Thus, as compared with the last ten years, the total amount of UNICEF aid for milk conservation in the future would be less.

146. Elaborating on some of these points the Director of the UNICEF Food Conservation Division pointed out that up until now UNICEF aid, bilateral aid and private capital have helped those developing countries which had both reasonable quantities of milk available for collection and processing and a potential for a rapid increase in milk supplies. UNICEF assistance was first concentrated in southern and eastern Europe and then directed to Central and South America and southwestern Asia. In these areas UNICEF may still be called on to assist to complete or complement previously aided schemes, but it is not envisaged that UNICEF will help establish many new projects. In the Americas the milk industry should develop further in many areas, but this is expected to be accomplished through private capital.

/...

147. In India and Pakistan, bilateral aid and UNICEF have now helped milk schemes in all the larger cities, and the present problem is to increase milk production and the import of milk powder to enable the plants to operate at maximum capacity. In the Eastern Mediterranean, plants have been started in nearly every country, and this is leading to expansion with bilateral aid and private capital in areas where milk production conditions are more favourable.

148. In Africa, where production is approximately 50 kgs in terms of milk equivalent per person annually (as compared with 276 kgs in Eastern Europe, 135 kgs in Southern Europe and 99 kgs in Western Asia), UNICEF is advancing slowly and it is expected that this will be the main area calling for assistance in the next few years. It is necessary to start with collection centres near small producers, rather than with big pasteurizing plants, and it is expected this pattern will be typical of any new development. It will also be necessary to give more assistance to training and education of producers and staff than was the case in earlier schemes. More technical help to plan and implement the new schemes will be needed.

...

155. At the conclusion of its review of the assessment the Board approved the recommendations of the Executive Director (E/ICEF/L.1258 and Corr.1, para. 24) as follows:

(a) The present division of responsibilities between UNICEF and FAO for project development and implementation should be continued in order to use the joint experience of the past and to continue the close and harmonious team effort.

(b) Special attention should be given to assist Governments in assuming a major role in the preparation of pre-project surveys, and later in project preparation through a thorough investigation and analysis of local conditions, the compilation and analysis of data and the creation of a Government body to be responsible for the organization, financing and implementation of new projects. The joint team approach to country surveys is desirable and should be carried out by Government personnel and regular staff members of UNICEF and FAO, complemented as required by consulting experts. The individual responsibilities of the Governments and of the international agencies and their joint relationships in these matters should be clearly defined at the time of project planning.

(c) The teams responsible for project surveys should formulate a clear statement regarding the place of toned milk in the specific areas or project under consideration.

(d) The assisted Governments should give emphasis to increasing rural milk production through the use of improved methods of dairy husbandry and agriculture.

(e) Future UNICEF aid to milk conservation programmes should be governed by the following conditions:

- (i) In general the present policy and criteria relating to UNICEF's role in the field as established by the Executive Board in June 1965 should be continued;



- (ii) Assistance should be considered in the context of the general development of the country, the priority assigned by Governments to the projects within their development plans, and in relation to the requests for assistance from UNICEF in other fields, UNICEF's resources, and the availability of aid from other sources;
- (iii) For those countries previously helped under the milk conservation programme, further assistance should be directed first to continuing aid for those plants already assisted. The aim would be to increase local milk supplies in line with plant capacity and, where successful, to consider at a later date the expansion of the plant facilities to meet increasing market demands;
- (iv) A special situation exists in Africa which has, with some exceptions, the least developed dairy industry of the regions covered by this programme. Africa has been the most recent to receive aid from UNICEF in this field. UNICEF assistance should be continued and extended where local conditions are favourable. Assistance to milk conservation projects in Africa will require a larger proportion of funds for project development, implementation and training, relative to equipment costs than was the case in other regions.

June 1968, E/ICEF/576

57. ... In recent years the proportion of allocations for milk conservation had continued to decline because of the relatively few remaining opportunities to process milk economically enough to reach mothers and children of low income groups. ...

...

62. Work was being continued to implement the milk conservation projects for which allocations had previously been made. In addition, rural milk production on a pilot scale was being promoted, especially in Africa. For the future, emphasis would be in exploring opportunities to support such pilot rural schemes in the context of larger rural development programmes and in relation to the applied nutrition programme.

/...

Breast-feeding

April - May 1973, E/ICEF/629

58. At the same time, it was stressed in the Board's discussions that considerably increased emphasis was required to discourage premature weaning from breast-feeding. The trend toward abandonment of that form of nutrition was alarming, and the serious consequences of artificial feeding, particularly in regions where the economic level could not support the necessary food and hygienic facilities, needed to be brought to the attention of Governments, educators, and health workers. It was suggested that ways of encouraging breast-feeding should be studied and that UNICEF should play a more active role in its promotion as part of its support of child nutrition. More emphasis was required on extending nutrition education through health, social and community programmes, and on making special efforts to educate mothers before their babies began to suffer from malnutrition at the weaning stage. The problem of nutrition information was a complex one, and more use needed to be made of mass communications, including mass media and nutrition training.

Preventing vitamin A deficiency in children

June 1965, E/ICEF/528/Rev.1

179. The FAO/UNICEF Joint Policy Committee called attention to the fact that vitamin A deficiency was a serious public health problem in many parts of the world, particularly among the lower income groups, and infants and children under three years of age. It accounted for the major proportion of preventable blindness in many developing countries and, occurring together with protein-calorie deficiency, made a considerable contribution to the mortality figures.

180. The Committee recommended the following guidelines for UNICEF aid in helping solve the problem:

(a) The most important basic approach to the problem of vitamin A deficiency is the education of mothers in the use of carotene-providing vegetables, fruits and vitamin-A-providing animal protein foods. Supplies of these foods need to be brought within the economic reach of all families. In rural areas this should be accomplished by increased local production and consumption of these foods.

(b) If possible, all skim milk powder distributed in developing countries should be fortified with vitamin A.

(c) Other measures, such as supplementing diets with vitamin A capsules or red palm oil, should be taken to meet immediate urgent needs.

181. In connexion with (b) above, UNICEF has sponsored studies on the means of fortifying milk powder to obtain a stable and acceptable product and has conducted field trials. For the past several years, UNICEF has fortified approximately one fourth of the skim milk powder it has shipped. The Board was glad to learn that the United States Government had begun to fortify with vitamins A and D the skim milk powder it provided for child-feeding abroad, including the powder distributed through UNICEF.

182. The Board approved the guidelines recommended by the Committee to prevent vitamin A deficiencies in children through increased production of local foods combined with nutrition education.

April 1971, E/ICEF/612

90. The attention of the Board was directed to the large and increasing number of children who now survived infancy, thanks to better health measures, but went blind for lack of Vitamin A. UNICEF had in various ways tried to help ensure adequate intakes of Vitamin A, but a great deal more was required. In implementing a resolution on blindness adopted by the World Health Assembly in 1969 (WHA22.29), WHO had recognized xerophthalmia as one of three major causes of blindness. A representative of the World Council for the Welfare for the Blind, speaking also on behalf of the International Association for the Prevention of Blindness, pointed out to the Board that the number of children at risk must be counted in the scores of millions... He urged that an international programme be established in which UNICEF, WHO and non-governmental organizations might collaborate, and suggested that UNICEF and WHO field staff discuss with national governments concerned what action could be taken immediately through existing nutrition and health programmes; that research, field trials and pilot projects be undertaken to extend the use of Vitamin A concentrate as the preventive action most likely to achieve an immediate improvement; and that a continuous effort be made to solve the problem on a permanent basis through a change of food habits and better use of indigenous vitamin foods. The Board welcomed the statement of the Executive Director that he would explore the possibilities for accelerated action in that field in co-operation with WHO and interested non-governmental organizations. The Board proposed that the question of measures for the prevention of blindness in young children due to Vitamin A deficiency be included on the agenda of the next session of the UNICEF/WHO Joint Committee on Health Policy ...

April - May 1972, E/ICEF/624

55. At its 1971 session UNICEF proposed that measures for the prevention of blindness in young children due to vitamin A deficiency be included in the agenda of the next session of the JCHP. That deficiency was a major cause of child blindness in a number of developing countries; the problem was most serious in south-east Asia. WHO presented to the JCHP session a note on the possibilities of prevention of xerophthalmia, particularly in relation to the use of large doses of vitamin A in pre-school children (E/ICEF/CRP/72-5). At the time of the JCHP session, in February 1972, WHO was not in a position to make a recommendation regarding the doses and periodicity of the administration of vitamin A. However, a meeting of international experts on the prevention of xerophthalmia, which was sponsored by WHO, was held at Hyderabad, India in March 1972 (E/ICEF/CRP/72-23) and as a result WHO was able to make recommendations, supplementing the recommendations of the JCHP (E/ICEF/618, section 8 (c)).

56. It was recognized at the Hyderabad meeting that the most rational method for the control and prevention of vitamin A deficiency was through improvement of the diet. However, that was a long-term measure. Although in some situations fortification of foods with vitamin A might speed up the process, at the same time possibilities for administering large doses of vitamin A as a preventive measure should be considered. The main problem in the latter case would be a logistic one, particularly the controlled delivery of large doses of vitamin A to the children, which required good training of personnel and a sound managerial and administrative operation. Wherever possible, existing health personnel should be employed; any new personnel should form part of the health service rather than be established as a separate vitamin A task force. Except for supervision, paramedical personnel

/...

would be largely involved in the operational aspects of the programme. Efforts should be made to ensure community participation. A system of evaluation of both the operation and its biological effectiveness would be an essential component of the programme. Further research on the problem, including controlled studies on a pilot scale, was recommended. On the basis of the findings of the Hyderabad conference, WHO recommended that 200,000 international units of vitamin A be administered orally at six month intervals for children from six months to four years of age in areas where vitamin A deficiency was a serious problem; in areas where health services were well developed and the problem less serious, 100,000 international units might be given every three months.

57. The Board adopted the recommendations of the JCHP, supplemented by those resulting from the Hyderabad meeting, for joint UNICEF/WHO action along the following lines: (a) long-term measures should continue in co-operation with FAO, through the applied nutrition programmes and other related activities in order to increase the availability of sources of vitamin A in the diet and educate the community; ... (b) basic health services and hospitals should be encouraged to pay special attention to the importance of early diagnosis of xerophthalmia and additional efforts should be made for the training of personnel; (c) since xerophthalmia was very closely related to protein-calorie malnutrition, further measures should be taken to control that condition; (d) in view of the importance of infectious diseases as a precipitating factor in severe cases of xerophthalmia, additional efforts should be made to control the most common infectious diseases through immunization, personal hygiene and other measures; (e) studies on food fortification with vitamin A should be continued and (f) because of the urgency of the problem, WHO and UNICEF should help the countries in which xerophthalmia was highly prevalent to proceed with the oral administration of large doses of vitamin A every few months as a preventive measure, in line with the recommendations of the Hyderabad meeting. ...

EDUCATION

Policy on aid for education

June 1961, E/ICEF/431

71. The Board was in agreement, ... that assistance to projects benefiting children need not be restricted to UNICEF's past fields of activity, but that the Executive Director should be permitted flexibility in proposing the new types of aid such as those listed in paragraph 73 in cases where recipient countries gave high priority to such assistance.

...

73. The examples of new or extended fields for UNICEF aid considered of high priority by Governments ... are as follows:

...

- (b) Preparation of the child for adult life
  - (i) Certain aspects of elementary education;
  - Training of normal school instructors;
  - Teacher training;

...

Preparation of pilot projects for vocational training programmes in rural areas for children of rural inhabitants where land and agricultural facilities may be in short supply;

... Aid could be considered for:

- Equipping centres for teacher training and for vocational schools;
- Equipping field demonstration and training centres and areas;
- Production of school materials and teaching aids;
- Aid in the form of honoraria, stipends, teaching grants, etc.

June 1963, E/ICEF/469

39. The Board approved aid to 12 education projects in 4 regions, bringing to 27 the number of countries aided in this field. ...

42. ... This constituted the main recent development in the pattern of UNICEF aid and reflected the desire of Governments to give high priority to this type of assistance. The projects also showed the desire of Governments to give a practical orientation to their educational programmes so that young people would be better equipped for work on leaving school, often after only a few years in the primary grades. Wherever possible, emphasis was placed in project planning on providing education for girls as well as boys.

40. The United Nations Educational, Scientific and Cultural Organization (UNESCO) had played an active role in the planning of each of the projects, and would have a continuing association with the projects as they were implemented. In most cases, UNESCO advisers would be present to help carry the scheme forward and a UNESCO adviser would shortly be stationed at UNICEF headquarters. In several instances UNICEF and UNESCO assistance for these projects was seen to be complementary to assistance provided by the Special Fund, the International Bank for Reconstruction and Development and bilateral aid agencies. ... The Food and Agriculture Organization of the United Nations (FAO) and WHO were associated with the planning and implementation of nutrition and health education in the schools.

/...

May 1966, E/ICEF/548

[ Production of textbooks ]

94. Board members welcomed the provision in a number of projects of aid for the production of school textbooks. Rather than purchase books already on the market, countries were being assisted to equip centres for textbook production which become permanent parts of their educational services. UNICEF was also helping "supporting services" that prepared and published teachers' manuals and bulletins and also charts and other printed teaching aids. These services played an essential part in educational development, and for a relatively small expenditure in equipment could exercise a valuable multiplier effect.

June 1968, E/ICEF/576

[ First assessment of aid to education projects ]

29. The Board had before it an assessment of education projects jointly-assisted by UNICEF and UNESCO in seventy-three countries: ...

31. The assessment confirmed the value of UNICEF aid. At the same time Board members appreciated the frankness of the assessment and the fact that it did not gloss over defects and deficiencies. For example, it was found that in some cases educational plans had been too ambitious: the need for realistic planning was stressed. The assessment also identified a number of problems in instituting curriculum reform, including the conservatism of teachers and parents. Although the training of teachers had been given major attention in the projects, the measures taken for in-service training of the many untrained teachers were sometimes inadequate. More attention to pre-service teacher training was needed. The study also stressed the continuing need to extend and improve education in rural areas and to provide girls equal access to education.

32. The guidelines proposed by the Director-General of UNESCO and the Executive Director of UNICEF pointed out that criteria for the planning and selection of projects should be in terms of their innovative values, their relation to the educational system as a whole (which ideally should be integrated in the national development plan), their concentration on the problems sought to be solved, and the co-ordination they induced of various sources of support and of the variety of agencies involved.

33. A number of specific proposals were made in the guidelines for future aid. These included more support by UNICEF for educational planning and curricula reform. Proposals were also made regarding certain problem areas: educational wastage; the quality of education in rural areas; technical and vocational education; special education for children with physical or mental handicaps; and early childhood education. The assessment suggested more attention by UNICEF for the 11 to 15-year age out-of-school group and to the education of girls and young women. The use of new educational methods and techniques to foster innovation was another area for which greater UNICEF aid was suggested. ...

34. The guidelines likewise dealt with various modes of action in project planning and implementation, the provision of UNICEF equipment, the use of outside experts and consultants, and appraisals of operational results of projects, which would help avoid the danger of pilot schemes failing at the stage of carry-over or generalization. They pointed out that while co-operation between UNICEF and UNESCO had steadily grown since 1961, and the assessment itself had led to a fruitful interchange between the two organizations, both organizations believed that there was need for a still closer collaboration at national and regional levels. In particular, joint preparation of projects needed to be improved.

35. In the Board discussion of the assessment there was general agreement on the important role of aid for education in furthering UNICEF's objective of helping Governments prepare children to cope with the needs of a modern world and to lead a useful life. Some delegations emphasized the need for education if achievements in other fields were not to be undermined; the point was made that education was a necessary spur to such achievements. The high priority which aid for education was accorded by UNICEF appeared to be in line with the desires of the developing countries. Other delegations, however, believed that the proportion of UNICEF aid going to education was too high since it necessarily meant a reduction in the traditional fields of nutrition and health where, ... **considerably greater efforts were needed by UNICEF. Several delegations believed that UNICEF aid for education should concentrate mainly on the younger children and be limited to primary education.**

36. While there was considerable agreement with the priorities set out in the assessment for the improvement of education, some delegations did not consider that the guidelines made sufficiently clear the priorities for UNICEF aid in that context, or take sufficient account of the respective roles of UNICEF and UNESCO and of other possible sources of aid. It was clear that UNICEF could meet only a small part of a country's need for assistance in the education field and that the situation, both as to the needs and the availability of other sources of aid differed from country to country. UNICEF's aid should, therefore, be geared to qualitative rather than quantitative aspects, concentrating on the most essential elements required in a particular country for effective education, appropriate to UNICEF's objectives. A number of specific suggestions for consideration of the UNICEF and UNESCO Secretariats were made by delegations regarding aspects of the future emphasis or de-emphasis. ...

37. There was a large measure of agreement in the Board that UNICEF should continue to support a number of strategic aspects of education programmes. This included teacher training in all its aspects, and emphasizing the modernization of training courses and training methods. In the matter of curriculum reform there was some doubt about UNICEF participation in basic research, but there was agreement that UNICEF should continue to provide practical aid for introducing a modern content into school teaching. This included emphasis on practical subjects such as science, vocationally-oriented studies and health and nutrition education. There was also general agreement that UNICEF should continue to stress education in rural areas and education for girls and young women, as well as education in certain neglected areas or for certain neglected groups. Some delegations believed that greater attention needed to be given to pre-school education. UNICEF aid for the local production of educational material was felt to be of considerable value and should be continued. Developing built-in procedures in the projects for progressive assessment was felt to be important.

38. The Board reaffirmed the principle that it was the responsibility of the competent technical agency, namely UNESCO, to provide experts and fellowships, and that UNICEF financing of this kind of international technical advice, when necessary, should be temporary and supplementary.

/...

39. It was noted in the Board discussions that UNDP, IBRD and related agencies, the World Food Programme, and some of the specialized agencies also, had resources to offer Governments. The Board was interested to learn that a beginning had been made to build on present UNICEF-UNESCO efforts by instituting joint discussions with these agencies in order to harmonize assistance policies in the education field.

40. Some Board members felt that certain educational activities suggested in the guidelines for UNICEF aid should be financed by organizations other than UNICEF. This included educational planning, research, and the promotion of international understanding through schools. In its criteria for selecting projects, it was agreed, however, that UNICEF should continue to pay attention to the quality of the educational planning and to the relationship between the educational system and the national development plan. It was suggested that special education for particular groups such as the physically or mentally handicapped, should have a low priority for UNICEF aid. The Board agreed that where there had been a consensus in the debate, the Executive Director would be guided by it, and that within the next two or three years some of the unresolved matters should be considered by the Board as a part of a reassessment.

April 1971, D/ICEF/612

[ Proportion of aid to education ]

99. A few delegations expressed misgivings about what they felt was too large a proportion of UNICEF funds going to education, leaving less for fields such as maternal and child health, the pre-school child and nutrition, which they believed warranted higher priority for UNICEF assistance. That view was developed at some length by one delegation, which felt that there was a tendency for UNICEF to spend too much of its funds on formal education, even going beyond the primary level; that field should be primarily the responsibility of UNDP, UNESCO and the ILO. Without suggesting that projects for children in school should never be a substantial part of a UNICEF programme of aid in any country, it felt that, taking UNICEF activities as a whole, formal education should have a low priority in relation to the many out-of-school needs to which UNICEF was capable of making a unique contribution.

100. Other delegations, pointing to the fact that there was no duplication or overlapping of UNICEF aid for education with that provided from other external sources, felt that the project recommendations had followed the guidelines for UNICEF aid in that field approved by the Executive Board in 1968, ... as well as the general UNICEF policy of adapting its aid to government priorities. They believed that UNICEF aid for education was having a commendable and much appreciated effect in improving the quality and content of education, reducing educational wastage, encouraging reforms and innovations, and making the school system a channel for creating in young people attitudes favourable to change.

/...



...

102. The Executive Director said that UNICEF sought to act as a catalyst in initiating activities benefiting children which could not otherwise be undertaken, thus complementing the work of other bodies. He welcomed the emphasis in the debate on the need to try out new forms of education, including non-formal education, which would be more dynamic, more community-oriented and less conventional.

103. The Board felt that important issues had been raised, which it did not have time to discuss fully at the session. The Board therefore agreed with the proposal of the Executive Director to review policy on UNICEF aid for education at its 1972 session.

April - May 1972, E/ICEF/624

[ Second assessment of aid to education projects ]

60. UNICEF policy on aid for education was a major topic of discussion at the session. The Board had before it joint recommendations of the Director-General of UNESCO and the Executive Director of UNICEF (E/ICEF/L.1279). They were supported by a report (E/ICEF/L.1279/Add.1) prepared by a UNICEF consultant, Mr. H.M. Phillips, which made a detailed review of the policy guidelines adopted by the Board in 1968, the experience gained since then, and current needs as well as those foreseeable during the Second Development Decade.

61. The recommended policy guidelines were based upon UNICEF's comprehensive approach to child needs - an approach which recognized that education, as well as making its own contribution to the future of children, was interlocked in its impact on the promotion of child development with health, nutrition, welfare and preparation for work. They were in line with the general trend for UNICEF increasingly to direct its resources in all fields of aid towards assisting countries to improve the situation of children deprived of a basic practicable level of services and opportunity.

