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UNITED NATIONS CHILDREN'S FUND  
Executive Board

EXECUTIVE BOARD POLICY DECISIONS

A compilation of excerpts from reports of the Board, 1978-1979

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## Introduction

The present document gives excerpts from Executive Board reports on its 1978 and 1979 sessions, classified by subject. It is the fourth in a series of such excerpts. \*

The documents containing these excerpts, when taken together, not only provide a record of main policy discussions and actions but also indicate their evolution.

The excerpts contain references to the documents on which the Board discussions and action were based, thus providing a more complete source of reference for those wishing to pursue any particular subject in more detail.

An additional basic reference source, by subject, for Board members is the "Overview of UNICEF policies, organization and working methods". This document is up-dated annually. The latest version, incorporating decisions taken at the 1979 Board session, is issued as E/ICEF/CRP/79-2.

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\* 1946-1959, E/ICEF/337/Rev.2; 1960-1973, E/ICEF/L.1309; 1974-1977, E/ICEF/L.1309/Add.1.

I. PROGRAMME MATTERS

A. General objectives and guidelines

May 1978, E/ICEF/655

Message of the Executive Board to the General  
Assembly at its tenth special session,  
devoted to disarmament

...

13. At the conclusion of its session the Board unanimously adopted the following message to be transmitted to the General Assembly at its tenth special session, devoted to disarmament:

(a) The Executive Board of UNICEF, meeting under the same roof as the General Assembly, at its tenth special session, devoted to disarmament, and discussing new plans for promoting the well-being of children in developing countries, wishes the General Assembly success in its difficult task of devising concrete ways to reduce armaments in the world and to promote peaceful relations between nations. The Board feels that, at different levels, both the special session of the Assembly and the UNICEF Executive Board are working in the best interests of future generations.

(b) The General Assembly, in its resolution 31/169 of 21 December 1976, proclaimed 1979 as the International Year of the Child. In the resolution the Assembly urges Governments to expand their efforts to provide lasting improvements in the well-being of their children. Many Governments are making plans in that direction.

(c) The unmet needs of the world's children are immense. In the developing countries with which UNICEF co-operates, on the average:

- (i) The infant mortality rate is eight times that of the industrialized countries;
- (ii) Malnutrition affects one quarter of all children;
- (iii) Less than one half the children of primary school age attend school;
- (iv) Less than 20 per cent of rural children have access to adequate health facilities.

(d) The UNICEF Executive Board expresses the hope that, during the deliberations at the tenth special session, the participants will have ever in mind the objective of all Governments to provide safer, more

constructive lives for the children who will be the world citizens of tomorrow. One means to this end is a reduction of the dangerous and crushing burden of armaments; another is the provision of adequate services to meet the essential needs of the younger generations.

(e) The Board therefore appeals to the General Assembly to take, at the special session, whatever steps it appropriately can in order to assure that there may be a reduction of expenditures on armaments so that a portion of the savings can be channelled through national or multinational programmes towards meeting the minimum requirements of children everywhere - adequate nutrition, safe water, primary health care and suitable education. These are entitlements under the Declaration of the Rights of the Child... and are based equally on the principles of humanitarianism and the pragmatic necessities for sustained development.

#### The needs of children and economic development \*

14. In the introduction to his general progress report (E/ICEF/654 (Part I), paras. 2-3) the Executive Director commented on the belief held by many government officials, economists and others, that the needs of children in the developing world were so vast that there was little point in trying to address them seriously until some of the more urgent problems of economic development had been resolved. He did not share that view. He was convinced that with increased and imaginative efforts, and with investments well within current world capacities, it was perfectly possible to make decisive progress, within the next two decades, toward giving children a good start in life - even in the poorest and most deprived areas of the world. A growing number of voices were now expressing the same conviction.

15. That view supported - and was supported by - certain principles of the new international economic order. In addition to its main emphasis on equity among countries in international financial and economic matters, there were also other themes in the new international economic order dealing with equity within countries and with self-reliance. The achievement of those goals depended, as a pre-condition, on children receiving the essential care, protection and preparation they required. Only then could they take advantage of increased opportunities to realize their potential and participate fully in the development of their community and society, within a system of world order which enlightened adults were struggling to bring about. Preparation of the younger generation was absolutely essential for sustained economic progress. Efforts toward that end were, therefore, not in competition with, but complementary to, the more immediate goals of the new international economic order. UNICEF field staff were finding that the basic services approach was meeting with increasing interest in many developing countries and was being incorporated into their planning efforts. Those countries considered that the strategy, if correctly applied, could help them to meet some of the basic needs of their population, especially children and others at present underserved, and also provide an effective stimulant to local development.

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\* See also excerpts from May-June 1979 Board report, paras. 42 and 45, page 11 and para. 74(1) page 22.

16. ... As evidenced by the reports to the Board on the progress of programmes in many countries, UNICEF had played a useful role, and some favourable changes were taking place in the attitudes of the international community regarding the importance of improving the condition of children in the context of development.

May-June 1979, E/ICEF/661

Views of the Executive Director

18. In view of his retirement at the end of the year, the Executive Director in his opening statement shared with the Board some of his thoughts about the evolution of UNICEF's co-operation with developing countries and some ideas about the future. These are set forth below.

A perspective on UNICEF's co-operation

19. At the time the Executive Director came to UNICEF in 1965, it was no longer solely a humanitarian agency, important as that aspect was; it had come to see its co-operation with developing countries as a contribution to their development. This view continued to predominate during the 14 following years as conditions changed in the world, as UNICEF learned from experience and as the possibilities of new activities opened up and new approaches became desirable and possible.