62. Essentially, the recommendations were that the future direction of UNICEF aid should be towards projects for educationally deprived children of primary school age, and young adolescents who had missed schooling - particularly in rural areas and urban slums and shanty towns - and in the least developed countries. Assistance should in particular be given for improving and extending the education of girls at the primary level. Moreover, UNICEF should be prepared to provide aid that would promote the use of schools, both for primary school age children and adolescents, for health and nutrition education, and for instruction to parents in child-rearing. There should be a focus upon innovatory patterns of services designed to help Governments to reach more children, more effectively.

/...

63. The recommendations took into account the fact that other external aid agencies such as UNDP and IBRD were devoting increasing resources to the educational systems of developing countries. ... These were concentrated largely on programmes most likely to have a rapid impact upon national socio-economic development. UNICEF's orientation to the deprived child, and its over-all view of child development, gave it a special focus in complementing the assistance provided by the other external aid agencies.

64. The study pointed out that in most developing countries, while up to about four fifths of the children became enrolled in primary education, only half - and often fewer - completed the fourth year. That meant that about three fifths of the future adult population grew up without the minimum social and human rights of literacy and ability to handle figures, and without an adequate orientation to their environment and to an occupation.

65. The guidelines set forth five priority areas for UNICEF aid directed primarily towards the target child population:

- (1) Training of specialists in the types of educational planning and management required for the purpose.
- (2) Experiments at the field level and diffusion of successful pilot projects aimed at new approaches to providing basic education and opportunities for continuing education.
- (3) Reform of existing educational programmes through identification of the causes for high drop-out and repetition rates, and application of appropriate remedial actions; inclusion in rural areas of elements designed to prepare the child to understand the rural environment; support of efforts to reform the primary school curriculum, including the relating of science teaching to nutrition, health and practical subjects.
- (4) Training of educational personnel linked to curriculum reform in order to improve the quality and content of teaching. Priority would normally be: (a) teacher-educators (b) education specialists, including supervisors and (c) primary school teachers and teachers giving out-of-school education. UNICEF should continue to give assistance to in-service training, leading to its becoming a regular part of educational systems.
- (5) Experimental out-of-school education projects such as pre-vocational instruction to adolescents, courses for parents, and education and training of girls and women.

/...

66. Illustrations were given of the types of projects UNICEF, in collaboration with UNESCO, would normally support in accordance with those guidelines. In general the projects would, so far as possible, provide a multiplier effect and contribute to catalytic and innovative ends. They would be concerned with the development and field level trials of pilot activities and the widespread diffusion of those which had proved successful.

67. In addition to the criteria set forth above, the following factors would be important:

- (1) A close complementarity with the work of other agencies providing educational aid would be essential.
- (2) UNICEF aid should be as flexible as possible in terms of items of aid and delivery procedures in order to ensure its effectiveness and timeliness in removing bottlenecks and obstacles, and in helping mobilize national or other external resources.
- (3) A reorientation of UNICEF aid to projects consistent with the new guidelines should take place gradually in order to avoid a disruption in projects in which UNICEF had been co-operating.
- (4) Assistance should be provided for the improvement of evaluation, especially continuous evaluation used for the improvement of operations.
- (5) Assistance should be available for the improvement of local training facilities, the provision of local fellowships and stipends to trainees and instructors, and for the observation of innovative projects from both inside and outside the country.
- (6) Equipment should remain a major component of UNICEF aid. Standard lists should be improved, incorporating items relating to educational innovations. Local production of equipment should continue to be encouraged. The proper use of new equipment required the refresher training of teachers who would use it.
- (7) With regard to aid for local costs, training grants and provision for key emergency needs should continue. Contributions of local costs would also be needed for innovative experiments.
- (8) Where there was a scarcity of qualified personnel in government service to plan and execute a project, UNICEF should continue to be able to contribute to the financing of project co-ordinators and project personnel who should normally be experts from within the countries assisted; as an exceptional measure, UNICEF might also finance international consultants and experts to help with project preparation, implementation, or evaluation.

68. A last section of the recommended guidelines dealt with the modalities of co-operation between UNICEF and UNESCO. It was agreed that the emphasis on innovation and new patterns of education required improvement in project identification and preparation, and to that end the Director General of UNESCO and the Executive Director agreed it was necessary to strengthen co-operation between the two agencies in a number of specific areas.

80. ... The Deputy Executive Director (Operations) ... stated that in applying the revised policy, aid for viable on-going activities outside the scope of the policy, including aid for secondary education, would not be abandoned precipitously. Assistance to those activities would be gradually redeployed as the projects were completed or other sources of aid became available.

...

82. At various points during the discussion, the question was raised of the respective roles of UNICEF and UNESCO in the joint undertakings. Close co-operation between the two agencies was to be encouraged, and there was a need for precision in defining the roles of both agencies. UNESCO would continue to act as the technical adviser to UNICEF and to Governments on matters concerning education, while UNICEF would be concerned with the development of a comprehensive response to children's needs which involved the work of a number of national ministries in each country and FAO, WHO and the ILO as well as UNESCO. UNICEF would be responsible for the final selection of joint projects and their material support and follow-up. UNICEF and UNESCO would co-operate in the preparation of field instructions based upon the new policy orientation.

...

84. On the question of the amount of UNICEF resources to be allocated to education the Deputy Executive Director (Operations) pointed out that the proportion of UNICEF aid for education would be discussed in each country in the light of its priorities. Since the new policy would focus UNICEF's assistance more narrowly on the primary school age groups and on new methods and qualitative improvements, it would not be a factor in increasing the over-all proportion of UNICEF aid going to education.

85. The Board approved the guidelines for UNICEF aid to education as proposed by the Executive Director of UNICEF and the Director-General of UNESCO. ...

Non-formal education for rural children and adolescents

April - May 1973, E/ICEF/629

73. A main item on the Board's agenda was an interim report prepared for UNICEF by the International Council for Educational Development (ICED), entitled "Non-formal education for rural development: strengthening learning opportunities for children and youth" (E/ICEF/L.1284). ... The Board also had before it comments of the Executive Director on the report (E/ICEF/L.1285).

74. The study concluded that the educational deprivation of rural children and adolescents in the developing world was even more serious than was generally assumed; in many rural areas 10 per cent or fewer of the youth population were receiving a full primary education. Nothing short of a massive and innovative effort over the next two decades would correct the situation. The study found evidence of promising new approaches, but pointed out that any acceptable and workable solution must involve radical departures from conventional educational patterns and doctrines.

/...

75. While non-formal education existed in developing countries, particularly in agricultural and youth leadership services, it reached only a minimal fraction of rural children and adolescents, especially the out-of-schoolers. Defined as organized learning programmes outside the established formal education system, non-formal education covered a range of activities such as pre-school and day-care centres and nurseries; school equivalency programmes to provide a "second chance" for those who had missed schooling or had dropped out early; adolescent or adult literacy classes; school-based extra-curricular activities such as scouting or young farmers' clubs, sports and recreational groups; and occupational training for adolescents (in agriculture, industry, etc.) carried on outside the formal school structure.

76. Consistently with the growing recognition that education must be seen as a life-long process, the study suggested a broadened educational strategy which would strengthen and systematically support the neglected non-formal aspect and integrate it with formal education and informal learning from day-to-day experience. It recommended a minimum "package" of basic essential learning that should be provided for all rural children. The package would include reading, writing and working with numbers, basic health and nutrition and skills to help earn a living, raise a family and take part in the development and activities of the community. The strategy for a comprehensive and coherent rural learning system would be tailored to each country's circumstances and was conceived as an integral part of rural development and the attack on rural poverty, unemployment and gross inequality. It would involve the redesign and reorientation of formal education and parallel innovations in non-formal education. The strategy would have a "grassroots" basis, mobilizing and using the interest and energies of the people involved - while changing present attitudes of parents, teachers and administrators, where necessary, and redirecting educational efforts away from excessive preoccupation with urban-oriented schooling and towards meeting practical and rural learning needs.

77. The study warned, however, against rushing into action without preparation. It outlined appropriate initial actions for the next two or three years, which would provide the information on which a developing country could base a viable strategy. The programme would include a stock-taking of the country's present position: a short, intensive inquiry to study needs, to inventory existing activities, to survey co-ordination arrangements and possibilities of support and to determine immediate priorities, as well as to begin finding ways to train appropriate personnel.

78. To develop a new broadened educational strategy, there should be exploration and consideration of such unconventional possibilities as:

- transforming existing schools into a new system combining features of both formal and non-formal education; and concentrating on older children and adolescents;

- "stretching" primary schooling over more years, on a part-time basis, with the emphasis in later years on practical subjects; or

- converting existing primary schools into community learning centres open to children, adolescents and adults for basic and practical studies.

79. The ideas underlying the strategy leaned heavily towards making the most of motivation: tailoring programmes to meet the real interests and wishes of the students and their parents, stressing self-instruction supported by educational broadcasts and low-cost printed materials, with "teachers serving more as guides and coaches... than as drill-masters and substitutes for a textbook". Scarce resources "now heavily wasted in producing primary school drop-outs" would be redeployed into programmes for more mature and motivated older children and adolescents.

80. In the Board's discussion delegates welcomed the timeliness of the study and its basic thesis that alternatives must be found to supplement and complement current formal education delivery systems. There was a general appreciation of the fact that the study had mapped out the domain of non-formal education, while at the same time recognizing the interdependence of formal and non-formal education. Appreciation was also expressed of the practical approach of the study in seeking to provide an orientation and guidelines for planners, decision makers and others in developing countries, as well as for UNICEF and other organizations interested in co-operating with them. There was general agreement that special attention needed to be given to the most seriously neglected groups - pre-school children, school-age children not in school, and adolescents who were drop-outs or had never been to school, and especially to girls, who were particularly deprived in all those groups. There was general approval of the recommendation of the study that a number of essential preparatory steps should be undertaken before any large scale action was launched.

...

83. ... It approved two immediate steps recommended by the Executive Director in his comments on the study.

(a) The Executive Director should continue discussions with other interested organizations of the United Nations system, interested foundations, other non-governmental organizations and interested bilateral aid agencies. Included in those discussions would be an exploration of how to give effect to recommendations in the report dealing with techniques for preparation of personnel, finding a centre that would undertake the exchange of information, and the identification and circulation of needs for research;

(b) The Executive Director should explore with a few of the Governments with which UNICEF was now co-operating in that field to learn whether any of them would like to begin the further steps recommended for Governments, e.g. the inventory of present actions, preparation of personnel, and extension of non-formal education services. UNICEF should be prepared to begin assistance to a few countries in that process.

/...

Pre-vocational training

May 1969, E/ICEF/590

[ Assessment of aid to pre-vocational training ]

96. ... The Executive Board reviewed an assessment of pre-vocational training projects jointly assisted by the ILO and UNICEF (E/ICEF/L.1272). ...

97. UNICEF had somewhat tentatively and experimentally entered into the field of aid for pre-vocational training programmes in 1962. A relatively small number of projects - twelve in all - had been developed which had provided a small group of young people with a certain range of skills. The assessment showed that, on the whole, the projects had had some success; indeed a number had been quite successful in providing the young people who attended the courses with a good preparation either for more advanced training or employment. Nevertheless, most of the schemes had tried to tackle too wide a range of problems with too small a means, and too limited a concept of training.

98. It was clear from the assessment that the projects had touched only the fringe of a large and complex problem. Pre-vocational training should form part of a more comprehensive national programme concerned with the education and training of large numbers of young people as an essential aspect of the country's development effort. It should constitute only one part of the over-all action needed including promotion of employment and further occupational training to give children and young people a fair chance for their future, and the future of their countries.

99. The assessment pointed out that pre-vocational training should be oriented towards the actual work and life prospects of young people, which in most countries would be in the traditional agricultural sector of the economy. Relatively few young people could expect to find employment in the modernizing sector in most developing countries. The training should provide children and young people - in schools and out of school - with a simple orientation relevant to their occupational future and with the skills and practical knowledge needed to take their community a step forward on the path of economic growth. The assessment also stressed the importance of making pre-vocational training accessible to girls, not only to prepare them to be good mothers and homemakers but also to make it possible for them to participate fully in the social and economic life of their communities. It should be offered not only in special training, but through the regular school system, and also as part of group activities such as youth clubs, community centres, young farmers' clubs and young women's groups.

100. The report set forth the following guidelines for future work in pre-vocational training:

- (a) Pre-vocational training for children and youth is an important element in the pattern of policy and action directed towards helping these young people to break out of the vicious circle of poverty and ignorance and to obtain the practical skills and knowledge needed to enable them to contribute more effectively to the process of the progressive modernization of their societies in all sectors. It must be conceived as an integral part of human resources development and planned and implemented within this broad framework of policy as an adjunct of the total education and training system.

/...

- (b) Planning of pre-vocational training must be based on a realistic assessment of the work possibilities likely to be available for the young recipients of such training. Given the lack of reliable data on this score in most developing countries and the difficulties of assuring its validity, refined projections of these possibilities are impossible but some simple and systematic assessment is an essential feature of the development of pre-vocational training on a sound basis.
- (c) Planning of pre-vocational training must also be based on studies of the characteristics of the age groups of the children and young people for whom such training is needed and of the target population for which it is to be organized.
- (d) The concepts and programmes of pre-vocational training must be specifically designed and prepared in the light of these assessments of the work and occupational situation and outlook, on the one hand, and the particular needs of the different categories and age groups of children and youth.
- (e) Pre-vocational training programmes must be based upon a clear set of concepts closely adapted to the requirements and opportunities of each particular society and its children and young people. The common denominator of all programmes should be to meet the following aims:
  - (i) to provide all children and young people with a comprehensive but simple orientation concerning their occupational future in the light of national needs and conditions and their own aptitudes;
  - (ii) to provide for the teaching of skills and practical knowledge which can be put to use in the modernization of the society and community of which they are a part;
  - (iii) to supplement the background of the young people with general education and civic education;
  - (iv) to provide a healthy social "encadrement" and environment for the children and young people during a crucial period of growth and development.
- (f) Within this framework pre-vocational training programmes must be flexible and may differ according to the educational situation, work and occupational pattern, and the social and economic characteristics of the various groups of children and youth. They may be conceived and introduced for example, as part of the curriculum of basic general education within or at the end of the primary school cycle; as activity designed to complement the informal learning and training given in the traditional sectors of the economy; as a period of rapid basic vocational training in certain key occupations; as a terminal period of practical training to improve knowledge, skill and employment opportunities for out-of-school youth; and as an initiation and basic training for entry into further employment or higher level education or training. These approaches are mutually complementary and have many elements in common.

/...



- (g) Pre-vocational training programmes may be planned and organized on either a full-time or a part-time basis, according to the needs and possibilities of the groups of young people concerned and the exigencies of the occupational activities in question.
- (h) The curricula of pre-vocational training and the equipment lists must be drawn up with a view to meeting the specific requirements of each particular type of course in as simple and economic a manner as possible. Over-sophistication should be rigorously avoided.
- (i) Pre-vocational training for children and youth in rural areas should be geared to the type of culture and related activities which exist or which could profitably be developed in the area concerned and should provide courses of practical training aimed at widening the knowledge, skill and earnings opportunities of rural youth.
- (j) Pre-vocational training for urban children and youth should emphasize the provision of basic knowledge and skill important to the improvement of urban development and living and should concentrate on preparation for a range of occupations essential in this connexion, especially those in which shortages or deficiencies of training are apparent.
- (k) Pre-vocational training programmes should provide equal opportunities for girls. Programmes designed for girls only should not be confined to home economics alone but should provide training for earnings opportunities available to them outside the home in both rural and urban areas. In rural areas, girls should have access to pre-vocational training for agriculture as well as for related rural activities and crafts.
- (l) Pre-vocational training for boys and girls should include emphasis on the future role of each as future partners in a family and on the skills needed to fulfil these roles and carry out their functions in the home and in the upbringing of their children.
- (m) All pre-vocational training should also include social and civic education of the children and youth and their development as citizens and individuals.
- (n) Pre-vocational training programmes should be planned and organized through the close co-operation, at all administrative levels, of all authorities and parties concerned with the promotion of economic and social development and of the welfare of children and youth in society and their constructive participation in the development process. Such co-operation should take the form of a co-ordinating body at the national and local levels and also of effective day-to-day collaboration at all working levels.
- (o) Teaching and instructional staff should be carefully selected and trained. The criteria should be not only previous education and training and practical experience but also ability to instruct and work with children and young people during critical periods of growth. Emphasis should be placed on group teaching in a task-oriented approach.

- (p) The objective of pre-vocational training programmes should be to cater, by different and complementary methods and forms of action, for as wide a range of the child and youth population as possible, with the most efficient use of facilities, teaching staff and equipment. In achieving this goal progressively and realistically, countries will have to establish the criteria for determining priorities in the provision of pre-vocational training, including the groups and areas to be covered first and the order of extension.
- (q) Specific provision should be made for the financing of pre-vocational training programmes and activities within international, national, state-provincial and local budgets. The allocation of funds as between general education, pre-vocational training and vocational training should be determined within the framework of plans for the development and use of all human resources, bearing in mind the need to give priority to investment in the preparation of children and youth for work life and contemporary society. Efforts should be made to ensure that pre-vocational training activities are not underestimated in over-all plans and financial commitments for youth education and training in the context of human resources development.
- (r) In view of the fact that pre-vocational training activities, however organized, tend to be more costly than general education and therefore difficult to extend to the vast mass of children and young people in need of them, special care must be taken to reduce the costs, not only through full utilization of community resources of all kinds, but also through experimentation with means of making pre-vocational training schemes at least partially self-supporting.
- (s) In the planning, organization and implementation of pre-vocational training action, adequate provision must be made for socio-economic research and programme development work and for continuing evaluation and assessment of coverage, priorities, curricula, methods, costs, results and follow-up of trainees on completion of courses.

101. Members of the Board commended the assessment for its objectivity and frankness. The assessment did not gloss over the difficulties. It showed clearly the magnitude of the task faced in this area by developing countries and by international agencies seeking to help them, as well as how experimental had been the beginning efforts thus far made. It also showed the need for guidelines for the development of future projects.

102. A number of points made in the assessment were elaborated upon during the discussion by the Board. The relationship of pre-vocational training to general education was a matter of considerable interest to members of the Board. Among the views expressed were the following: pre-vocational training should not replace general education but only supplement it; the general technical instruction of pupils could better be done within the context of general education; in order to reach the large number of children in schools, pre-vocational training should be integrated into the school system. These views were also held by the representative of UNESCO who recognized, however, that it would take time in many places until the school system was in a position to provide this training; in the meantime, separate training provisions could be

/...

accepted as a temporary measure. Special training was also needed for primary school-leavers and those who never went to school.

103. A point was made that attention needed to be paid to the courses currently given in the primary school system purporting to provide general vocational orientation. Too often children were kept busy producing items which were merely decorative; an orientation into some basic scientific concepts together with practical activities in and around the school could prepare the children for whatever technical training was appropriate later on. Greater attention needed also to be given to improving the pre-vocational content of teacher training.

104. A related issue discussed in the Board was the high unit costs of the training schemes. The assessment had not dealt very fully with the problem of costs and no provision had been made in the projects for a comprehensive assessment of the results, including both the costs and benefits. It was pointed out that costs needed to be calculated in detail, both the costs to the recipient country and to the international co-operating organizations. The assessment had suggested a number of ways in which unit costs might be reduced. Additional suggestions were made during the discussion in the Board. One suggestion was that it might be possible to link training with productive work, the income from which might be used to give some payment to the trainees. It was pointed out that the types of machines and equipment used were often too elaborate. In providing them, due allowance should be made for the age level of trainees and the skills and crafts needed in particular local areas.

105. Board members believed that girls merited considerably more consideration in training schemes than they received; in a number of projects, they had been excluded for cultural and socio-economic reasons. Just coming into their child-bearing and child-rearing years, these girls could convey to the next generation what might be taught them about basic hygiene, sanitation, health care, nutrition and homemaking. They should also be taught skills which would prepare them for economically productive activities.

106. Rural children were also neglected in most of the training schemes, despite the fact that between 50 and 85 per cent of the children in developing countries were born and grew up in rural areas. Most of these young people must remain within the agricultural economy. Most would be self-employed in various types of farm pursuits or rural industry. There was a great need for improving food production techniques for an increasing population, and it was essential that greater attention be given to providing a better way of life for rural youth, encouraging them to stay in the agricultural economy and play a part in developing small-scale rural industries. A balance was needed between rural-oriented general education and suitable vocational training.

107. The attention of the Board was called to the FAO concept of the development of a massive out-of-school rural youth movement of self-led, self-generating youth groups at the local level who would learn basic skills related to simple farm and home tasks; this would be supplemented, for the more promising youths, with training at specialized centres. There was a general agreement in the Board that it would be desirable to bring FAO more fully into future pre-vocational training activities assisted by UNICEF, ILO and UNESCO.

/...

108. The suggestion was made that it would be useful to explore the possibility of greater participation by youth itself in the training schemes, in work in communal projects, such as land reclamation and conservation, and in work as auxiliary aides in various rural and urban service programmes. The assessment pointed out that not enough attention had been given to the possibilities of using unemployed educated youth as staff members in the pre-vocational training schemes. The attention of the Board was also directed to the need for studies of the range of specific problems confronting youth in particular regions of a country.

109. A number of delegates commented on the relationship of pre-vocational training in urban areas to employment potentialities and the role of industry. The participation by private industry and employers in most projects appeared to be insufficient. There was general agreement that it was essential at the planning stage of a project to make studies of employment opportunities and of skills that would be in immediate demand, using whatever facilities there were for vocational guidance and placement, and to establish some direct links between the employers in the community and the training institutions. It might be possible, in some instances, to arrange with employers to share in the actual training.

110. Several delegations had reservations about UNICEF increasing the number of pre-vocational training projects it was aiding until further experience was available. One suggestion made was that the proposed guidelines be noted by the Board rather than approved and reviewed again in two years time. However, most of the delegations were prepared to accept the guidelines on the understanding that they were tentative and subject to testing by experience.

111. It was agreed that the various views expressed by members of the Board would be taken into account by the Executive Director who would proceed with care in this area, concentrating on carefully planned projects in accordance with the guidelines. It was evident to the Board that further experimentation and innovative pilot projects were necessary and that no single line of action could be taken.

112. The Board expressed its gratitude to the International Labour Organisation and to the consultants and others involved in the preparation of the assessment. It approved the guidelines set forth in paragraph 100 above.

113. The Board also approved the recommendations set forth in the assessment regarding the role of UNICEF in this field, acting in co-operation with the ILO and other concerned agencies. These recommendations provided that UNICEF may:

- (a) Encourage and participate in studies, at regional and national levels, relating to the preparation of realistic pre-vocational training schemes, including studies of future outlets for participants in various sectors of economic activity, and of the motivations and aspirations of young people regarding their future work life;
- (b) Encourage and support the training of staff concerned with planning, administration and teaching in pre-vocational training programmes, through the provision of stipends and equipment for teaching and training purposes. This might also include supplementing other resources available for the training and orientation of key staff concerned with pre-vocational training;

/...

- (c) Assist in the pilot phase and in first phases of expanding pre-vocational training activities as part of systems of schooling, out-of-school education and vocational training. In addition to supplies for teacher-training centres, UNICEF might also assist in the establishment or improvement of methods development and demonstration centres and pilot centres for teacher-training purposes;
- (d) Assist the Governments concerned in the review and evaluation of pre-vocational training, including in particular, assistance as may be required for studies relating to the preparation and re-examination of curricula and methods;
- (e) Support the production of teaching and training equipment and materials which can be produced to specifications locally at a reasonable cost.
- (f) Give increasing attention to equalizing the opportunities of girls and boys by promoting pre-vocational training activities for girls and women with particular emphasis on fields of interest to them. At the same time attention should be given to widening the occupational horizons and skills of girls beyond the range of home economics, taking local conditions into account;
- (g) Support other activities complementary to pre-vocational training which are directed towards assisting the integration of children and youth into work life.
- (h) Prepare, with the assistance of ILO and other concerned agencies, guide-lists of simple equipment suitable for pre-vocational training in various skills and crafts, the equipment to be appropriate to the age group and background of the children and young people for whom it is intended.

April 1971, E/ICEF/612

105. In a number of projects assisted by UNICEF in co-operation with UNESCO, the ILO and FAO, efforts were being made to re-orient formal education and pre-vocational training so that young people would be better prepared for constructive work in their societies. The challenge here was not only to train adolescents in specific skills but also to influence ways of thinking so that they could adapt better to a modernizing society. In addition, projects were being aided which served to orient out-of-school rural youth in modern farming and rural vocational skills through young farmers' clubs, youth clubs and community centres. ...

The need for increased efforts to train young people in slums and shanty towns was emphasized by the Board in discussing the study on that question.

/...

106. The Board was informed that a recent analysis of pre-vocational training projects jointly aided by the ILO and UNICEF revealed that those programmes were only reaching a small segment of young people, most of whom had come up through the formal school system. The majority of adolescents were hardly being touched. The ILO and UNICEF Secretariats had agreed that some basic re-orientation in approach appeared necessary, taking into account, for example, various forms of apprenticeship or learning while working. There was also agreement on the need, on the basis of experience, for a refinement of the guidelines that had been formulated as part of the assessment of aid for pre-vocational training presented to the Board in 1969. ...

107. In the kinds of projects discussed above, young people were "beneficiaries", and in that connexion several members of the Board drew attention to the need to keep within the lower age levels of the youth group - the "adolescents" who came under UNICEF's mandate - rather than the older youth group which was more the concern of other organizations in the United Nations family.

108. UNICEF was also aiding some projects which involved young people as volunteers in development work in their communities. In some cases this included the activation and training of rural youth; in others it included the orientation and motivation of students of secondary schools and colleges towards voluntary action as a means of encouraging an active participation by young people in community life.

109. Despite some creative and imaginative efforts to establish useful forms of preparation and training for young people, progress was tentative and fragmentary. Next to the pre-school group, the adolescent was the most neglected age group in the countries where UNICEF was working. It was clear that more experimentation and pilot phases of innovative projects were needed for adolescents who, starting work as they did at a very tender age, were particularly vulnerable and needed special help in the difficult transition from childhood to adult responsibilities.

April - May 1973, E/ICEF/629

[ Review to be made of guidelines ]

92. ... The Board was informed of projects in several countries where useful beginnings were being made in the training of adolescents in modern farming and rural vocational skills as well as in community service programmes. At the same time, recent case studies of pre-vocational training projects jointly assisted by the ILO and UNICEF indicated that, for the most part, they catered to a very limited number of young people, usually coming out of the formal school system and moving on to more advanced vocational training. In addition, those projects were of relatively high cost. Some basic reorientation seemed necessary if the large mass of out-of-school youth was to be reached. In 1969 the Board had approved guidelines for aid to pre-vocational training on the basis of an assessment of projects jointly assisted by the ILO and UNICEF. ... Experience had since indicated that the implementation of those guidelines needed to be reviewed, leading possibly to a review of the guidelines themselves. That review was being undertaken by the ILO in consultation with UNICEF. ...

/...

FAMILY AND CHILD WELFARE\*/

General approaches

June 1965, E/ICEF/528

84. ... Projects in this field were directed toward improving the care of children, both within and outside their homes, through day-nurseries and various child welfare and youth agencies, as well as through community development projects and women's clubs in rural areas. Although there had been no significant increase in the number of countries requesting this form of aid, and although the total level of UNICEF aid remained modest, there was some broadening of projects, in part through the development of social centres in which social welfare services, health programmes and educational and recreational activities could be combined. The centres already established were providing opportunities for family-centred social education, community participation and the improvement of community life. Some of the projects were beginning to extend to rural areas services originally provided only in urban settings. Some delegations stressed the importance of voluntary efforts to improve the living conditions of rural population, which could be encouraged by community development programmes. ...

May 1966, E/ICEF/548

[ Assessment of family and child welfare projects ]

127. The Board had before it an assessment of UNICEF-aided family and child welfare projects. (E/ICEF/L.1260 and Add. 1). ...

128. The main points made by the assessment, ... could be summarized as follows:

(a) Assistance in training had been by far the most important single component of the projects. The emphasis on within-country training schemes had proved to be sound, and positive returns were noticeable in a number of projects in terms of ungraded quality and status of social welfare activities. In addition to training of front-line and auxiliary workers greater emphasis needed to be placed on training senior personnel, teaching staff, volunteers, the production of indigenous training materials, and the development of opportunities for field practice.

(b) There was evidence of interest in a number of countries in activities to improve child care, both within and outside the family, through such programmes as nurseries and day-care centres, welfare centres, combined health and welfare units, community-based development programmes and programmes to train women and girls in child care. However, in relation to the need only modest beginnings had been made in those types of preventive programmes in many countries. Programmes for youth were often lacking or inadequate. The possibilities for community development contributing to family and child welfare had not been sufficiently exploited.

/...

---

\*/ The basic Board policies for aid in this field, are set forth in the report of the Executive Board on its March 1959 session (E/ICEF/380, paras. 105-116). They are reproduced, along with other excerpts from Board reports in E/ICEF/377/Rev.2 pp. 20-27.

(c) Where countries had not yet developed any social welfare infra-structure and lacked the necessary resources and knowledge for planning and carrying out programmes, it would seem appropriate for UNICEF to assist the Government in starting some family and child welfare activities within the context of related fields such as education or health or of community development programmes. As advances took place, especially in training, UNICEF might then help Governments to develop more distinctive social welfare programmes and to experiment with new ideas and test methods in pilot areas. As more qualified personnel became available and countries were able to put more resources into the social welfare field, requests for programmes with more comprehensive coverage and greater geographic scope were likely to come forward for UNICEF aid.

(d) In some countries family and child welfare programmes were concentrated in rural or urban areas without policy-based priorities to account for the distribution. Governments needed to give greater thought to the policy basis for distribution of family and child welfare services between urban and rural areas.

(e) In planning family and child welfare projects Governments should be urged to consider them in the broader perspective of national development and to achieve a better integration of social welfare with over-all planning both in terms of substance and machinery.

(f) The provision of UNICEF supplies, equipment, and means of transportation had played a major role in stimulating the initiation of projects and facilitating project implementation. However, a comparatively high proportion of non-supply assistance had been required to promote the development of indigenous training schemes, local training materials, and other priority aspects of the programmes; such non-supply aid should continue to be a characteristic feature of UNICEF aid for family and child welfare.

(g) To be fully effective, UNICEF aid in the field of family and child welfare required that adequate international technical support was available in the countries, the regional social affairs units, and in the United Nations Bureau of Social Affairs.

...

137. There was general agreement in the Board that the long-range importance of UNICEF aid for family and child welfare was considerably greater than was indicated by the relatively modest allocations made. The projects already developed give evidence of the significant potential of UNICEF aid in stimulating the development of planning and co-ordination bodies; in creating training schemes; in encouraging improved child welfare legislation; and in upgrading existing services and establishing new services on a demonstration basis. It was clear that Board policies in relation to family and child welfare projects had been sufficiently flexible to permit new forms of service to evolve in a changing situation. The assessment has revealed no need, at the present stage, for any change in existing Board policies governing aid in this field.

/...



June 1967, E/ICEF/563

128. In line with the trends noted in the assessment of family and child welfare programmes which the Board considered in 1966 ... a large emphasis was placed on training of front-line and auxiliary workers. At the same time the aid being given to seventeen schools of social work was helping to train senior personnel and to define the nature of social welfare services required in the light of local needs. ...

129. In some countries the services aided by UNICEF were extending beyond separately administered social welfare projects and were being carried out as part of health, nutrition, education or housing programmes or in the context of community development or "animation rurale" programmes, in which women played a special role. ...

...

132. Among the newer trends in projects coming forward in social welfare was the greater attention to day-care activities, including experimental approaches in a few places to meet the needs of the young child, ... the use of community centres, and the development of rural youth clubs and other youth-serving activities. ...

133. ... It was clear that the line of demarcation between social welfare and other services such as health, education and home economics often was not clear-cut and the flexibility which characterized UNICEF's approach in this field would continue to result in a diversification of project activities.

May 1969, E/ICEF/590

81. ... Projects in this field were directed to improving the care of children both within and outside their homes through various child welfare and youth agencies, day-care centres, community development projects and women's clubs in rural areas. The recommendations of the International Conference of Ministers Responsible for Social Welfare, ... that priority for future project development should be given to the developmental and preventive aspects of social welfare and to training schemes, was very much in line with the emphasis which UNICEF was trying to give in its support of family and child welfare projects. In the Board, attention was called to the importance of training at various planning and programme levels, including the training and re-training of child welfare administrators as well as middle and lower level workers.

/...

The handicapped child

June 1961, E/ICEF/431

47. The view was expressed [in the Board debate] that UNICEF aid for physically handicapped children should be more generous than in the past. Although the initial cost was relatively high for centres providing services for limited number of handicapped children, the services continued over an indefinite period. Prosthetic devices had a relatively low unit cost. Moreover, with proper leadership, a great deal could be done (including orientation towards special care for the handicapped in the training of staff) with relatively small outlays of funds. Attention was directed towards the desirability of aid from UNICEF for the physical and social rehabilitation of children and youth afflicted with leprosy.

April - May 1972, E/ICEF/624

79. Several delegations regretted that education for handicapped children had not played a larger role in the recommendations. Other delegations, while also concerned with handicapped children, felt that at the present stage the limited resources available should be used to assist Governments to deal with the much larger number of normal children suffering educational deficiencies. In connexion with that problem, the statement of the representative of the International Society for Rehabilitation of the Disabled was felt to be particularly helpful (see para. 96).

95. Through its assistance to health services and disease control programmes, UNICEF had helped substantially in the prevention of handicapping conditions in children. Because of the relatively high costs involved, however, UNICEF aid for rehabilitation of handicapped children had been limited for the most part to a few training and demonstration projects. The same question of costs was raised in the Board's discussion of policy on education in connexion with special education for handicapped children. ...

96. At the session, a representative of the International Society for Rehabilitation of the Disabled (Rehabilitation International), after calling attention to the growing problems associated with the consequences of physical and mental disability of children in developing countries, offered the co-operation of his organization to work with UNICEF in helping Governments to find simple and economical methods of rehabilitation. ... (E/ICEF/NGO/128). Several delegations felt that more should be done by UNICEF along those lines. The Executive Director welcomed the approach proposed. He pointed out that if projects for handicapped children could be worked out along the lines indicated, they would be eminently suited for financing by special contributions. ...

/...

Child drug abuse

April - May 1973, E/ICEF/629

93. The Executive Director reported (see E/ICEF/626, chap. II, paras. 69-73) that in recent months the UNICEF secretariat had had discussions with the United Nations Fund for Drug Abuse Control (UNFDAC), arising out of its desire that UNICEF should provide complementary assistance to combat child drug addiction in selected developing countries which requested it. The assistance would be given in the context of existing programmes aided by UNICEF.

94. A number of delegations were in favour of that form of assistance, some referring to the growing problem of drug abuse in their countries. Others felt that it should not be a high priority for UNICEF aid because other organizations were better equipped to deal with it. Still others felt that UNICEF should not become involved, because drug abuse was not a major problem in most developing countries. Several delegations questioned whether enough was known about effective methods of prevention, and felt that until the question had been studied further and consultations held with WHO and UNESCO, action in that field by UNICEF would be premature. If information-education programmes were to be developed, the content and methodology should be carefully researched and an evaluation component should be mandatory, especially as some educational programmes seemed to have stimulated interest in drug use, rather than the contrary.

95. The conclusion of the Board was as follows. The Board recognized that drug addiction in children was, or could be, an important problem in some countries. It also recognized that where it was a problem, and when requested by the Government, UNICEF could participate in programmes being initiated by other agencies of the United Nations competent in that field, within its aid to child health, education and welfare programmes. That participation would be in accordance with over-all guidelines for UNICEF aid in those areas and would take into account the reservations of some members.

/...

EMERGENCY RELIEF AND REHABILITATION

June 1965, E/ICEF/528/Rev.1

[ Criteria for aid ]

196. The Board had decided to discuss at its present session criteria for post-disaster aid, particularly the distinction between immediate aid and aid for rehabilitation following a natural disaster. It had before it a note from the secretariat on this subject (E/ICEF/517).

197. The Board recognized that in view of the many public and private institutions which stood ready to offer a country immediate emergency relief, it would be better for UNICEF to concentrate in its post-disaster aid on the restoration of services for mothers and children. This was the type of aid which fitted into UNICEF's basic objectives and tended to be neglected by agencies more concerned with the rapid alleviation of suffering in an emergency situation.

198. UNICEF had, however, been able to help occasionally with rapid emergency aid, in particular through the provision of vaccines, sera, drugs and light equipment for the control or prevention of sudden epidemics of disease. For this purpose the Executive Board had established an Emergency Aid Reserve Fund of \$50,000 to be used at the discretion of the Executive Director between Board sessions.

199. The Board decided that it would be useful to make a distinction in its provision of post-disaster aid between emergency aid and restorative aid. It adopted the following policy for post-disaster aid:

1. Emergency aid

(a) Disaster relief in the immediate post-disaster period may be provided on a limited scale and only in exceptional cases where UNICEF is in a unique position to help. Requests for such aid should normally be made within three months of the disaster.

(b) To permit the prompt provision of aid in small emergencies, such as threatened epidemics, the Emergency Aid Reserve Fund to be used at the discretion of the Executive Director between Board sessions should be set at a level of \$100,000. If necessary, the Executive Director may undertake over-expenditures not exceeding an additional \$100,000.

2. Restorative aid

(a) Long-term measures to meet children's needs have overriding priority in the allocation of UNICEF resources.

(b) Consequently, when asked for post-disaster aid, UNICEF will give preference to the restoration of permanent services for mothers and children.

(c) In the restoration of services, priority will be given to projects already assisted; and, within such projects, to the restoration of equipment or supplies which UNICEF has previously given to a project.

/...

(d) Proposals for the restoration of permanent services should, so far as feasible, be planned and reviewed in the normal way with Governments and with the technical agencies of the United Nations. When such proposals lie outside a project already assisted by UNICEF, the technical approval of the United Nations agencies should be sought before a recommendation for UNICEF assistance is made to the Executive Board.

(e) The Executive Board will take a decision on post-disaster restorative aid by mail poll only when the seriousness of the situation requires that the decision not be deferred until the next scheduled session of the Board.

April 1971, E/ICEF/612

114. The Executive Director was commended for the prompt and efficient action by the Secretariat in emergency situations. The Board recognized that, while the sums of money spent were large in terms of UNICEF's total resources, they were only a relatively small contribution in the perspective of total requirements. The bulk of the assistance in major disasters must come from a variety of sources, including bilateral aid, participation by Red Cross societies and other voluntary groups, as well as the United Nations family. It was clear, however, that UNICEF often had an essential role to play. It was uniquely placed to help meet some of the urgent needs of the first days of a disaster but, perhaps even more important, it was particularly well qualified to play a role, in the immediate post-emergency period, in the reconstruction of services for children.

...

116. In the discussion it was clear that UNICEF could not expect to have an emergency reserve large enough to cope with all the extraordinary needs of children brought about by major disasters. As the experience of the past had demonstrated, it would continue to be necessary for UNICEF to appeal for special contributions in cases of the more serious emergencies. However, the Executive Director pointed out that the authorized reserve of \$200,000 was so small that, in order to make it stretch throughout the year, not much more than token contributions could be made from it in any given emergency. He therefore recommended that the Board authorize the establishment of an emergency reserve of \$1 million. Such a larger reserve would make it possible for UNICEF to make more significant contributions than at present in relatively small emergencies. At the same time, in the more serious emergencies, a more significant response could be made pending the preparation of longer-term plans and the mounting of special appeals to finance them. The Board approved the recommendation of the Executive Director.

/...

April - May 1972, E/ICEF/624

108. ... The Executive Director stated his belief that the policy adopted by the Board in 1965 ... was still valid as a general guide: UNICEF should go into the immediate post-disaster relief phase only in exceptional circumstances, where the assistance it could provide was not available from other sources. The main role of UNICEF was in the diversion of supplies to immediate needs and, more important, in special aid for the rehabilitation of children's services. The fact, however, was that during the past two or three years situations had occurred where UNICEF was in a unique position to be of significant help during the immediate emergency phase. The primary emphasis of UNICEF would continue to be on long-term programmes. Meantime the UNICEF Secretariat looked forward to increasingly close co-operation with the United Nations Co-ordinator for Relief and with the League of Red Cross Societies.

109. The Executive Director recommended that the Board replenish the \$1 million emergency reserve which he was authorized to use at his discretion, and, in addition, allow him to use at his discretion special contributions for emergencies. He was currently authorized to receive those contributions but could not spend them except with approval of the Board. In the discussion of the latter recommendation in the Board, the point was made that, because of its unique position in many potential donor countries, UNICEF had been able to raise substantial special contributions for emergency needs. It was felt that, in the development of United Nations system-wide programmes of emergency assistance, UNICEF should remain an identifiable component for its usual type of aid, and it could at the same time provide procurement and some other services extending somewhat beyond its own particular range of interests. Funds for expenditure by UNICEF for the latter services would be provided through the United Nations co-ordinating unit; funds for UNICEF-type assistance programmes could be derived from several sources, e.g. from the co-ordinating unit, direct from Governments, through UNICEF national committees, and from other donors, such as non-governmental organizations and the general public.

110. The Board approved the recommendation of the Executive Director set forth in the preceding paragraph.

/...

April - May 1973, E/ICEF/629

113. Although UNICEF participation in emergency relief and rehabilitation over the past year had not reached the unprecedented level of the preceding year, it was nevertheless substantial. The UNICEF pattern of action took the following forms:

(a) Participation of UNICEF staff in the assessment of the most urgent needs of mothers and children in the area of an emergency;

(b) The diversion of suitable UNICEF supplies already on the spot to meet immediate needs;

(c) Expeditious supply of equipment and supplies from the UNICEF warehouse in Copenhagen (in several cases with free airfreight obtained through the intervention of the Office of the United Nations Disaster Relief Co-ordinator (UNDRO)). In addition, by offering its purchasing and shipping services to other agencies, the flow of needed equipment and supplies had been accelerated;

(d) Purchase and shipment of specially needed supplies in some cases; and

(e) Provision of field staff in certain instances.

114. In all such emergency situations UNICEF operations had been closely coordinated with the over-all effort of agencies of the United Nations system and other assistance sources. ...

115. ... Where it was not feasible to charge the emergency aid to the regular programme for the country, or where the aid was not entirely in the form of donated children's food, it had been necessary to draw on the Executive Director's \$1 million emergency reserve. It had been the practice of the Board to replenish that reserve at each session. Upon the recommendation of the Executive Director, the Board decided to establish the accounting period for the reserve on a calendar year basis rather than from session to session, and it approved a commitment of \$1.6 million to cover the period from May 1973 to the end of 1974. At its 1974 session the Board would be requested to replenish the reserve to the level of \$1 million for the calendar year 1975, and the process would be repeated in subsequent years.

/...

The young child

June 1965, E/ICEF/528/Rev.1

[ How to provide services for the young child ]

34. A major policy question on the Board's agenda was how to reach the young child, aged one to six years. ...

35. The Board had before it a report especially prepared by the International Children's Centre on the growth and development of the young child from one to six years (E/ICEF/521 and Corr.1) and a note and recommendations by the Secretariat on reaching the young child (E/ICEF/520 and Corr.1). Considerable additional documentation was introduced during the course of the Board's discussion, including written statements by a number of Governments ... by technical agencies in the United Nations family ... and by some non-governmental organizations ... In addition, oral reports were made by a number of delegations. Statements were also made by UNICEF consultants ...

...  
52. Much had to be done to focus attention on the importance of giving the young child adequate care and on the possible consequences of neglect at this age on future growth and development. Recognition of the importance of this age group by parents, the community, and by the State, would help provide the missing link in ensuring the continuity of essential services from infancy through school age. Moreover, it might well provide a significant new incentive for strengthening existing programmes in the fields of health, nutrition, education, social welfare and community development.

53. The Board agreed that the greatest emphasis should be placed on reaching the young child through existing channels and established programmes. Everything possible should therefore be done to mobilize all available resources in order to improve and increase services to young children. National policies for children should take into account the needs of this critical age group. In the United Nations system, the advice and assistance of the technical agencies was needed. Non-governmental agencies could make an important contribution; in some countries they had pioneered in this field.

54. UNICEF's current policies regarding assistance for training, pilot projects, and programmes in the fields of health, nutrition, social welfare services and education made it possible for UNICEF to help countries meet the problem of the young child. It was clear, however, that much more could be done within these forms of UNICEF aid. The Board suggested that the Executive Director arrange for a person to have specific responsibility for ensuring that the necessary attention was given to encouraging action on behalf of the young child.

55. The Board believed that countries planning projects in various fields assisted by UNICEF should be encouraged by UNICEF staff and by the co-operating technical agencies to pay special attention to the benefits that might accrue to the young child.

56. The Board also believed that it would be useful to bring to the attention of key persons in countries concerned with programmes which could benefit the young child some basic information about the needs of the age group, examples of practical ways to reach the group and the possibilities of UNICEF aid. The country reports and other materials presented at the Board's session could constitute a basic source for the preparation of this information.



57. The developing countries present such a variety of situations that it has to be assumed that any country seeking to reach the young child more effectively, with help from the outside, would assess the situation of its young children on the basis of the following factors:

(a) The situation in different parts of the country: urban, rural, etc.

(b) The important objectives for the young child, such as improving nutrition, health, child-rearing practices, etc.

(c) The possibilities of helping the young child directly, and of helping him through his mother, the family and the community.

(d) The extent to which present services and training programmes are benefiting the young child, and the ministry or administrative channels and other resources which can best be used, or adapted to use, for these purposes.

58. UNICEF assistance for such assessments could be available within the framework of the present global allocation for help with country planning and project preparation. The agencies of the United Nations system are also in a position to give technical help for such assessments.

59. Usually it will be necessary for several ministries to co-operate if a comprehensive approach to the problems of the young child is to be found....

...

61. In view of the many unsolved problems and the absence of generally accepted methods for reaching mothers and children, it is assumed that countries will want to experiment with new ideas and test methods in pilot areas. UNICEF would be prepared to provide assistance for this purpose.

62. It is essential to introduce into the basic and in-service training of people in services coming into contact with children a greater understanding of the development of the young child and some orientation concerning his needs. This applies to professional and auxiliary personnel in health, education, social service, community development, home economics, agricultural extension, and all the various channels which could be used to bring services to the young child (see chart above). Provision for field practice is important and could be a significant aspect of pilot projects. Conferences, seminars, and various information media reaching the professions could be encouraged. The normal forms of UNICEF assistance to training could be supplemented in order to bring this new emphasis to existing training schemes as well as to new courses.

63. So much depends on the education of mothers and the public generally that special efforts should be made for information programmes of a practical nature, using all available channels, including mass media (e.g. radio and television), and such activities as literacy classes. This will require the preparation and dissemination of information materials on the young child. UNICEF assistance could be given along the lines already established in various programmes for aid in the preparation of educational materials.

/...

64. Assessment of the results of programmes was considered important by the Board. Provision should be made for such assessments to individual projects.

65. The global programme assessments prepared periodically for the Board (e.g. maternal and child health, family and child welfare) should contain special sections on how young children fare. ...

June 1967, E/ICEF/563

[ Review of progress in aid for the young child ]

144. Following its review in 1965 of the needs of the young child, aged one to six years, ... the Board urged greater attention to these needs and asked for a report in 1967 on the progress made. ...

145. In the reports to the Board ... and in the Board discussion a number of points emerged. Special attention had been given to the young child in various international and inter-country conferences and seminars, in which UNICEF had participated. ... The dissemination of the conclusions of these conferences and the special papers on the young child prepared for them, as well as the calibre of the conference participants, was apparently leading to some re-orientation of administrators, planners and technical experts toward the young child. In several countries which had participated in the conferences beginnings were being made by the Government to develop an over-all view on action required along a number of fronts to reach the young child.

146. In some countries there was evidence of greater efforts being made to reach the young child through the extension of day-care centres. A few countries had begun to experiment with setting up day-care centres in the villages as part of community development and social welfare activities, placing considerable reliance on mothers' clubs and volunteer effort. Short-term training for workers in day-care centres was receiving more attention in some places.

147. There was a growing recognition of the need to incorporate more about the young child in the training of health and nutrition workers and school teachers. There was also a growing awareness that the schools, through encouraging the attendance of more girls and including such practical subjects as nutrition, health, home economics and child care, could have a very important influence.

148. Efforts were also being made through MCH centres in some places to reach the young child. However it was clear that a much fuller use of existing health resources needed to be made for the benefit of the young child. ...

149. The acceleration of local production and distribution of low-cost protein-rich foods would be an important step in meeting the nutritional needs of urban children. ... Of interest to the Board also was the evidence that new approaches were being found to reach the young rural child through involving mothers in various types of feeding-demonstration-education schemes as part of applied nutrition programmes.

/...

150. These developments reflected the increased interest of countries in the young child, encouraged in part by the efforts of field staff of UNICEF and other concerned agencies in the United Nations family. Nevertheless, it was clear to the Board that, on the whole, the advance toward improving the position of the young child, was very slow. In far too many places there was still little evidence of any progress. It was sobering to be informed by the representative of WHO that in developing countries mortality rates among children one to four years old were thirty, forty or as much as fifty times higher than in the developed countries. Considerably more future effort was needed by UNICEF and the agencies with which it collaborated to help countries protect the young child against death, as well as to provide those who lived protection against disease and promote their emotional and social development.

April - May 1972, E/ICEF/624

91. A main preoccupation of UNICEF, in its assistance to maternal and child health and nutrition, was with the young child. As was underlined in the Board's discussion on nutrition, feeding programmes for the young child, while important, did not necessarily prevent protein malnutrition for that age group; it was necessary to immunize the children against infectious disease, provide safe drinking water and educate mothers on the elements of hygiene and nutrition ... Although UNICEF had been providing aid to day care centres for pre-school children, mostly for working mothers, as part of family and child welfare programmes, the extent to which it should encourage pre-primary education, discussed in connexion with UNICEF policy on aid for education, was left open for further study ...

92. Project recommendations before the Board indicated that some Governments were beginning to give special attention to reaching the young child by adapting and co-ordinating existing services to involve local community resources, train staff and educate parents. Many of the national studies that UNICEF had assisted in the past few years had drawn attention to the crucial importance of that age group, and that appeared to be having its effect on the selection of priorities in some national development plans. On the whole, however, there was no planned and systematic approach to the young child which considered the whole range of his needs, including not only his health and nutrition requirements, but his emotional development and his preparation for schooling. ...

Women and girls

June 1967, E/ICEF/563

131. The significant contribution which UNICEF assisted programmes could make to the advancement of women was noted by a number of delegations. The success of many of the projects depended upon the understanding and co-operation of the mothers if the children were to be reached, especially the younger **children ... and the families adapted the new conditions. Moreover,** most of the programmes benefiting children were staffed largely by women. For both these purposes, a substantially greater effort was required in the education and training of women and girls.

April - May 1970, E/ICEF/605

[ Assessment of assistance for training and education of women ]

51. For some years UNICEF has been participating in projects offering women and girls opportunities to acquire knowledge and skills for better child-rearing and home improvement. Many of these projects have also emphasized local self-help and community improvement, and some have attempted to increase the earning capacity of women through improved food production, better marketing, home industries and co-operatives.

52. At the current session the Board considered an assessment of projects for the education and training of women and girls for family and community life (see document E/ICEF/L.1275) jointly assisted by UNICEF, the United Nations Social Development Division and FAO. ... **The "education" reviewed by** the assessment was mainly concerned with offering mothers and out-of-school girls opportunities to acquire new knowledge, skills and attitudes in informal settings - through women's clubs, community centres, and various community self-help and income-producing activities. The "training" was mainly for volunteer community leaders and middle-level staff who worked with the women and girls, primarily in groups.

53. One of the main conclusions of the assessment was that investment in the programmes would yield greater results if they were closely associated with, or an integral part of, larger programmes which aimed at raising levels of family and community living, and were set in the context of national development plans.

54. The assessment pointed out that in developing countries the typical woman bore an enormous burden of daily drudgery which left her with little energy to provide a greater measure of care for her children or take advantage of opportunities for education and training. It suggested a number of which might ease that burden, including easier access to safe water, provision of simple labour-saving devices for food processing.

/...

55. The assessment also pointed out that the training of women and girls would greatly benefit if planned and executed in ways which involved the contribution of various relevant governmental services. This would include, for example, health services (wherever possible with a family planning component); schools (wherever possible oriented towards providing a closer link between schooling and life, and including adult education, literacy and special efforts to reach girls); agriculture (including agricultural and home economics extension services); community development, animation rurale, social welfare, day-care centres, and co-operatives; pre-vocational and vocational training; public housing in urban areas, etc. For all these services it would be desirable to enlist the help of various resources such as community leaders, non-governmental organizations, religious groups, youth clubs and various communications media.

56. The assessment set forth a number of matters requiring more joint attention from UNICEF, the United Nations Social Development Division and FAO, in co-operation with other specialized agencies concerned, the United Nations Section on the Status of Women and UNDP (E/ICEF/L.1275, paras. 119-121). It also set forth a series of guidelines with regard to women's programmes, for consideration by Governments in their future formulation of policies and planning and implementation of programmes.

57. Many of the points made in the assessment were commented upon and elaborated on by various delegations. Programmes should not be considered as isolated efforts directed solely at "women's work", and the goal should be to encourage the mutually supportive roles of men and women in relation to child, family, home, community betterment and national development. Greater recognition needed to be accorded by government planners to the large potential contribution of women in the mobilization of human resources for national development, and they should re-order their priorities and allocate sufficient funds for the education of women. At the same time Governments needed to encourage the important contribution in that field which could be made by non-governmental organizations. More attention ought to be given to the mutually reinforcing relationships possible between women's programmes and other programmes (e.g. nutrition, health, family planning, day care, literacy, vocational training, consumers education, co-operatives and integrated programmes, including those in development zones). Greater efforts were required to reach adolescent girls with educational activities especially suitable for them, as well as to reach more women in urban areas, and more poorer women. In developing new practices for child-rearing, desirable traditional practices should be retained. **As in the past interest should continue to be in reaching the child through his mother;** while economic and community components of programmes were important, care was required not to have them overbalance activities concerned with better child-rearing, nutrition, health and improved family living conditions. More emphasis was needed on qualified staff at all levels - trainers, supervisors, professional workers, intermediate level workers, auxiliary workers and volunteers. Training programmes should be developed in an intersectoral context, and with adequate local training materials. Help should be given to countries to strengthen their own programme evaluation; greater attention should be given to using adequate data as a basis for programme planning and as base-line criteria for future assessments. Women should play a greater role not only in carrying out programmes, but in programme planning and policy formulation.

58. There was general recognition that the material upon which the assessment was based served to make it more largely a general descriptive study rather than an analysis in depth of the experience of countries with different approaches. Despite the preliminary nature of the report, however, it was felt that the assessment had been a useful undertaking, and there was general support in the Board for the conclusions and guidelines.

59. The assessment clearly reaffirmed the need for greater attention to the education and training of women and girls. It revealed that, in the main, programmes in this field were sporadic, of low priority and did not form part of a country approach. At the same time it indicated a growing interest in the problem, a variety of attempted solutions, a dedication of both staff and volunteers, and an encouraging response from the women and girls reached. It confirmed the value of joint co-operation between UNICEF, the Social Development Division and FAO. It also served to point up the need to re-examine the objectives and content of programmes, and the problems arising from insufficient planning, staffing, training, co-ordination and financial provisions. It was also clear from the assessment that the international organizations concerned needed to work more closely together at local, regional and headquarters levels, so that programmes were more broadly conceived, and brought together in a more effective way the available resources in the United Nations system.

60. So far as UNICEF was concerned, there was a general agreement that the assessment provided a basis for a new orientation of its activities in this field. Projects would have to fit more clearly into a country programming pattern. Plans of operation for the projects would have to be more carefully prepared in consultation with the Government and other United Nations agencies, and the objectives of the projects would have to be spelled out more clearly. A section on the education and training of women and girls would be prepared for the UNICEF Field Manual to guide UNICEF field staff in the preparation of projects. The UNICEF supply policy for projects in this field would have to be reviewed to ensure that the supplies and equipment provided were suitable, and this would include a revision of the relevant UNICEF supply guide list, and whenever **practical, an expansion of local procurement and aid for the local production of supply items.**

...

62. The Board requested the Executive Director to arrange for the wider circulation of the assessment to Government officials and others in developing countries who might find it useful as a frame of reference for the planning and analysis of future action in the field, and also to international and non-governmental organizations which might find it useful either for programme orientation or fund-raising purposes.

/...

April - May 1973, E/ICEF/629

85. Considerable attention was given at the Board's session to the key place that women and girls occupied in the lives of children in developing countries. From the UNICEF point of view, emphasis on education and training of women and girls was important not only because of their right to individual development and occupational opportunities, but also because of the relationship between mother and child, and the enormous potential for helping children through the enlightenment and emancipation of women. That point of view was reflected in the conference at Lomé, where there was emphasis on reducing the number of hours which women spent in drudgery ... in the conference on women in national development in the Arab states ... in the approach of UNICEF in its aid for family planning ... and in the Board's discussion of non-formal education ...

86. The concern with women's education was a continuation of the special attention that had been paid to the problem at every session of the Board in recent years. It was the subject of a major agenda item in 1970, when the Board had had before it an assessment on the education and training of women and girls for family and community life. ... It received special attention in the Board's discussion of children and adolescents in slums and shanty towns in 1971 ... and in its discussion of education policy in 1972. ...

87. In the Board's discussion at the current session there was recognition that the integration of women in the development effort would benefit the quality of life of their families and their children, and UNICEF hoped to participate in the programme for International Women's Year in 1975. Several delegations also stressed the importance of the role of the father in child rearing and family planning ... which should not be neglected by UNICEF. The intention of the Executive Director to increase the number of women staff members, particularly in field offices, was commended ...

/...

Children and adolescents in slums and shanty towns

April 1971, E/ICEF/612

[ Report on children and adolescents in slums and shanty towns ]

118. The situation of children and adolescents in slums and uncontrolled settlements or shanty towns in developing countries was one of the main subjects discussed at the session, with emphasis on what additional practical measures might be undertaken for them. A study presented to the Board by the Executive Director ... brought out the fact that, in terms of numbers involved, the problem was growing rapidly and was bound to become more serious in the future. A main conclusion was that dwellers in slums and shanty towns could do a great deal to help themselves if given the necessary framework of policy, institutions and technical support.

Main points

119. A number of main points emerged from the study. Although developing countries were still predominantly rural, the urban sector was growing faster; slums and shanty towns were growing still faster than the cities to which they were linked (three to four times as fast), and usually consisted of a young population. Their growth was as much due to natural increase as to the influx from other areas. Slums and shanty towns would continue to exist and to grow at least for the next two or three decades. Slum clearance had not proved to be a practicable or successful solution, partly because of the high costs involved and partly because of the inability to meet the needs of slum people or significantly to control the spread of slums. Therefore the limited funds available were likely to produce a greater impact upon a larger slum population if they were channelled into slum improvement projects on a self-help basis.

120. It was brought out both in the report and in the Board discussion that, despite widespread notions to the contrary, a majority of the families in slums and shanty towns were stable, well-organized and cohesive. Slum people were usually aware of their problems and capable of proposing and participating in practical solutions. There was a basic need to adopt new concepts of slum improvement which were closely identified with the people and laid stress on self-help, mutual aid, local leadership and community participation. Slums and shanty towns exhibited a very wide variety of characteristics from the physical, administrative and demographic points of view; there were also considerable variations in the inhabitants' educational accomplishments, occupations and family incomes. Those were important factors to be taken into consideration in establishing self-help programmes. In many slums the inhabitants were working hard to establish themselves in urban employment and to improve their living conditions, and as a result of their efforts there already existed a base from which to start in helping them remove some of the obstacles that stood in the way of their progressive development. In the poorer slums help was needed at an early enough stage to stimulate the process of improvement. Extensive use would have to be made of auxiliary personnel who should be recruited as far as possible from amongst slum dwellers and suitably trained.

/...



121. There was a deep concern in the Board about the growing size of the problem, and its widespread social consequences, especially for children and adolescents. The Board discussion underlined the fact that slum areas and slum populations were excluded from society to a degree that constituted a threat to efforts to promote harmonious and balanced development; the situation had a potential for catastrophe which required that there be no delay in launching the necessary preventive and improvement strategies. New vigour and increased resources were necessary. The problem was complex and linked to basic reforms and to the economic and social policies of the countries concerned. For example, preventive strategy was linked to such matters as agrarian reform, the economic development of small towns, the directing of the rural exodus to towns of average size rather than over-populated cities, and employment opportunities; improvement strategy was linked to such matters as the legal ownership of plots in shanty town areas and government action in the social field (transport, water supply, drainage, electricity, schools, health services, etc.).

122. It was emphasized in the Board that action on behalf of children in slums and shanty towns would not be fully effective or lasting unless, from the beginning, it was envisaged as part of a more comprehensive approach to urban development. That would include a strategy for urban development along with regional planning, related to an effective rural development strategy; a practical approach to the provision of housing and shelter in forms within the means of a country; programmes for expansion of employment and for physical planning; well-conceived urban land policies which would safeguard the public interest; and an adequate long-term approach which encompassed slums as well as squatter settlements and shanty towns. It needed to be recognized that slum areas could not benefit from the development process if they were not administratively integrated into the urban structure. Comprehensive action required some new institutions or promoting agency to put together the elements of a successful programme, as well as some modification of existing institutions and their procedures.

123. In the discussion of the various services which would be elements in improvement, some delegations suggested that nutrition, particularly for the young child, might constitute a major starting point. The number of health subcentres and maternal and child health clinics should be increased; as and when requested, extended family planning services should be included, but in close relationship to other services in support of the family, thus emphasizing a two-way relationship between the qualitative aspects of family planning and improved levels of living for the family. The importance of day-care services was emphasized, but it was suggested that they should be developed as part of broader programmes for the improvement of the social environment; the development of less costly patterns of day-care services, including co-operative day-care needed to be explored. Urban community development would be one of the principal methods of stimulating self-help on the part of slum populations; it should include the orientation and education of parents, especially mothers, in dealing with the problems of urban life and child-rearing practices. In primary school, particular attention was required to make the education relevant to urban needs, including the attendance of girls and pre-vocational orientation; supplementary vocational training courses were also required. An important application of the self-help principle could be made in helping individual families to construct their own homes. It was pointed out that the various services would be more effective if they were linked with each other.

124. The Board had before it the report of a Workshop on the role of non-governmental organizations in programmes for children and adolescents in slums and shanty towns of developing countries... It was clear that non-governmental organizations could play an important role in that field, in which many of them had already pioneered and gained considerable experience. In addition to working out forms of service and training (including training of volunteers) that could later be extended with government or municipal support, they could call attention to neglected problems, stimulate the emergence of a structure of slum leadership and, through membership organizations, such as youth and women's organizations, religious groups, unions, co-operatives, consumers groups, etc., encourage various aspects of self-help and also help break down the segregation of people living in slums from the community at large. Often non-governmental organizations offered the only possibility of action when the framework of governmental and municipal action did not yet exist.

...  
126. In the proposed guidelines for UNICEF aid set forth in the study (E/ICEF/L.1277, chap.IV), the Executive Director recommended that, in addition to expanding its help for children in slums and shanty towns in all fields in which UNICEF normally operated, some special forms of assistance would be necessary. That would include help to focus more attention on the problem involving a greater flow of information and exchange of experience among planners, administrators and substantive ministries at the national and local levels; help in setting up the necessary organizational structure, including special national and/or municipal units and training of key personnel; and help in the first phases of programmes. Those early programme phases would have as their objectives the working out of methods of community participation and national and municipal support of self-help efforts as well as patterns of services benefiting children that it was within the financial means of national and local budgets (including the contributions of the slums themselves) to maintain. As in other forms of UNICEF aid, training would form a large component of the assistance, with emphasis on, but not limited to, training of para-professionals in the fields of education, health and day-care and in training of neighbourhood or "multi-purpose" community development workers, including those working with youth. UNICEF aid would also be available for project preparation, including pre-programme surveys. The Executive Director pointed out that the above did not represent a complete description of the possible actions that UNICEF might support; studies of particular situations and evaluations of programmes supported might suggest other creative approaches. The participation of universities and research centres in developing countries should be encouraged. It was desirable to have as comprehensive a framework of action for slum improvement as possible; however, in its absence it might still be worthwhile to help projects chosen partly in view of the likelihood that they would lead to a wider approach. In some cases, short-term assistance for selected actions of immediate benefit might be required as a first step. The Executive Director hoped that the over-all expansion of UNICEF's resources during the Second United Nations Development Decade would permit co-operation in that important field without reducing the current priority of support for work in rural areas where most of the inhabitants of developing countries still lived. UNICEF would need to work in full and active partnership with other members of the United Nations system; concerted efforts by all parties concerned were essential. While UNICEF would focus its attention preeminently 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 development system to work together in a complementary relationship.

127. On certain aspects caution was voiced by some delegations. UNICEF should avoid tackling matters too vast for it to handle. It should take care not to become involved in budgetary support for administrative units within national or local governments. It should be cautious in the use of seminars and studies, to which a selective approach must be adopted. Emphasis should be on experimental and innovative projects. Evaluation and objective assessment and exchange of experience was essential. It was necessary to encourage increased action in the future not only by the United Nations family of organizations but by non-governmental organizations and bilateral assistance; at the same time it remained for governments themselves to identify their needs and establish priorities. UNICEF should be adequately staffed to ensure co-ordination and follow-up of its work in this field.

128. The Board expressed general agreement with the main lines of future action recommended by the Executive Director (see para. 126 above). The report presented to the Board by the Executive Director would be issued in revised form for wider circulation and the guidelines for UNICEF assistance contained in that report would take into account the discussions in the Board and such other comments and suggestions as delegations might wish to send to the Executive Director. It was recognized that it would take some time to translate the proposals into plans and programmes and that, given the magnitude of the problem, UNICEF's contribution would be relatively modest.

April - May 1972, E/ICEF/624

[ Co-operation with United Nations Centre for Housing ]

89. Members of the Board welcomed the arrangement UNICEF had made with the Centre for Housing, Building and Planning, in which the Centre undertook to make its technical resources available to UNICEF and assigned one full-time officer to assist in working out viable projects. They also welcomed the fact that UNICEF and the Centre were exploring the possibilities of joint action in that field with UNDP and IBRD. ...

April - May 1973, E/ICEF/629

88. Following the Board's approval in 1971 of guidelines for the expansion of UNICEF aid for children in urban slums and shanty towns, arrangements had been made with the United Nations Centre for Housing, Building and Planning to provide UNICEF with one official on a full-time basis and, at the same time, to make its over-all technical resources available. ... In addition to the general adviser from the Centre for Housing, Building and Planning, five project advisers and national advisers were working on project preparation or implementation.

/...

89. The Executive Director felt that the following additional steps were advisable: strengthening of the training for national staff in their own countries or regions (the Centre for Housing, Building and Planning was ready to assist in the matter); greater use of consultants from the United Nations and specialized agencies or elsewhere to meet specific needs for expert advice; and the addition of a second general adviser to help in the early stages of exploration or preparation of projects.

90. Board members expressed satisfaction that progress was beginning to be made in that field, and there was general support for the additional steps, which, it was hoped, would accelerate it. Suggestions were made that the UNICEF role in relation to that of other agencies should be clearly defined in each project, and that greater emphasis should be placed on the training of staff.

Adolescents and youth

May 1966, E/ICEF/548/Rev.1

[ Extent of assistance for youth programmes ]

108. There were a number of references in the course of the Board discussions regarding UNICEF aid to youth. Some delegations, while recognizing that youth problems were of tremendous importance, questioned whether UNICEF with its limited resources should try to deal with these problems in a substantial way while there were such large unfulfilled tasks ahead for children. Other delegations, while conceding that younger children were the most vulnerable and deserving of the most attention, nevertheless felt that older children must also be helped. It was pointed out that the terms of reference of UNICEF specially referred to adolescents as well as children. In practice, it was suggested, youth should be viewed as a functional rather than a chronological category. Many children in the developing countries have to face work and employment problems even before the age of twelve. Many Governments place youth problems at the top of their priority list because the preparation of youth for useful work relates to immediate needs and because it is increasingly recognized that services provided for earlier age groups may be largely wasted if no provision is made for youth's transition to useful work.

May 1969, E/ICEF/590

87. Some delegations had reservations about too great an involvement of UNICEF with youth problems, believing that the focal point of UNICEF efforts should continue to be children rather than young adults. Others believed that UNICEF could not fail to be concerned with youth problems, although the responsibilities of the United Nations in that field went beyond those of UNICEF alone. There was agreement that UNICEF's interest was primarily with the early phases of youth, roughly from 12 to 15 years of age. A number of these adolescents had been reached in the past through the various projects receiving UNICEF aid. Recently some Governments had been asking UNICEF for help in programmes specifically designed for young people, including help for youth clubs and youth movements relating to training of young people in various skills, especially those useful in a rural environment, and involving them as participants in community improvement and other development activities ... While the number of requests for UNICEF aid in such programmes was still rather small, it was expected to grow. A suggestion was made in the Board that youth programmes should take into account the need to teach young people about human rights, an aspect of development programmes usually overlooked.

/...

April - May 1970, E/ICEF/605

[ Adolescents ]

73. The Board noted that in his General Progress Report the Executive Director used the term "adolescents" - a term used in the General Assembly resolution establishing UNICEF (resolution 57 (I)) - rather than youth, since the latter is usually construed to take in young adults who do not come under the UNICEF mandate. There was general recognition in the Board that, in line with the country approach, and without spreading its limited resources too widely, consideration should continue to be given by UNICEF to Government requests for projects servicing adolescents, particularly when they were of a pilot or demonstration character.

74. In considering the age range with which UNICEF should be concerned, it is important to make a distinction between beneficiaries and participants. For UNICEF the beneficiaries would be the adolescents. However, it would be appropriate for UNICEF to try to involve young people of whatever age in supporting community or national services benefiting children, e.g. building schools or health centres or as volunteers in day-care centres for pre-school children. This, in fact, is taking place in a number of projects supported by UNICEF. In addition projects are being aided which serve to orient out-of-school rural youth in modern farming and rural vocational skills, through community centres, youth clubs and farmers' training centres.

April - May 1973, E/ICEF/629

[ Non-formal education for adolescents and youth ]

92. Consideration at the current session of non-formal education of rural children and adolescents ... reflected the concern of UNICEF with one aspect of the problems of rural youth. The Board was informed of projects in several countries where useful beginnings were being made in the training of adolescents in modern farming and rural vocational skills as well as in community service programmes. ...

/...

Programmes for mothers and children related to liberation  
movements and refugees from colonial territories

April - May 1970, E/ICEF/605

81. In connexion with aid for refugees, the Board noted that there was a widening of joint activities between UNICEF and the Office of the United Nations High Commissioner for Refugees, particularly in Africa. UNICEF aid for rural health centres and training had benefited refugees, especially in some rural areas where there were large settlements of refugees endeavouring to become self-supporting and to contribute to the development of the host country. The refugees' needs were thus being met as part of a wider effort which benefited the refugees as well as the local population. ...

April - May 1972, E/ICEF/624

105. With regard to children in areas engaged in a struggle for national liberation, the Executive Director stated that UNICEF was providing aid, through existing or expanded national programmes of host countries, which went to refugee children whose parents were involved in liberation movements; it was also providing reimbursable supply procurement services to donor groups providing such aid, and was co-operating with other agencies in the United Nations family concerned with the group. ...

April - May 1973, E/ICEF/629

120. In connexion with General Assembly resolution 2980 (XXVII) concerning the implementation of the Declaration of the Granting of Independence to Colonial Countries and Peoples, the Board was informed of the action that UNICEF had been able to take thus far, which consisted principally in assisting mothers and children from liberation movements or refugees in certain countries in Africa and training staff for children's services. ...

121. A number of delegates, while welcoming the steps taken, stressed the need for UNICEF to study ways of making its efforts in that area more effective. The Board noted the action UNICEF had been able to take and requested the Executive Director to continue that assistance and include in his progress report next year information on what UNICEF had been able to do, as well as any problems that had been encountered.

/...

TRAINING

Policy on aid for training

June 1961, E/ICEF/451

[ Review of aid for training ]

74. In accordance with a decision taken at its March 1960 session ...

the Executive Director decided to undertake a thorough review of UNICEF aid for training as a basis for future policy. It was clear to the Board that the drastic shortage of trained staff to plan and administer projects was a major obstacle to the extension, and to the improvement of the quality, of services for children.

75. As a basis for its review the Board had requested the Executive Director to undertake a survey with the co-operation of the technical agencies. ...

76. The Executive Director's recommendations regarding the suggestions made in the various reports for UNICEF aid to training were presented in documents E/ICEF/420/Add.1-4.

77. The Executive Director also presented to the Board over-all conclusions and recommendations (E/ICEF/420), which, he noted, required no significant departure from, but rather a continuation of, the general trend of Board policy on training aid. Almost all forms of assistance recommended had already been provided in some degree in individual projects. The need for the future was to broaden the scope of such training aid and use it more extensively and flexibly in the various fields of services to children and for all levels of work—planning, directing, teaching, professional and auxiliary.

78. The Board fully supported the recommendations of the technical agencies and the Executive Director. Aid for the training of various levels of workers was considered to be an urgent need, and a more liberal policy on the part of UNICEF in this respect was especially important for the many countries which, faced with enormous difficulties in carrying out their economic and social development plans, were unable to meet the priority needs of their children.

79. The chief emphasis in UNICEF aid should continue to be for training schemes within the countries. A number of representatives believed that it was more urgent to aid national training schemes than international training centres. Others wished to maintain support for international (including regional) training centres in addition to providing more aid for national schemes. In this connexion it was suggested that the UNICEF secretaries should take into account a recent analysis made by the Technical Assistance Board of experience with aid to national and regional training institutes. It was believed important that the teachers in the national training schemes should, to the greatest extent possible, be nationals of the country; greater stress on the training of teachers was therefore essential. The increased emphasis on the teaching of obstetrics was noted with approval. A suggestion that mental hygiene be added to the fields for which teaching grants would be available was approved by the Board. The suggestion was made that greater help be given to the establishment of libraries and the acquisition of books and scientific periodicals as part of the aid to training. The view was also expressed that UNICEF should avoid heavy expenditures on the production of local text books.

80. Attention was called to the interrelationship of health, nutrition, social service and education programmes, and to the consequent desirability of introducing cross-discipline elements into the training programmes for workers in these fields so that they would then be able to undertake broader responsibilities or to co-operate more effectively with their colleagues trained in other fields. A number of representatives stressed the fact that some assistance from UNICEF was needed for limited periods of time for the salaries of the trained personnel who would be appointed to key posts in projects aided by UNICEF.

81. The Board adopted the following statement of policy with regard to UNICEF aid for training:

(1) Training assistance should be available for all categories of personnel who furnish services relating to the welfare of children and mothers. It would be appropriate to help meet requirements as they appear from surveys of needs and the plans of Governments, and not to set rigid limits to the forms of assistance, which should be adapted to local conditions.

(2) As in the past, assistance should continue to be given to existing centres, which can serve as a nucleus for the training of appropriate categories of personnel. However, in most cases it will be necessary to increase the number of training centres. In many cases, also, it will be necessary to improve the quality and to widen the content of the training given.

(3) The forms of assistance which may be provided are as follows:

(i) In training centres which already have some qualified teaching personnel, assistance may be given to allow them to recruit and pay tutorial personnel in disciplines that are not represented so as to widen the content of training and, if necessary, to increase the number of students. In most countries, it may be necessary to plan either a new centre or a substantial addition to an existing centre. In that case it would be necessary to call on teachers from outside, or to send selected candidates abroad for under-graduate or post-graduate training. It may often be necessary to assist national or regional training centres with stipends for students, grants for paying salaries, and honoraria. This assistance would need to be continued until the Government could take over.

(ii) Aid may take the form of teaching aids (including the preparation and printing of texts), and technical and service equipment for institutions and for demonstration fields where the students do practical training. For example, technical equipment may be given not only in the form of a few imported items, but for equipping a paediatric or obstetric service in a teaching hospital. For environmental sanitation, equipment may be given for field work which also serves demonstration purposes. Aid may also be given for service equipment for a training institution (e.g. beds, kitchen equipment, for lodging students etc.).

June 1961, E/ICEF/431

June 1962, E/ICEF/454

(iii) The importance of stipends is pointed out in all of the reports submitted in connexion with the training survey. International assistance given in this form in the past is recognized as having been one of the most effective forms of aid. Its extension is needed, particularly where central governments or local governments cannot provide all the costs of training the numerous categories required.

(4) As in the past, it is necessary that the Governments commit themselves, in plans of operations, to the use of the personnel who have been trained in public services at the state or local government level. The possibility should be opened in certain cases for UNICEF to make a grant for salaries during a limited period for trained personnel to be appointed to key posts in projects which UNICEF is assisting.

(5) Transport may be provided to enable students of all categories to gain varied field work experience.

(6) In many countries it would be useful to give assistance for the basic education of students since there are often only a small number of candidates, male or female, with sufficient schooling. Assistance may therefore be given to certain secondary schools, or for special courses of pre-professional training; stipends could also be provided.

26. The Board believed that it was important for officials of planning bodies and ministries of finance who were receiving training in development planning to have included in that training an appreciation of (a) the social aspects of development as they affect children and youth, and (b) the values of and opportunities for investment in children and youth. Further, the Board hoped that facilities for the training of planners would also be given to departments serving children more directly (such as those of health, education, social welfare, and community development). Many of the problems affecting children involved a number of disciplines and it would be useful to increase the understanding, on the part of planners, of such problems and of the need for inter-departmental action.

27. The Board therefore authorized the Executive Director to approach the economic development institutes through the appropriate United Nations channels with the suggestion that they include problems relating to children and youth in their general training, and that training programmes be available for officials in departments whose work had a particular bearing on the development and welfare of children. The Board decided in principle to offer assistance, if required, to enable officials of such departments to take suitable training. Similar aid could also be made available to training institutes created by other agencies and by governments.

January 1964, E/ICEF/492

[ Assessment of selected training activities ]

87. In response to a request made by the Executive Board in June 1961, a study was made of selected training activities assisted by UNICEF. Undertaken by independent consultants ... after the data had been collected, the study (E/ICEF/483/Add.1) raised a number of questions concerning the planning, conduct, follow-up and evaluation of training programmes assisted by UNICEF from the point of view of enhancing their quality and long-term impact.

88. The Executive Director, in a note on the findings of the study (E/ICEF/483), called attention to its limitations, due mainly to the fact that no special staff had been engaged for field studies or the collection of the basic data. He pointed out that the study had revealed that a remarkably high percentage of trainees had actually gone from their studies into service programmes and in this sense the findings were reassuring. The study had, however, gone into some deeper questions about the effectiveness of the training and had put forward some suggestions for enhancing its value in the future. Among the suggestions made

/...



there were certain ones which the Executive Director felt were particularly important for the future planning and evaluation of training projects and deserved special attention in the preparation of plans of operation and appropriate support from UNICEF. They included the following: ...

(a) Policy-makers, planners and supervisors should take a greater part in the training process.

(b) More systematic use should be made of the behavioural sciences (such as sociology and anthropology) in the planning and execution of training schemes in order to give trainees a better understanding of social and cultural factors which might affect the achievement of desired goals. This would be at the level of the preparation of trainers and administrators rather than in any specific training courses for front-line workers.

(c) As an extension of the above, training courses should include a study of community and human relationships and measures which could be taken to prepare communities for new services.

(d) Training courses should be organized so that there would be a periodic exchange of views between students and their trainers to make sure that training was effective.

(e) A more systematic study should be made of the suitability of the equipment and supplies provided by UNICEF for training purposes.

...

91. There was general agreement with the points in the training survey which the Executive Director has singled out for special consideration. ...

92. In concluding its consideration of the study, the Board endorsed the suggestions for the improvement of training schemes assisted by UNICEF made by the Executive Director in his note (E/ICEF/483). It also decided that these suggestions, as well as the main points emerging from the Board's discussion of them, should be made available to officials of Governments and specialized agencies and the staff of training institutions responsible for the planning and conducting of training schemes.

...

94. Representatives generally reiterated their support of the broadened UNICEF policy for aid to training approved by the Board in June 1961. They welcomed the increased emphasis on training in the projects submitted to the Board for approval. It was noted that the share of programme allocations for aid to training had risen substantially in the last several years, and there was general agreement that this trend should be continued since the need for training was one of the most urgent problems facing the developing countries.

/...

June 1965, E/ICEF/528

[ Auxiliaries and supervision ]

92. In all fields Governments were giving high priority to the training of personnel in their requests for UNICEF aid. Quantitatively, by far the greatest effort was going into the training of auxiliary staff or "front line workers". Such staff could be trained quickly and without great expense to perform many useful services. Sometimes they were able and willing to work under field conditions that highly trained staff were less willing to tolerate. With good supervisory support, they were the mainstay of many UNICEF-aided projects in the developing countries. Board members generally commended this emphasis but recognized the necessity for supervision and for professional skill in planning, directing and reviewing the work in the field, and for teaching. They therefore welcomed UNICEF support of selected university-level or post-graduate courses - both nationally and regionally - as well as of professional training in various fields such as social work, education and home economics.

May 1966, E/ICEF/548

[ Within-country training ]

100. In the discussions of the Programme Committee and the Board regarding training trends, a number of delegations expressed reservations about the increase of seminars, short-term courses, and study tours financed by UNICEF in industrialized countries. They felt that UNICEF's special role lay in supporting within-country and regional training schemes, particularly for middle-level and auxiliary workers. Caution should be exercised in financing advanced training in industrialized countries since this was more appropriately financed by other sources, such as bilateral aid, other United Nations agencies, or private foundations. Other delegations, however, felt that the present pattern of aid to training was satisfactory and should be continued. ...

April - May 1970, E/ICEF/605

75. One main key to development, especially in fields of primary concern to UNICEF, lies in the use of better trained people - with supplies and equipment coming in as an important support for their efforts. The Board's discussions reaffirmed the value it attached to strengthening national training facilities and supporting training programmes which were directly relevant to action on behalf of children.

76. Training of national personnel is at the core of most projects aided by UNICEF. About one-third of UNICEF's programme assistance is devoted to in-country training schemes, and there were suggestions in the Board discussion that an even greater proportion of UNICEF resources should be used for that purpose. Although the major emphasis has been on middle-level and auxiliary personnel, the range covered has been wide, reaching from volunteer leaders and traditional birth attendants at the village level to supervisors, professors of paediatrics and national planners. Cash grants for trainees and teaching staff and for the local production of teaching materials have constituted over 60 per cent of UNICEF allocations for training in recent years. ... Other forms of assistance included audio-visual aids, transport and other imported equipment.

/...

77. A more recent concern of UNICEF has been with the quality of training. Sometimes there has been a tendency to transfer concepts and curricula from industrialized countries without adequately adapting them to the very different situations in developing countries and to the objectives of the programmes served by the staff. ...

April - May 1972, E/ICEF/624

[ Relevance to local conditions ]

87. In 1970 in the Board's review of training for programmes relating to women in family and community life ... and in 1971 in its review of training of health personnel ... there was general agreement that more attention needed to be given to the relevance of training to local conditions, to the preparation of trainers, to supervision as a form of in-service training and to the local production of suitable teaching aids. The same points were made at the current session of the Board in connexion with the discussions of applied nutrition ... family planning ... and education. ... In the discussion of social welfare programmes, likewise, several delegations felt it was important that UNICEF continue, particularly through new emphases in training, to support the trend for social welfare to become a more effective factor in development.

Maurice Pate Memorial Fund

May 1966, E/ICEF/548

192. At its special session on 11 November 1965, the Board approved the recommendation of the Executive Director that the Nobel Peace Prize money should be used to establish a Fund in memory of Maurice Pate (see E/ICEF/537). Approval in principle was also given to the suggestion that the Fund should be used for strengthening the training or experience of people who are serving in fields related to the development and welfare of children in countries with which UNICEF is co-operating. ...

195. The May 1966 session of the Board approved a plan submitted by the Executive Director (E/ICEF/542, paras. 76 - 85) for a Memorial Fund which would give recognition to the value of regional training facilities in fields benefiting children. The Fund would honour each year an institution in a developing country that adapts and offers its services to people from countries in the region. The selected institution would be given some modest assistance to strengthen its services to other developing countries. ... This award would be known as "The Maurice Pate Training Award" and could be presented to the institution at an appropriate ceremony. Several fellowships could be awarded to enable people from outside the country to study at the chosen institution. Though the fellowships could be for more than one year's duration, this would be a one-time award tenable at that institution. Candidates would be selected in relation to what the chosen institution could offer as well as their own training needs. This could include securing higher academic qualifications or training more specifically related to a candidate's particular work. It could include observation and practical work under the aegis of the chosen institution. Candidates should have reached a level where they would be able to exercise some influence in their chosen field. They would be known as "Maurice Pate Fellows".

/...

194. The Nobel Peace Prize money amounted to about \$54,500 and to this the Board agreed to add the approximately \$5,000 contributions to UNICEF in the name of Maurice Pate ... and \$2,000 contributed by an individual who has agreed to its use for this project. ... it was agreed that the Fund should remain open for further contributions ... Use of the Fund would not be restricted to income from its investment. The Board agreed that a more rapid use of the Fund by the expenditure of the principal would bring benefits more quickly to the countries it was designed to help. Hopefully, it would be replenished by additional contributions. The total amount awarded each year would normally not exceed \$12,000. This would provide for a grant for one faculty member and at least two fellowship years, depending on the travel involved, the length of training and the living costs.

195. The awards would be made within one, or exceptionally two, UNICEF regions each year on a rotating basis, and with the object of giving recognition and help in different fields of training concerned with the development and welfare of children. The UNICEF Resident Director of the region whose turn it was to receive the awards would propose an appropriate institution and would recommend candidates to the institution. A report on the use of the Memorial Fund would be made to the Board at each annual session. The first award would be made in 1967.

#### EVALUATION

January 1964, E/ICEF/492

#### [ Report on ways to strengthen evaluation ]

74. The Executive Director presented a note to the Board on "Possible ways to strengthen evaluation" (E/ICEF/486) ...

75. In the Board discussions, stress was laid on the importance of evaluation to ensure effective utilization of limited resources. While members of the Board found that the volume and quantity of various previous efforts to review and evaluate programmes was impressive, there was general agreement with the views expressed at the previous session of the Board regarding the need for a more systematic approach to evaluation.

78. With regard to the technical soundness of programmes, the note of the Executive Director called the attention of the Board to the evaluations and programme reviews which had been placed before it during the course of the years in connexion with the various fields of aid. It also discussed the different types of formal and informal evaluation carried on by Governments, technical agencies, UNICEF field staff and other bodies. The Executive Director believed that it would be outside the scope of UNICEF to engage in evaluative research in order to determine the scientific soundness of a programme. It was however appropriate for UNICEF to join with the relevant technical agencies in making programme reviews. Since there was an inextricable mingling of technical and administrative aspects he believed it would be useful to have such reviews in appropriate fields of aid examined by the joint committees of UNICEF with FAO and with WHO. Most of the programme reviews prepared in the past had been done by a consultant or consultants with the help of staff of the technical agencies concerned and of UNICEF; this appeared to the Executive Director to be a useful formula to follow in most cases in the future. The evaluation of technical aspects would be the responsibility of the competent technical agencies of the United Nations family.

79. In the course of the Board's discussion, members stressed the importance of encouraging project evaluation by the countries themselves, a point of major emphasis in Economic and Social Council resolution 991 (XXXVI). They therefore welcomed the view of the Executive Director that project assessment should be primarily the responsibility of the assisted Governments and should become a normal part of project planning and implementation, which would, when necessary, receive UNICEF support.

80. The Board recognized that consultant services might be required for the purpose but it was hoped that these would be increasingly available from within the country, and in some instances the region; they might, for example, come from other government divisions, academic and technical institutions or experienced voluntary organizations. The Executive Director pointed out in his note that some government departments administering projects assisted by UNICEF already had survey and evaluation or statistical units. In some countries the planning or development agency or an inter-ministerial committee had a survey and evaluation unit. In some countries there were scientific institutions which had had, or could have, a useful relationship with governmental operating departments. University faculties often included persons who might be drawn upon for evaluations. Voluntary or semi-voluntary organizations in some countries could participate in surveys and help assess programmes with which they were familiar and which they sometimes had a share in administering.

81. In order to strengthen evaluation within a given country, the Executive Director suggested that UNICEF and the technical agencies concerned should consider helping appropriate sources of evaluation or assessment related to services and programmes benefiting children. Depending on the stage of development of evaluation of children's problems and services in the country, aid might be available to one or all of the complementary sources of evaluation available, namely, government departments, planning ministries and institutions or agencies outside the government. When such aid was given by UNICEF, it would be submitted to the Board as part of a related project proposal, or in some instances would come from the over-all allocation for country planning and programme development.

...

85. The Board requested the Executive Director to take into account the various views expressed in carrying out a programme for more systematic evaluation. This programme, based upon the Executive Director's recommendations (E/ICEF/486, para. 98), would include the following:

(a) At each policy session the Board would consider one or two special reports evaluating a given type of programme assistance. ... These reports would be prepared in co-operation with the technical agencies concerned, generally with the use of consultants selected in agreement between the agencies. Where there was a joint committee of UNICEF and a technical agency, the reports would be submitted to that committee before coming to the Board.

(b) Greater attention should be given to helping countries evaluate their programmes themselves and strengthen their own continuing evaluation machinery. This would include specific provisions for built-in evaluation in the plan of operation of each project. UNICEF assistance would also be available to create or strengthen units in government departments administering projects, planning commissions or inter-ministerial committees, and sources of evaluation outside the Government, such as national or regional scientific and academic institutions and voluntary and semi-voluntary agencies. The assistance given by UNICEF would be related to the evaluation of services and programmes benefiting children, and it could include, where necessary, supplies and equipment, transport, grants towards salary costs for an initial period, and the services of advisers.

/...

(c) Assistance for general surveys and planning would continue to be charged to the allocation for country planning and programme development as approved by the Board in June 1961.

(d) The UNICEF secretariat would participate in the work of the Administrative Committee on Co-ordination in pursuance of Economic and Social Council resolution 999 (XXXVI) relating to the evaluation of programmes.

86. The Board agreed that the assistance to enable countries to evaluate their programmes or strengthen their own continuing evaluation machinery (see (b) above) would be charged to individual projects. The Board recognized that the preparation of the special reports which it would consider at its policy sessions (see (a) above) would require the use of consultants. Where it was necessary to reimburse the technical agencies for the costs or part of the costs of consultants, this would be charged to the allocation for country planning and programme development. The costs of consultants engaged by UNICEF for evaluation purposes would be charged to the operational services budget.

June 1967, E/ICEF/563

[ Project assessment ]

158. It was recognized in the Board that general assessments were no substitute for individual project assessments. The efforts to help the countries strengthen their own arrangements for project assessment were important and it was noted that both the maternal and child health and applied nutrition assessments had emphasized this point. ... A number of countries had also been able to build assessment procedures into their family and child welfare projects. There was now a standard clause in nearly every plan of operations providing for a periodic assessment of the project. However, this effort had only begun, and in many instances base-line data and criteria by which programmes could be appraised were still lacking. It was clear, that in order for built-in assessments to achieve their purpose, more aid would be needed for this purpose from UNICEF and the appropriate technical agencies of the United Nations family.

April - May 1970, E/ICEF/605

[ Procedure for global programme assessments ]

118. Since 1964, when the Board decided on more systematic evaluations of programmes, it has considered nine assessments. These were based upon the accumulated experience of UNICEF, the United Nations technical agencies, Governments and also on special country studies by independent consultants. The findings of these assessments have been widely disseminated among responsible government officials. ...

119. Although these assessments necessarily fall short of a scientific evaluation, they have served to point up short-comings in existing programmes and to highlight major problem areas regarding a new approach on the part of the Governments, UNICEF and other international organizations. ...

/...

120. The Board agreed with the Executive Director that it would be better to allow more time to do assessments and ordinarily to present only one assessment to a session. The Executive Director proposed that at least two years be allowed for assessments. He recognized that the experience and qualifications of the consultant or consultants chosen, their briefing, and the opportunity for consultants to meet together, if there was more than one, would have important effects on the quality of the assessment. It would also be advisable to provide for meetings to be held with a small group of people with experience in the particular field, first to help formulate the outline and design of the study and again to review the conclusions. Provision also needed to be made for meetings to be held with officials and other knowledgeable and experienced people in the country where projects were selected for study. The minimum cost for such an assessment would be \$40,000, and for some assessments the cost could be substantially higher.

...

123. The Board also noted the intention of the Executive Director to participate in whatever system for the co-ordination of assessments might be adopted by the United Nations system. The Executive Director was aware of the tendency, pointed out by the Capacity Study, for too many separate proposals to be made for the evaluation of projects in a particular country, and he believed that UNICEF should participate in any system which would rationalize that tendency.

124. The Executive Director called attention to the continual process of operational assessment with which UNICEF representatives were closely associated, along with UNICEF's partners in the United Nations system. It had to be done without incurring excessive personnel costs and UNICEF was experimenting with various combinations of national officers, junior professionals and volunteers. That was a problem which affected other United Nations programmes as well as UNICEF. No project would be assisted by UNICEF for more than about a five-year period without a thorough review.

125. Since 1964, UNICEF had been able to provide assistance to help Government ministries to strengthen their evaluation units which would be concerned with projects in which UNICEF was participating. So far not many Governments had requested such aid. The suggestion was made that more be done to inform developing countries about assistance which UNICEF could offer to strengthen national evaluation units.

April - May 1973, E/ICEF/629

[ Strengthening national evaluation capacity ]

108. Considerable interest was displayed by Board members in programme evaluation. The general progress report of the Executive Director discussed various types of review currently being carried on: annual project reviews on the basis of which commitments for the next year were called forward; less frequent reviews to determine future long-term objectives and commitments; internal audits of delivery of project aid; and global assessments of fields of aid. ... The documentation before the Board and the presentations by the regional directors gave a number of examples of evaluations of individual projects involving government ministries, UNICEF staff and specialized agency and other experts.

/...

109. Some efforts were being made by UNICEF to help countries strengthen their own national evaluation capacity. They included aid for national studies, the training of planners, the development of statistics on children and youth and the greater use of national and regional technical, scientific and academic institutions and other voluntary agencies in programme evaluation. However, little had been done so far to help countries establish evaluation units to work in fields of service benefiting children.

110. The Executive Director called attention to the fact that some planning commissions and ministries were interested in initiating continuous evaluative processes or action research, which would provide a feedback for use in finding operational solutions to difficulties and improving projects while they were in operation. The Executive Director felt it would be desirable for UNICEF to help with such an approach in a few selected large projects.

111. The following views were among those expressed in the Board's discussion: care should be taken to ensure that the studies and research supported by UNICEF would be on the basis of the Board's criteria and designed to yield practical results; there should be a co-ordination of project evaluation within the United Nations system as part of country programming; efforts should be made at the beginning of a project to establish socio-economic baselines to enable progress to be measured; greater attention in evaluation should be given to analysing the distribution of services to see if they were being delivered where they were needed; evaluation should bring to the notice of officials in charge of planning and administering programmes the people's reactions to the project; the concept of participation as a tool of development should be more clearly defined as a basis for examining UNICEF's methods and success in working with it; more analyses should be made of UNICEF activities by regions and detailed reports made on selected countries in the region; UNICEF might act as a clearing-house for the collection and dissemination of information on small-scale development activities; there was a need for studies on how to encourage the development of gifted children as leaders of the future society; more evaluation be made of the education and training given to adults in programmes supported by UNICEF. ...

112. While generally welcoming the efforts being made in evaluation, Board members urged that further work should be undertaken in that area, particularly on strengthening the national capacity for evaluation and on laying the basis for more effective and economically sound programming. Members expressed interest in being better informed regarding evaluations that had been made and the effect of those evaluations on the projects.

/...



APPLIED RESEARCH AND STATISTICS

June 1965, E/ICEF/523

[ Criteria for aid for applied research ]

202. The Board had before it a note by the UNICEF secretariat summarizing the previous experience of UNICEF in assistance to applied research, and suggesting some criteria for future aid in this field on the basis of that experience (E/ICEF/514). Applied research, which was research directed to the solution of immediate practical field problems, had been aided by UNICEF in the past in a relatively modest way, in the form of surveys, project assessments, demonstrations, field trials and pilot projects. It had not been UNICEF practice to give aid to basic or fundamental research.

203. In the Board's discussion there was general agreement that while research should not become a major preoccupation of UNICEF, it was desirable for UNICEF to continue to support the efforts of Governments to deal with changing needs and problems, and to solve urgent problems having a direct impact on services for mothers and children, through the use of the best available techniques. It was recognized that there would be some difficulties in determining the particular instances in which UNICEF support could appropriately be given, but those difficulties might perhaps be lessened as experience was accumulated. The regional seminars on planning for children and youth in national development should provide guidelines on the nature of applied research which might be appropriate in that field. Several delegations believed that UNICEF should give greater support to applied research in social paediatrics. It was important to find competent planners to prepare applied research projects, particularly those to be undertaken in developing countries, as otherwise much time, effort and money might be wasted. Care should also be taken to ensure that the findings of applied research projects would have broad practical values of significance to a number of countries. UNICEF field representatives should be encouraged to report any information they had on good research facilities in developing countries in fields of interest to UNICEF. UNICEF should be aware of current research on problems of children and youth, and should encourage the competent agencies and institutions to undertake new research. The representatives of FAO, UNESCO and WHO stated that their agencies were ready to co-operate with UNICEF in its aid for applied research.

204. The Board adopted the following guidelines for UNICEF aid to research:

(a) Long-term basic research (sometimes called "fundamental" research) should not receive UNICEF assistance.

(b) When questions arise out of projects which UNICEF is assisting to which research could make a useful contribution, the Executive Director should draw them to the attention of whatever authorities may be interested in sponsoring the necessary research.

(c) UNICEF may itself give some assistance to applied research, which should be at the practical rather than at the theoretical level. The research should be related to practical problems, the solution of which can bring direct benefits to a significant number of children and youth in a reasonable period of time.

/...

(d) Whenever possible, such applied research should be undertaken in a developing country. However, some problems require investigation in countries with highly developed facilities, and some technical problems are usefully examined in both industrialized and developing countries.

(e) Maximum use should be made of whatever United Nations agencies, including the regional planning institutes, are willing to contribute.

(f) UNICEF aid to applied research should be a subordinate and small part of UNICEF assistance in general.

June 1967, E/ICEF/565

[ Ways to develop children's services ]

20. ... The Executive Director suggested that his efforts to determine which elements of UNICEF aid to a country could best help national services benefiting children would be facilitated by some generally accepted ideas about the best paths for growth of such services. Such ideas had seldom been formulated, and he suggested that UNICEF should co-operate with Government, technical agencies, and non-governmental bodies in assessing the value of various solutions for children's problems. However, doubt was expressed by one delegation as to whether UNICEF should help financially in such research. The Executive Director stated that the UNICEF role, in the first instance, would be to draw the need for such research to the attention of appropriate bodies, and in this connexion Board delegations might be helpful with institutions in their own countries. He believed that it would be premature to take any decision as to the appropriateness of financial assistance by UNICEF in this field. In connexion with research generally, several delegations emphasized the importance of UNICEF support of applied research directed to practical problems, the solution to which would directly enhance the value of UNICEF aid. The possibility of projects incorporating more aid for collection of dependable basic data necessary for planning and assessment was also raised. ...

June 1968, E/ICEF/576

[ Statistics on children's needs and services ]

83. During the general debate one delegation criticized UNICEF expenditures on basic research and fellowships on the ground that the demands on UNICEF's limited funds were so great they should be reserved for action programmes of direct benefit to children. The Executive Director agreed that it was not UNICEF's function to go into basic research in the sectoral fields of health, education, welfare, or vocational training. However, there were important questions relating to children's needs which were of a more general nature and tended to be neglected for that reason. One example criticized related to statistics on children's needs and services. The absence of such accurate statistics was a major handicap in the rational use of countries' and UNICEF's resources for the benefit of children. Therefore, it was in UNICEF's direct programming interests to get questions related to children included in the sample household surveys which many developing countries were adopting. In the Executive Director's opinion if UNICEF was to use its resources as wisely as possible it needed to help developing countries to investigate their children's problems. The major portion of such research should, of course, not be financed by UNICEF; however, he believed that the modest sums provided by UNICEF were justified when related to a better use of UNICEF's aid.

/...

April - May 1970, E/ICEF/605

[ Guidelines for applied research reviewed ]

126. The Board considered the guidelines it had adopted in 1965 for aid to research concerning children's problems (E/ICEF/602, para. 224). The guidelines seemed generally acceptable and there seemed to be no reason to amend them. With regard to the improvement of statistics concerning children, the Executive Director pointed out that in the long run it was something that had to be undertaken at the country level. It involved both technical and operational problems and he believed that UNICEF, along with the technical institutions of the United Nations, had a role to play in helping countries reach that stage. The Board approved a proposed programme for the next year for support of studies and statistics (see report of the Programme Committee (E/ICEF/P/L.1372). ...

April - May 1972, E/ICEF/624

13. Board members welcomed the greater attention being given by UNICEF, in co-operation with other agencies in the United Nations family, to help countries assemble, develop and use statistics on children and youth as a means of bringing about improvements in planning, programming and evaluation.

/...

LOCAL COSTS

June 1961, E/ICEF/431

[ More flexibility in aiding local costs ]

112. Arising from the survey of needs, the Executive Director had recommended to the Board not only a more flexible approach to the determination of types of projects to be aided but also in forms which aid could take. In this spirit he recommended greater flexibility in the provision of UNICEF funds to meet local expenditures for projects where this was the most effective way of aiding the project and funds were not available from other sources (E/ICEF/418).

...  
116. The Board agreed that no particular type of local expenditure should be excluded, but that all proposals should be considered on their individual merits in relation to the needs which the project served, and to the local resources which were available. There was general agreement that the principle of Government "matching" should be maintained.

117. In the light of the discussion the Board decided on the following policy with regard to local costs:

(a) The objective of UNICEF must be to make child care programmes effective, if necessary by providing for local costs as well as by providing imported supplies. The Executive Director would investigate in each set of circumstances the ability of the Government to meet the essential local requirements of a given project, and would recommend the allocation of UNICEF funds to cover those requirements for which the Government was unable to budget. The Executive Director would require assurance that every effort had been made to secure the necessary funds from the Government itself or from bilateral or multilateral funds which might be available to the country, or from voluntary agencies. The provision of funds by UNICEF to meet such costs would be proposed in the event that no other resources could be found to meet the cost of items essential to the successful fruition of the project.

(b) The additional discretion allowed to the Executive Director with respect to UNICEF provisions to cover local costs would be exercised on the understanding that it would not alter the basic principle, namely that the requesting Government should generally assume responsibility for local costs.

(c) The Executive Director would report to future sessions of the Board concerning experience with respect to UNICEF's provision of funds for local costs, recommending from time to time any changes in policy that might appear necessary.

June 1965, E/ICEF/528/Rev.1

[ Analysis of aid for local costs ]

98. The Executive Board had before it an analysis of UNICEF aid in the form of local costs for the three-year period 1962-1964 (E/ICEF/518). In 1961 when it established the current UNICEF policy on provision of local costs, ... the Board had set no special limitation on the percentage of total project allocations which could be used for local costs. It had recognized that once every effort had been made to secure essentially needed local funds from the Governments' own resources, or from bilateral or multilateral funds, or from voluntary agencies, it might still be necessary for UNICEF to provide for some local costs in order to make the project effective.

/...

99. The analysis showed that during the three-year period, 13 per cent of assistance allocations was used for local costs, the largest amounts being used in Africa and Asia. By far the largest part of local costs had been provided as stipends for within-country training programmes. While emphasis had been on the training of auxiliary staff categories, there had been growing attention also to the training of trainers and supervisors. Field reports had shown that for many countries this form of aid had permitted training on a larger scale and in a shorter period of time than would otherwise have been possible. For some types of programmes - education, vocational training, and family and child welfare - the use of local costs for training was often the most effective way for UNICEF support to be given. The experience had been that by and large when the value of a training programme had been demonstrated, increased local financing was forthcoming.

100. UNICEF funds to help meet local expenditures had also been used for salaries, salary supplements and field allowances for key senior personnel where adequate leadership could not be secured without this kind of incentive. In this case, however, UNICEF aid had been limited to a period of a few years, and had been granted only on the understanding that the Government would take over the responsibility after the initial period.

/...

MATCHING

April - May 1970; E/ICEF/605

[ Revised definition of matching principle ]

111. The basic UNICEF policy on matching has been that, with the exception of emergency situations, a Government receiving assistance from UNICEF should undertake responsibility for implementing the project and provide the necessary additional internal resources. The latter became known in UNICEF terminology as "matching" and was generally interpreted to mean that government expenditures related to the project would at least equal the amount of UNICEF aid over the duration of the project. In most cases this constituted no problem since the very nature of the programme almost invariably involved Government expenditure considerably in excess of the UNICEF contribution.

112. In the evolution of this policy it became apparent that there were situations where the application of the matching principle created difficulties, particularly the interpretation that matching should consist of "new" or "additional" expenditures by a country over the duration of the project. Some flexibility was, therefore, introduced in 1960 when the Board agreed that, as long as the main objectives of matching were retained (i.e. adequate government support), the Board would not insist upon rigid formulae. ... **To begin with, this flexibility** applied to individual projects on an ad hoc basis. Later, in June 1965, the Board authorized the provision of "special assistance" by stating its readiness to waive matching requirements where countries lacked the personnel, organization and normal facilities needed to initiate services for children. ...

113. The matching requirements, as originally conceived - with emphasis on "additional" funds from assisted Governments - served for a time to support the efforts of officials and groups in developing countries most actively concerned with establishing and strengthening programmes benefiting children, and helped them to secure budgetary and administrative provisions at various levels of government which might not otherwise have been available.

114. In reviewing the matching principle, the Executive Director pointed out (E/ICEF/602, paras. 209-217) that the present situation differed substantially from that prevailing when the concept of "additional" inputs was elaborated. Most assisted Governments now had some kind of development plan and budget, and the bulk of UNICEF aid was in support of established national programmes being financed from such budgets. For those activities, it was no longer appropriate to speak of matching as an "additional" input from the assisted Government resulting from UNICEF aid; rather, matching should be regarded simply as the government input to which UNICEF aid was directly related, and which was necessary for project implementation. The Executive Director proposed that, in most recommendations for UNICEF assistance, government participation be identified as expenditure to which the UNICEF contribution was directly related, and that that should be regarded as the "matching" contribution.

/...

115. There was general support in the Board for the new definition of matching which, it was felt, reflected more correctly the present situation and was a logical corollary of the country approach being emphasized by UNICEF. A view was expressed that in some respects the term "matching contribution" was a misnomer, since it was the developing country which always carried the major responsibility, and the "contribution" came from UNICEF.

116. It was recognized that there would sometimes be problems in identifying that part of government expenditures to which UNICEF input was directly related. The figures used would be worked out by UNICEF field staff in consultation with the Government, particularly with officials involved with the preparation of the budget or budgets concerned, pinpointing those expenses specifically related to the part of the activity receiving UNICEF support. Where possible a distinction would be made between a Government outlay for capital development, and current costs.

117. The Board approved the new definition of the matching principle as proposed by the Executive Director.

/...

MODEL AGREEMENT WITH GOVERNMENTS

March 1960, E/ICEF/398

[ Revised text ]

133. The Board noted the revised text of the model agreement which the Executive Director intended to use as the basis for negotiating any new country agreements (E/ICEF/60A/CRP/5). . . .

134. The changes in the text, which had been worked out in consultation with the United Nations Office of Legal Affairs, reflect more fully than did the previous model agreement the changed character of aid given by UNICEF, including the greater detail of respective commitments now provided in the plans of operations for individual projects. They also simplify the wording of some of the clauses in the previous model agreement. The Executive Director pointed out that prior agreements would remain in force; they might, if necessary, be amended by an exchange of letters, but Governments with which agreements had already been concluded would not be obliged to conclude new agreements to conform to the new texts.

/...



FINANCIAL ASPECTS

Sources of support

June 1964, E/ICEF/500

11. Income from private and other sources had become increasingly important. ... Private contributions were now adding significantly to UNICEF's resources. They were important also because of their educational effect on the communities in which fund-raising campaigns took place. It was therefore necessary to encourage their increase; however, it was noted that because large-scale fund-raising campaigns could not be repeated each year in some countries, this income constituted a less certain source of revenue than government contributions. Moreover, private fund-raising campaigns, successful as they might be, could not change the main reliance which UNICEF had to place upon Governments for support of its work.

April 1971, E/ICEF/612

36. ... There had been a gratifying rise in UNICEF income. ... Satisfaction over the increase was somewhat qualified, however, since approximately \$9 million represented special contributions for emergency and post-emergency aid and \$2.3 million were contributions for other specified programmes. The Board noted with interest that some of those special contributions were being financed from funds available for bilateral aid. The need for special contributions was great ... and it was hoped that future appeals for contributions would meet with the same generous response. At the same time it was obvious that that kind of income, by its very nature, could not be depended upon for purposes of longer-term programme planning in the same way as regular annual contributions could be.

37. Income from private sources had risen steadily in recent years and appeared now to have stabilized at about 25 per cent of total income. That amount of support, unusual in the United Nations system of organizations, was a tribute to the widespread appeal of UNICEF's work as well as to the imagination and dedication of its supporters, especially the UNICEF National Committees ...

38. Contributions from Governments, however, remained the essential financial base of UNICEF. It was important for regular government contributions to the general resources of UNICEF to be substantially increased if the goal of \$100 million annual income by 1975 was to be achieved. ...

/...

April - May 1973, E/ICEF/629

[ Pledging conference requested ]

138. It was clear to the Board that there was a need for additional resources, not only to meet its current income target of \$100 million by 1975, but, more importantly, to respond more fully to the as yet unmet needs of children. In that connexion the Board recalled that in 1969 it had decided to set a target for 1975 of \$100 million income in contributions from Governments and other donors. At present, it appeared that the prospect of reaching that goal by 1975 was uncertain. Clearly, there was a need for intensified efforts to reach the target.

139. To help meet that need, the Executive Board requested the Economic and Social Council to recommend to the General Assembly that it convene a special pledging conference for UNICEF at an appropriate date in 1974, for pledging voluntary contributions to be made in 1975. The special pledging conference would provide an occasion for a concerted appeal for increased contributions to UNICEF by Governments in 1975 - an appeal reiterated in Economic and Social Council resolution 1709 (LIII) of 28 July 1972 and in General Assembly resolution 3015 (XXVII) of 18 December 1972.

/...

Contributions for special purposes

January 1964, E/ICEF/492

[ Funds-in-trust ]

100. A number of delegations welcomed the trend toward greater use of fund-in-trust arrangements in international aid since it indicated that Governments were beginning to use international agencies as well as bilateral mechanisms to carry out activities in which they had a special interest. It was pointed out that while both bilateral and multi-national aid had their place, sometimes a combination of the two or the supplementing of one by the other would achieve the best possible effect.

101. It was generally recognized in the Board that in accepting contributions for special purposes safeguards were necessary in order to preserve the control of the administering agency in the co-ordination of the agency's general resources. In this latter connexion it was believed to be particularly important that special contributions should be in addition to and not in place of regular contributions. Some delegations continued to have reservations about UNICEF accepting restricted contributions; nevertheless, with the safeguards proposed, they were prepared to accept them subject to a review of their results at a later stage.

102. The delegation of Sweden introduced a draft resolution in connexion with contributions from Governments for special purposes. This was approved by the Board on the understanding that the action was taken on an experimental basis and was subject to review at a later session of the Board. The resolution was as follows:

The Executive Board of UNICEF

Decides that UNICEF, in order to obtain additional funds for projects benefiting children, may accept funds-in-trust contributed by a donor Government or Governments for a particular country or a group of countries at their request for specific types of projects, subject to the following conditions:

(a) That such contributions be accepted only with the previous agreement of the Executive Board,

(b) That the purpose be related to a UNICEF-assisted project or projects,

(c) That such special contribution be a supplement to regular contributions,

(d) That an appropriate charge be made for the servicing of the fund.

Private fund-raising for specific projects

103. The Board agreed with the Executive Director that it was necessary to increase income from private sources, and that this would be greatly facilitated by arrangements which would allow more appeals to be made for specific projects

(in categories outside the Freedom from Hunger Campaign for which the Board in 1961 approved a separate account which was applied to the financing of specific projects), ...

104. The Board therefore decided that UNICEF could allow fund-raising committees to raise funds for any project for which commitments had been approved by the Board, but for which funds had not yet been allocated.

105. If this possibility proved insufficient, committees might assume fund-raising targets with respect to other projects which they would be informed were shortly to be presented to the Board for approval. The actual allocations of funds for the project would be postponed by the Board until the receipt of campaign proceeds, although the project itself would require Board approval. The implementation of the project would proceed, however, and the Executive Director would be authorized to pay accounts, if any, falling due before the receipt of the campaign proceeds. In the event that a fund-raising target was not met, the UNICEF Board would be asked to meet the deficiency from other sources so that the project could be completed in the form approved.

June 1965, E/ICEF/528/Rev.1

[ Adoption of projects by National Committees ]

21. In order to make uniform the administrative procedures for handling the proceeds of the FFHC campaigns for nutrition projects and those of campaigns for other types of projects, the Executive Board agreed that the special account for the proceeds of Freedom from Hunger Campaigns be closed. Henceforth a national committee can arrange to "adopt" for fund raising any project for which assistance is approved by the Board. The committee may undertake to raise funds for an approved commitment against which an allocation has not yet been made; or it may select a project in advance of its presentation to the Board, in which case the Board must be informed, when the project recommendation is submitted for approval, that the committee undertakes to raise the necessary funds or a portion of them, and the Board approves at that stage a commitment rather than an allocation. It is also open to a committee to select for fund raising a project for which the Board has already approved the necessary allocation.

June 1968, E/ICEF/575

100. In the context of the need to increase UNICEF's income substantially the Executive Director in his general progress report (E/ICEF/573 and Corr.1, paras. 150-159) had proposed that the Board broaden its policy so that Governments could make special contributions to UNICEF in addition to their normal level.

103. The main programme categories or fields of aid for which contributions would be receivable were health, nutrition, family and child welfare, education, vocational training, integrated services and emergency aid. Contributions could also be made for functional categories such as training and assessment. The specific project or projects to which the programme category contributions would be charged would come to the Board for allocation in the normal way, either at the next session or, in the case of emergencies, by mail poll.

104. Government contributions to the general resources of UNICEF would continue to be the prime target of fund-raising efforts. The Governments would have to contribute to UNICEF in the normal way at least as much as their general contribution of the preceding year before a special contribution would be receivable. It was the hope of the Executive Director that Governments able to make additional contributions for specific purposes, would consider incorporating the equivalent into their general contribution in a future year.

105. The Board had previously agreed that contributions from private sources could be made for "adopted" projects, i.e. those for which the Board had already made commitments. The Executive Director recommended that if the rules for receiving government contributions for special purposes were approved, they also be similarly broadened for private contributions to include the possibility of contributions for "noted" projects and programme categories.

108. So far as the above-mentioned proposals of the Executive Director for special contributions were concerned the Board decided to accept them on a one-year trial basis, on the understanding that special contributions offered under these proposals would not be actually receivable by UNICEF until the Board gave its agreement by mail poll or at the next Board session.

109. Contributions for emergency situations: An exception was made by the Board for emergency situations which UNICEF might be called upon to face in the next twelve months in Viet-Nam and in other areas, especially the Middle East and Nigeria (see paras. 8 and 74-78). The Board made a special appeal for funds for this purpose, and authorized the Executive Director to receive such funds from both Governments and private sources without additional Board approval. Allocations from such special purpose contributions for specific projects, would, as in the case of all other allocations, need to be put to the Board for approval by the Executive Director, either by mail poll or at the regular Board session.

110. The Board agreed that the whole matter of contributions for special purposes, including emergencies, would be reviewed again by the Board in 1969 on the basis of experience in the meantime.

May 1969, E/ICEF/590

[ Government contributions for special purposes ]

185. Since 1964, it had been possible for contributions from private sources to be made for "adopted" projects, i.e., those which the Board had approved and for which it had already made commitments.

/...

186. At the 1968 session of the Board, the Executive Director proposed that the Board encourage Governments to make additional contributions to UNICEF for specific aspects of UNICEF's work relating either to the customary fields of assistance or to particular projects (E/ICEF/573 and Corr.1, paras. 150 - 159). He suggested that such additional contributions might be receivable from Governments without prior approval by the Board, for the following:

- (a) Projects which the Board had already approved and for which it had taken a commitment;
- (b) "Noted" projects. This category would consist of any projects or extensions of projects "noted" by the Board as worthy of support but for which UNICEF funds were not then available;
- (c) Programme categories: i.e. any field of aid in which the Board was regularly approving projects such as the sectoral categories of health, nutrition, family and child welfare, education, vocational training, integrated services, and emergency aid, or functional categories, such as training.

187. Contributions for specific purposes would not be receivable from a Government unless it had made or pledged a general contribution of at least the same amount as that for the preceding year.

188. Upon receipt of a specific purpose contribution, a proposal for its allocation to a particular project would be submitted to the Board in the usual way, i.e. at a regular session or by mail poll. This step would not be required for (a) above, if the special contribution was for a project for which the Board had already approved the allocation as well as the commitment.

189. At the June 1968 session, the Board accepted these proposals on a one-year trial basis, on the understanding that any specific purpose contribution would not actually be receivable by UNICEF until the Board gave its agreement for its acceptance, either by mail poll or at a regular session of the Board. An exception was made, however, for emergency situations in which the Executive Director was authorized to receive funds from both governmental and private sources without prior approval. ...

190. The Executive Director recommended approval of the proposals as set forth in paragraph 186 above to be applicable to contributions for specific purposes from Governments and private sources. (As indicated in paragraph 185 the proposal in paragraph 186 (a) was already applicable to contributions from private sources.) The Executive Director believed that with the procedures set up it would be possible to avoid any undue distortion in the over-all pattern of UNICEF aid or any reduction in the multilateral character of the UNICEF programme. The main emphasis in fund raising would continue to be for increased contributions from Governments for general purposes. ... The Board adopted the proposals of the Executive Director as set forth in paragraphs 186 -187, subject to the understanding that experience with specific purpose contributions would be reviewed by the Board after a period of three years.

/...

April 1971, E/ICEF/612

36. ... The need for special contributions was great and it was hoped that future appeals for contributions would meet with the same generous response. At the same time it was obvious that that kind of income, by its very nature, could not be depended upon for purposes of longer-term programme planning in the same way as regular annual contributions could be.

April - May 1972, E/ICEF/624

[ Multi-bi co-operation ]

100. Members of the Board noted that UNICEF was active in trying to take advantage of the trend toward a larger measure of multilateralization of development assistance. Several Governments - those of Denmark, Finland, Norway, Sweden and Switzerland - had financed projects from the bilateral aid sectors of their budgets through arrangements with UNICEF for special contributions for "noted" projects or for adopted elements of regular projects. Those special contributions were in addition to regular annual contributions, which in some cases were being substantially increased. Negotiations were under way with the other Governments for that form of "multi-bi" co-operation.

[ Special contributions for emergencies ]

109. The Executive Director recommended that the Board ... allow him to use at his discretion special contributions for emergencies. He was currently authorized to receive those contributions but could not spend them except with approval of the Board. ...

110. The Board approved the recommendation of the Executive Director ...

April - May 1973, E/ICEF/629

[ Transferability of regular resources to noted components of projects for least developed countries. ]

102. The inclusion of "noted" projects in UNICEF-aided country programmes had increased aid to the least developed countries and the disadvantaged areas of those in the middle range, since a number of Governments and other donors were interested in making special contributions for such projects. In that connexion the Executive Director informed the Board that he had found that some donors preferred to support one or more programme elements belonging to the regular rather than the "noted" component of the same project. Under existing procedures, such support, while serving to augment UNICEF's general resources, would not increase the level of UNICEF's assistance to the project. The Executive Director believed that the problem would be solved if he were authorized to transfer from general resources to the "noted" component a sum equivalent to the special contribution for the regular component of the project (see E/ICEF/626, chap. III, paras. 26-28).

103. Most delegations were inclined to support the recommendation of the Executive Director. However, reservations about such interchangeability were raised by several delegations: it tended to weaken the right of the Board to approve programmes; it might complicate relations with the recipient countries and create problems for the secretariat; it might result in an imbalance of assistance in favour of some developing countries.

104. The Board, while noting the reservations of some members, approved, on a trial basis, the proposal of the Executive Director, subject to the understanding that experience would be reviewed after two years. It was further understood that the number of cases in which the facility for interchangeability would be exercised within the same project during the period would be very small and limited to the least developed countries.



Financial plan

June 1965, E/ICEF/528

[ Introduction of financial plan ]

29. In 1961 the Board had modified its financial policy to enable it to expand its aid at a more rapid rate than its income for several years. This was made possible by taking into account prospective income for the next twelve months as well as resources in hand; by allocating to projects only the amounts required for the next twelve-month period; and by reducing the operating fund to a level of working capital sufficient to finance current operations.

30. By the end of 1964 this process had been completed. ... The allocations which the Board could make in June 1965 and at future annual sessions would have to correspond to the income expected during the twelve months ahead and would cover only the amounts needed during that time. In effect, UNICEF was conducting its work programme like an organization with a regular annual budget.

31. The new financial procedures had succeeded in their main objective, namely, making available more aid to children, and the Board considered this an important achievement. The Board agreed that it was no longer necessary to review the procedures annually. It agreed, however, that it would be necessary for it to continue to review annually the current financial operations and financial situation, and the financial targets around which the work had to be organized for the following year.

32. The Board believed that the level of ... the operating fund (i.e. working capital) should be sufficient for current levels of expenditure, provided, however, that the fund was made up of sufficiently liquid assets. There was a tendency for the fund to contain too high a proportion of receivables, especially in the early part of the year. Moreover, some currencies did not fulfil completely the requirements of working capital since they could be spent only when plans to do so had been made considerably in advance. The Board expressed the hope that more Governments would find it possible to pay their pledges earlier in the year, and would take into special consideration, where necessary, the need for their currency contribution to be readily convertible.

June 1967, E/ICEF/563

[ Funds-in-hand as indicator of working capital ]

192 ... The Executive Director therefore proposed that "funds-in-hand", which consisted of cash and short-term investments, be used as the indicator of UNICEF's working capital. This was agreed to by the Board.

/...

April - May 1970, E/ICEF/605

139. The Board agreed as a guideline that funds-in-hand and receivables from Governments at the end of the year should be at a level sufficient to cover one-half the expenditure estimated for the ensuing year. ... The financial plan approved by the Board was designed to increase the liquid assets of UNICEF by increasing the level of funds-in-hand ... and to increase the level of receivables from Governments at the end of the year ...

April 1971, E/ICEF/612

[ Two guidelines ]

139. ... The financial plan ... was partially a target and partially a forecast, ...

140. The financial plan reflected two guidelines: one previously adopted, which provided that funds-in-hand and receivables from governments, constituting UNICEF's working capital, should not be less than half the expenditure expected the following year; and one adopted at the current session, which provided that commitments proposed to the Board at any session should leave not less than 20 per cent of the following year's estimated resources available for new projects and unforeseen needs.

April - May 1972, E/ICEF/624

[ Review by Committee on Administrative and Finance ]

141. The Executive Director agreed with a suggestion that financial planning in terms of the relation of total UNICEF commitments to expected resources be entrusted, in the first instance, to review by the Committee on Administrative Budget. In essence, that would mean that the financial plan presented by the Executive Director in his General Progress Report ... would be on the agenda of the Committee.

/...

Commitments

June 1963, E/ICEF/469

[ Introduction of commitments ]

9. Prior to 1961 allocations were made only when resources were available to cover them. Two or three years normally elapsed before allocations made to most projects were completely utilized. As a result, a considerable reserve of allocated but unspent funds was built up over the years.

10. Taking into account the fact that most Governments contributing to UNICEF were by then doing so on a regular annual basis, the Executive Board in June 1961 decided on more flexible assistance policies and on financial procedures which would put UNICEF resources into more rapid use and also allow it for several years to expand its assistance beyond its income.

11. This was done by abandoning the practice of approving allocations for future instalments of aid; instead allocations were limited to that part of the approved aid which UNICEF field offices would need to call forward in the course of the next twelve months. Moreover, allocations could in part be based on resources expected to become available before the next Board session. In addition, where a Government needed assurance of a specific amount of financial support from UNICEF over a period of years in order for it to undertake long-term financial and administrative arrangements for projects, the Board, through a system of "commitments", could agree to support later stages of the projects. Subsequently, of course, allocations would be required to fulfil these commitments.

12. By the end of 1962 it had become apparent that the objectives of the new assistance policies and financial procedures were being realized. The projects approved in 1961 and 1962 and those in preparation for 1963 and 1964 would put UNICEF resources into full use under the new system and the allocated but unspent funds would be substantially reduced.

...

14. On the basis of the Executive Director's proposals and the recommendations of the Committee on Administrative Budget, the Board reaffirmed the financial policies already partially in effect of making allocations on the basis of anticipated income, thus following budgetary procedures similar to those of organizations with a regular income. ...

/...

January 1964, E/ICEF/492

[ Expenditure in excess of Board approval ]

172. The Board decided ... that the Executive Director should be authorized to make funds available when necessary because of unforeseen circumstances between Board sessions to ensure the continued operation of projects, an over-all ceiling of \$1 million being established for this purpose and the Executive Director being required to report to the Board at each session on his use of this authority.

April-May 1970, E/ICEF/605

[ Annual allocation replaced by "call-forward" procedure ]

107. Simplified procedures for programme allocations have evolved in UNICEF over the past few years. They include the consolidation of related project activities, the bringing forward of recommendations with longer-term commitments, and approval by the Board of lists of annual allocation requirements within approved commitments.

108. At the request of the Board, the Executive Director proposed a scheme for a further simplification of allocation procedures (E/ICEF/602, para. 221). In essence it provided that the Board, on approving a particular project for a number of years, would also authorize the Executive Director to make the necessary expenditure to implement it within the limits of the approved commitment. New commitments would generally be planned for periods of three to five years, or for a term corresponding to the outstanding period of a country's national development plan, and the Board would be asked to approve a commitment for that period. The expenditure expected to be authorized each year for a project would be outlined initially in the recommendation paper submitted for approval by the Board. In approving the project, the Board would authorize the Executive Director to implement the project along the lines indicated in the initial recommendation, without submitting further annual papers. The Executive Director would then authorize expenditures for each year's requirements in accordance with actual progress, as determined by careful field study and the submission to Headquarters of a detailed assistance list prepared in the field. A listing would be submitted to the Board each year showing the amount actually authorized by the Executive Director for each long-term project, as well as the estimated modifications, if any, which were foreseen for the remaining years of the commitment. Where the difference between the amount foreseen in the original recommendation paper for any one year, and the authorization, was substantial (20 per cent or more), a report on the reasons would be appended to the listing.

/...

April 1971, E/ICEF/612

[ Call-forward procedure applied to noted projects ]

43. Under procedures approved by the Board in 1970, programme commitments were generally made for a three- to five-year period. Assistance was called forward by field offices as required by the progress of the project. Under that procedure, call-forwards authorized by the Executive Director took the place of the annual project allocations previously made by the Board. ... The Board agreed that the call-forward procedure would apply to a "Noted" project at such time as financing became available and a detailed plan of operation had been worked out with the government.

/...

BOARD PROCEDURES

Programme Committee as Committee of the Whole

April 1970, E/ICEF/605

163. In recent years more and more members of the Board have wished to be on the Programme Committee in order to participate in the deliberations on individual project recommendations. ...

164. ... The Board decided to convert the Programme Committee into a Committee of the Whole. The Committee would continue its practice of closed meetings with the press and public excluded. States Members of the United Nations or States members of the specialized agencies might attend as Observers. Representatives of UNICEF National Committees and non-governmental organizations having consultative status with UNICEF might also attend as Observers.

April - May 1972, E/ICEF/624

Board approval of project proposals

138. There was a general belief in the Board that too much time was spent in the presentation and review of individual projects. At the same time there was recognition that policy guidance required an understanding of the specific application of existing policies and their effects at the field level, and that that could not be attained without some detailed review by the Board of what was happening in project preparation, support and assessment.

139. The Executive Director proposed tackling the problem essentially by two means: (1) the selection, in accordance with certain criteria, of some projects for presentation to the Board through extended documentation, the contents of which would give an understanding of the project in relation to its benefits for children, government priorities, other United Nations inputs, its implications for UNICEF programme trends and policies, etc.; the remaining projects would be presented to the Board with brief descriptions of no more than one or two paragraphs; and (2) the limiting of oral presentations by the regional directors (a) to over-all statements calling attention to regional developments relating to the interests of UNICEF and to projects which had a bearing on programme trends, and (b) to the introduction of only one or two projects per region, for which extended documentation would have been prepared.

140. The Executive Director believed that the Board should continue to approve project proposals; while he was not adverse to accepting new responsibilities, he believed that if the Board did not maintain responsibility for project approval its consideration of projects would gradually diminish and its discussion of policy would tend to become less substantive. ...

...

148. The Board approved the recommendations of the Executive Director with regard to the conduct of business ...

/...

ADMINISTRATIVE AND PROGRAMME SUPPORT BUDGETS

May 1969, E/ICEF/590

[ Workload components ]

204. The Board noted that the Committee had discussed workload changes of a qualitative nature. The progressive movement from a project approach to a country approach added two new dimensions to the work of UNICEF. The first of these was information and discussion to help the country take account of children and youth in its development effort. It was brought out by several delegations that Governments were increasingly, finding the help of UNICEF staff in this work and in project preparation to be of considerable value, and they regarded it as an important aspect of the aid provided by UNICEF. The second new dimension was an effort to encourage the deployment of external sources of aid additional to UNICEF's for the support of projects benefiting children.

205. The older and continuing function of direct co-operation in projects was also growing more complicated. It was important to ascertain how a proposed project fitted into the country's general pattern of services benefiting children and youth, and how it might lead to an expanded national and local effort. This imposed on UNICEF field staff the need for a more careful study of development opportunities for improving the situation of children and youth, and a more careful consideration of country priorities. It had also led to many more multi-disciplinary projects, requiring the co-operation of several Ministries as well as several international agencies. In line with this, UNICEF representatives were expected to stimulate more use of national resources for project preparation; to see to it that there were better periodic reviews of project operations; and to try to get applied in each country the appropriate Board policy guidelines for the different types of programme. In addition, emergency assistance which had been increasing, required additional operational work from UNICEF staff. It was also necessary for UNICEF to report back more fully on projects for which special contributions were being used, and generally to expand UNICEF relations with the appropriate services of donor countries. In the light of the above, considerable stress was laid in the Committee discussion on the importance of having staff of high quality and of providing salaries sufficiently attractive for the recruitment of such staff.

206. The Board was appreciative of the efforts of the Executive Director to keep the number of posts at about the same level and to achieve a more efficient organization. However, concern was expressed by some delegations that the costs of the establishment were increasing both in absolute amount and as a ratio of total expenditure. ...

207. Some delegations believed that the costs could be considered to be at a reasonable level, if account were taken of the need to cope with more complex programme activities and of some workload components which were not measured by recorded expenditures. Included in the latter was work for the preparation of "noted" projects ... the handling of donations in kind, mostly foodstuffs, ... and reimbursable procurement for Governments ...

/...

[ Distinction between administrative services and programme support ]

208. It was pointed out that the consideration of the administrative budget estimates and the operational services estimates together tended to lead to the conclusion that these two together represented "overhead". However this was misleading. Certain UNICEF "operational" costs \*/ were comparable to programme expenditures of some other agencies. Most of the rise in the combined ratio was due to the rise in operational expenditures. The ratio of administrative costs, which might be considered a fairer measure of overhead, had remained fairly constant in the past decade.

209. It was noted, however, that the distinction between administrative and operational services in certain areas was not clear, and it would, therefore, be desirable for the Committee to review the present basis for calculating operational and administrative costs. This would be done at its next session on the basis of an analysis to be presented by the Executive Director.

April 1970, E/ICEF/605

146. The Board noted the discussion in the Committee on Administrative Budget on the basis used for distinguishing between administrative and operational services. While there were some differences between the basis used by UNICEF and UNDP, they were only marginal; if the UNICEF breakdown were recast to accord with UNDP practice, the difference in monetary totals would be insignificant. While this was recognized, the view was expressed in the Committee that it would be desirable if the same criteria and terminology were used by both UNICEF and UNDP.

147. Attention was directed to the fact that the Capacity Study recommended a division between "programme support" and "administrative services" that paralleled closely the division in UNICEF between "operational services" and "administrative services". The Capacity Study stated that "programme support" services should be considered as part of programme costs and not of general "administrative costs" ... In the Committee discussion costs and not pointed out that the analogous UNICEF "operational services" were often not distinguished from administrative costs, as they properly should be.

---

\*/ The following are considered operational costs:

- (a) The cost of personnel and related services of offices of Resident Directors and UNICEF Representatives, whose staff are in direct contact with Governments.
- (b) The cost of personnel and related services of the food conservation and engineering services who are advising Governments.
- (c) The cost of personnel and related services of the procurement and shipping operations.



April 1971, E/ICEF/612

[ Ratio of budgetary to total expenditure ]

145. ... One question about which concern was expressed by some delegations both in the Board and the Committee was the increase in budgetary costs, particularly personnel costs. Since UNICEF had no control over salary scales and other statutory increases, it was felt that closer attention should be given to the other main factor - the numbers of staff - in order to ensure that they were kept to a minimum; to the greatest possible extent UNICEF funds should go for assistance to children.

146. The Executive Director emphasized that programme support services were part of direct assistance and were essential both for the preparation of good projects and for their efficient implementation. ... Several delegations in discussing substantive issues in the Board shared the opinion of the Executive Director that UNICEF should enlarge its staff to cope better with new problems and expanding operations. The Committee was informed that no guidelines existed in the United Nations system for the ratios of expenditures for programme support services and administrative services to total expenditure. Some delegations reaffirmed their view that the combined total of programme support and administrative expenses should not exceed 20 per cent of total expenditure.

April 1972, E/ICEF/624

125. ... Two main points of view emerged, ... Some delegations were concerned about the steadily rising budget, especially for staff increases, and felt that special care should be taken by the Executive Director to ensure maximum economies in the preparation of 1974 estimates. Other delegations commended UNICEF for the efficiency of its operations and felt that the budget estimates were relatively modest in view of the new responsibilities of UNICEF field operations desired by the Board. Some delegations, and also the Executive Director, emphasized the importance of distinguishing between purely administrative costs, and expenditures for programme support which were increasingly being welcomed by developing countries as part of UNICEF's assistance to them.

[ Use of national personnel and of volunteers. ]

128. Other matters noted in the Committee's consideration of the budget estimates included the greater use UNICEF was beginning to make of experts within the countries aided, the extensive use of national staff in field offices, and the use of programme associates (volunteers) to assist in the observation and implementation of programmes ...

/...

April 1973, 'E/ICEF/629

[ Management survey ]

142. Included in the 1973 administrative budget was provision for an overview survey of the organization to be undertaken by a firm of management consultants with the broad objective of determining how UNICEF might secure more benefits for children for each unit of money and time spent. Related to that was the general agreement in the Committee and the Board on the need for a long-term staffing policy, which would take into account the fact that assisted countries were increasingly regarding UNICEF programme support staff as an integral part of UNICEF aid, the increasing responsibilities of field staff in linking UNICEF aid to national development and the increasing average age of the present staff. There was general agreement on the need for more women in senior staff positions; a higher proportion of professional staff from developing countries; more national officers; and more volunteers, especially at the village level.

/...

USE OF VOLUNTEERS

June 1968, E/ICEF/576

[ Expanding use of volunteers ]

21. Included also in steps to improve project implementation was a closer association with volunteer resources. The main interest of UNICEF was to encourage national volunteers such as organized youth corps, health corps, women's clubs, and professional associations to participate in their country's programmes. This could be done by helping finance the training of volunteers who would come to work in projects benefiting children. A related means of strengthening field operations was the use of a small number of volunteers to supplement UNICEF field staff ...

...

125. The Executive Director pointed out in his budget estimates that the use of volunteers under the principles adopted by the Economic and Social Council in 1961 (resolution 849 (XXXII)) offered possibilities for strengthening UNICEF field operations. Some volunteers from government volunteer corps undertaking overseas assignments could be assigned to UNICEF field offices, with the staff costs of the volunteers reimbursed in full by the Government providing volunteers. They could strengthen services to projects. The number of volunteers prepared to be used was relatively small, perhaps about ten in 1969. Some tentative steps had already been taken to seek agreements with possible donor Governments. The services of each volunteer would be for a limited period of up to two years. UNICEF on occasion also benefited from the availability of volunteers from non-governmental agencies.

May 1969, E/ICEF/590

[ Assistance to national volunteer schemes ]

59. During the past year UNICEF had sought to establish a more active relationship with some of the main organizations and Governments which send volunteers into service in developing countries. The Executive Director hoped to use some of these as associate staff members in UNICEF field offices where they would act as expeditors, supply officers, and help with the implementation of projects in the field.

60. The Board recognized, however, that the most important way in which volunteer effort could provide programme support was through the wider use of national volunteers in their own countries. Such volunteers had played a key role in a number of projects aided by UNICEF over the years, particularly those involving women's clubs in rural community development, programmes for youth and applied nutrition projects. It was suggested that more could be done to encourage this, particularly through helping to train volunteers who would work in projects benefiting children.

/...

April 1971, E/ICEF/612

147. The question of the use of volunteers was also discussed in the Committee and the Board. There was general agreement that UNICEF should help countries to train their own national volunteers for services benefiting children as part of UNICEF's efforts to increase local voluntary and community support for projects. A small number of volunteers were also working in UNICEF field offices; they were volunteers in the sense that they were sponsored by governments or voluntary organizations, but they functioned as junior professional members of the UNICEF staff. Some delegations hoped that arrangement would grow; others felt that, to the extent possible, nationals of the country itself should be used; that would be more desirable and less costly than the use of expatriate volunteers. It was pointed out that UNICEF was the first of the international organizations to employ national staff at the professional level in their own countries.

April - May 1972, E/ICEF/624

94. The Board noted that UNICEF had used a small number of volunteers to assist in field observation, supply operations and the provision of certain technical skills (e.g. food distribution and vehicle maintenance) as well as in relief operations ... While maintaining its direct contacts with the various donor agencies that had been sponsoring volunteers for UNICEF field operations, UNICEF hoped to strengthen its ties with the United Nations Volunteers (UNV) and increase the number of volunteers assigned to it by UNV.

/...

UNICEF NATIONAL COMMITTEES AND NON-GOVERNMENTAL ORGANIZATIONS

June 1961, E/ICEF/431

[ Participation of national voluntary agencies in projects ]

32. The Board noted that one-third of the projects submitted to the Board at this session involved participation by voluntary agencies within the country concerned. The participation of voluntary groups was, in the opinion of several delegations, important for the development of strong national programmes for children. This point was also emphasized in a number of statements made to the Board by non-governmental organizations. ... Attention was also directed to the fact that non-governmental organizations including National Committees for UNICEF, could materially assist in their own countries in publicizing the needs of children and the work of UNICEF, and in organizing fund-raising activities. This required consultation regarding UNICEF publicity and other activities affecting their work.

January 1964, E/ICEF/492

[ Relationship with UNICEF National Committees ]

155. The important role played by UNICEF National Committees in obtaining a greater public understanding of the serious problems of children in developing areas and the ways in which they could be met has been referred to elsewhere in this report. ... The Board believed that it would be helpful if it were regularly informed of the activities and views of National Committees. It was gratified that so many representatives of National Committees had been able to attend the Board session ... It recognized, however, that while representatives of National Committees had from time to time made statements to the Board, no formal relationship had been established.

156. The Board decided therefore to accord a "co-operative relationship" with UNICEF National Committees either individually or acting as a collective group (or groups). They would have the privilege of being seated at the Board sessions, circulating statements, and, with the agreement of the Chairman, of making oral statements. It was agreed that the oral and written statements of the National Committees would be confined to the general problems facing them and to such matters as questions of national or international fund-raising campaigns, public information activities, and greeting cards.

...

158. The Board was informed that the Executive Director, during the course of the session and after consultations with representatives of National Committees, had approved a statement of standards for UNICEF National Committees which covered their purposes, organization, financing, policy with regard to private fund-raising and relationship to UNICEF.

[ Role of non-governmental organizations in planning for children ]

159. Immediately preceding the Board session, on 10-12 January 1964, the International Council of Women sponsored a seminar in Bangkok, with the help of the Thailand National Council of Women and in co-operation with UNICEF, on "The role of non-governmental organizations in planning for children and youth in national development". The International Council of Women, which has consultative

/...

status with the Executive Board, invited the other non-governmental organizations having such status to send representatives. The seminar was attended by sixty-six participants representing forty-one organizations, and by nine observers. A number of background papers had been prepared for the seminar.

160. The report of the seminar presented to the Executive Board of UNICEF (E/ICEF/NGO/85) pointed out that certain principles had emerged from the discussion of co-operation between non-governmental organizations, Governments, and UNICEF. It was necessary, for example, for non-governmental organizations to co-operate among themselves and with Governments throughout the planning process; to determine their own priorities and evaluate their own activities; to be fully informed about their own field and familiar with the procedures and terminology in use in government departments and international agencies; and to improve the quality of their own work in order to meet their responsibilities.

161. The activities involving special responsibilities of non-governmental agencies included the following: the development of, and participation in, over-all planning groups; the carrying out of surveys and research projects concerning needs, resources, and the applicability of programmes; the evaluation of existing programmes to meet changing needs; the continuation of training programmes, including those for professional and volunteer workers in the social services; the placing of special emphasis on parent education, especially of mothers, through the use of all means of education and information; the development of programmes recognizing the importance of family life as the best milieu for the growth of the "whole child" and the importance of preventive and protective measures for the normal child; the wide-spread dissemination of information material which has been prepared by Governments and non-governmental organizations working together; and the recruitment of technicians and experts, on the basis not only of their professional qualifications but of their personality. Patience and continued effort were required in planning and co-ordination, and in all forms of co-operative work.

162. The seminar recognized that non-governmental organizations have a responsibility to encourage Governments to take the necessary steps to utilize UNICEF resources effectively, and that such organizations should use their influence with Governments to ensure a more unified approach to work for children and youth. However, non-governmental organizations were also acutely aware that both Governments and UNICEF had an obligation and responsibility to utilize to the fullest extent the unique contribution that non-governmental organizations could make in the field of child care, and urged greater regional and national co-operation with those organizations. Moreover, non-governmental organizations had an important role to play in pioneering, experimentation and the carrying forward of types of work which had a direct appeal to people's hearts.

163. In the Board's discussion of this report, there was general agreement that the seminar had marked an important step in the co-operation of non-governmental organizations with Governments and UNICEF by laying down a series of principles and goals which formed a solid basis for future work. The Board recognized the value of the efforts of voluntary organizations to persuade people to take an active part in promoting their own interests and it expressed its deep appreciation to the International Council of Women for sponsoring the seminar.

June 1967, E/ICEF/563

23. Appreciation was expressed by a number of delegates at the growing involvement of non-governmental organizations and voluntary effort in UNICEF assisted projects - a number of aspects of which were drawn to the Board's attention by the Executive Director, the regional Directors, the report of the NGO Committee on UNICEF (E/ICEF/NGO/108), and statements of several non-governmental organizations. ... This involvement of non-governmental organizations was especially important in bringing new knowledge and understanding to mothers, in reaching the young child, in developing community activities, in training, and in pioneering activities. It was felt that the possibilities of non-governmental organizations supplementing or complementing UNICEF-aided programmes required greater attention. The enthusiasm and concern of voluntary agencies and volunteers could be an important source for such matters as focusing attention on neglected problems, organizing projects, extending the reach of government programmes, and providing local support on a continuing basis, both during the period of international aid and afterward.

April - May 1970, E/ICEF/605

[ Discussion of complementary assistance policies ]

16. ... A closer relationship is being developed with non-governmental organizations in order to bring outside aid, which might be available from them, into line with what is being done by UNICEF for children in the context of governmental priorities and the promotion of national development. ...

April 1971, E/ICEF/612

[ Links with the public ]

40. ... Both the Secretary-General and the Chairman referred to the direct links between UNICEF and the public, largely through UNICEF National Committees and non-governmental organizations. ... The extent to which the partnership between UNICEF and the public had developed was indicated in a number of ways in the course of the session. By means of television, pictures and print, more people in more countries had received information about the needs of children in developing countries and the work of UNICEF than in any previous year. Those **educational efforts** inevitably helped to influence public opinion not only as far as the work of UNICEF was concerned but also with regard to co-operation by industrialized countries generally in investment in human resources in the developing countries. In direct fund-raising, National Committees had been very effective in the last ten years, channelling more than \$73 million to UNICEF (including \$26 million in net proceeds from the sale of greeting cards) ... During the past year they had been particularly responsive to UNICEF's appeals for funds for emergency and rehabilitation programmes and they were increasingly adopting long-range projects. ... The Board expressed its appreciation to the National Committees for the important work they were doing.

41. Board members were also glad to see that a more active relationship was developing between UNICEF and international non-governmental organizations, and through them their national affiliates, in both developing and developed countries. ... A good basis was being laid for progress in working together to provide direct services to children, in developing a greater public understanding of the need for those services, in fund-raising and in providing to UNICEF opinion and advice on matters in which non-governmental organizations had special experience.

April - May 1973, E/ICEF/629

[ Public understanding of needs of children ]

8. While the attainment of the \$100 million income goal in 1975 depended mainly on the response of Governments, the Board was highly appreciative of the important role of the 30 or so UNICEF national committees - almost entirely in the industrialized countries - which did much to bring about a greater understanding of the needs of children in developing countries and of the work of UNICEF, and, in most cases, handled greeting card sales and organized fund-raising for UNICEF. The Board also welcomed the substantial progress being made to develop closer relations with non-governmental organizations, both through the Non-Governmental Organizations Committee on UNICEF and through individual international non-governmental organizations and their national affiliates. ...

/...



PUBLIC INFORMATION POLICY

May 1966, E/ICEF/548/Rev.1

[ Review of public information policy ]

202. The Executive Director submitted a report on public information policy and objectives (E/ICEF/L.1265) in response to a request which had previously been made by the Board. The report pointed out that UNICEF public information activities have two objectives. One was to create an informed and concerned body of public opinion in both the industrialized and the developing countries that would be aware of, and responsive to, the needs of children and youth. The second objective was to secure increased financial support for the work of UNICEF from both governmental and private sources. Since the needs of children were greater than could be met from all available resources it was hoped that UNICEF information might also lead bilateral aid agencies, voluntary agencies, foundations, etc. to use more of their resources on behalf of children. Two emphases on the situation of children and youth in developing countries needed to be presented. One was concerned with opportunities for investment in the preparation of the rising generation so that they could contribute to national development. This was of particular importance for Government contributions. The second was concerned with the protection of children and youth - a humanitarian emphasis more directly related to private fund-raising.

203. The report discussed the role of UNICEF National Committees as one of the main channels for assessing information needs and for distributing informational materials. It also dealt with the production of information materials based upon field sources; on the preparation of materials for use in various regions and for different audiences; on the choice of media and placement; and on the role of greeting card promotion. There was need to organize a better flow of information material from the field, both generally, and especially for projects adopted for fund-raising by National Committees. More material was needed for television; for school use and for children and youth; and for articles in professional journals and those reaching opinion-leaders. The UNICEF organization needed to be geared to collect and produce "core" material which would be translated, adapted, and placed or distributed by National Committees and UNICEF staff. It was important for UNICEF to rely upon the competence and good will of the press, radio, television and film industries and to involve them in the production of materials about children in developing countries for their own use.

204. During the course of the Board session the Executive Director's Consultative Panel on Public Information met and after reviewing the report gave it general endorsement. The report was then approved by the Executive Board. ...

April - May 1973, E/ICEF/629

[ Project support communication ]

99. Recently there had also been a considerable growth of project support communication activities, which aimed at getting people involved in UNICEF-assisted projects in a planned and systematic way. It was reflected in the increase of communication support elements incorporated in project recommendations coming to the Board for approval. Some of the projects were aimed at helping to ensure closer contact within the programme between the central and intermediate levels and the periphery, others were to help pinpoint the target beneficiary group and develop the most appropriate channels for reaching it, still others were for training workers in communication techniques.