20. In the 1960s, UNICEF began to move away from the "sectoral" approach, and to work more and more with Governments to determine what were the greatest needs of their children and the priorities in each country. This came to be called the "country approach". The intention was to tailor programmes of co-operation to the needs of a particular area. It was then that the idea that policies and programmes affecting children should be taken into account in the national development effort acquired more and more strength and acceptance.

21. A logical follow-up of the "country approach", and of the pressure for taking account of children in national development plans, was to help countries to co-ordinate, for maximum impact, their various services for children. Experience constantly demonstrated the interrelation of the different factors affecting the condition of the young. This interrelationship required the involvement of a number of government ministries and of responsible authorities at various levels, including the concerned communities.

22. All through the 1970s there was a growing awareness, in both developing and industrialized countries, of the importance of the social aspects of development, particularly regarding programmes benefiting children. During the same period, the devastating and pervasive effect of poverty on the situation of the very young came to be better understood. It became evident to UNICEF that its work should focus more and more on programmes in the low-income countries and on deprived areas within countries.

23. A number of developing countries had been experimenting with basic or community-based services, and as a result of decisions taken by the Board and endorsed by the General Assembly in the 1970s, this concept had become the main feature both of UNICEF's advocacy role and of its co-operation in programmes. The concept essentially called for the active participation of the inhabitants of each community in the local planning, control and support of basic services related to the problems they were facing, particularly in the fields of primary health care, nutrition, clean water, the care of young children, responsible parenthood, basic education and the advancement of women. Local, district and national authorities needed, of course, to give their support and guidance.

24. The increased efforts of the developing countries to make services for children part of their general development plans were bringing about many changes in UNICEF's work. One of them was the greater involvement of field officers in working with Governments in the planning and design of programmes. The Executive Director felt it to be a tribute to UNICEF staff that a growing number of Governments should now want them to work directly with subnational authorities, at the regional or district level. This has added a new dimension to UNICEF's task with more work at different echelons, requiring more staff, with increasingly diversified qualifications.

25. The Executive Director also referred to the continuing importance of UNICEF's work in emergencies caused by natural or man-made disasters, including UNICEF's capacity for rapid procurement and the movement of a wide range of supplies. It tried, whenever possible, to concentrate on rehabilitation following disasters.

#### Thoughts about UNICEF's future

26. The Executive Director expressed the following thoughts about UNICEF's future:

(a) Barring unforeseen world events or radical transformations within the United Nations system, UNICEF should continue to pursue its task along the general lines already set by the Board;

(b) It was essential that UNICEF should continue to retain its flexibility and responsiveness in the conduct of its work and its co-operation with developing countries;

(c) UNICEF should keep its distinct identity and relative autonomy, the latter helping to make its flexibility possible;

(d) UNICEF should continue to remain non-political, both in its general policies and in its day-to-day operations;

(e) As the developing countries increased their productive capacities, the nature of UNICEF co-operation was changing; requests for assistance in the design and implementation of services would probably grow at a faster pace than the need for supplies and equipment. This might require certain changes, and possibly increases, in staff.



196. In addition the Executive Director felt that UNICEF should pursue the increasing opportunities for seeking effective co-operation with bilateral and other sources of aid for the implementation of programmes which UNICEF could not fund by itself. Some Governments whose budgets for international agencies were limited had resources for bilateral aid which sometimes were not fully used. He felt that UNICEF should increase its efforts to co-operate with the representatives of such Governments in the field in order to examine how some of those resources could be channelled into programmes benefiting children, either through UNICEF or on a bilateral basis. Additionally, UNICEF would give increasing attention to the possibilities of encouraging or arranging financial support by other multilateral agencies and financial institutions for services benefiting children.

197. The Executive Director believed that developments along these lines could greatly improve the prospects of realizing targets of country coverage of services benefiting children in many more countries than would otherwise be possible. UNICEF staff, instead of just helping to prepare programmes in which UNICEF resources were the main external support, would be ready to join in the preparation of programmes that went far beyond UNICEF's financial capacity to assist. Organizations of external co-operation would be invited by the country to contribute to the preparation of the programme, and some, but not necessarily all of them, would help to provide the funding... While this larger task would not, of course, fall on UNICEF alone, it would require a change of approach by UNICEF field staff and there would be some increase in workload.

...

199. ...In connexion with UNICEF co-operation with bilateral aid sources ... it was pointed out that both UNICEF's general experience and that of its field personnel in relevant social development sectors might well provide a valuable contribution to the preparation of comprehensive programmes submitted for bilateral funding.

B, Medium-term work plan

May 1978, E/ICEF/655

28. In response to a request of the Board at its 1977 session, the Executive Director prepared a report on the feasibility of a medium-term work plan (E/ICEF/L.1383). The main reason for the request was the belief that forward planning by the organization would be improved by developing a firmer programme of work which would be based upon needs and programme possibilities on the one hand, and the revenue which could be reasonably expected, on the other hand. It was suggested that the Executive Director study the feasibility of preparing each year for Board consideration a three-year plan which would relate financial, budget and personnel planning in a more explicit and systematic way to revenue and project forecasts. The revenue projections would distinguish between general resources and supplementary funds. The plan would operate on a rolling basis and would be updated and revised annually, with the oldest year dropped and a new year added.

29. In his report to the Board, the Executive Director concluded that it would be feasible and desirable to present to the Board annually a plan covering the preceding year, the current year and three years ahead, thus covering a five-year period. The plan would replace UNICEF's current financial plan. ... The objective of the plan would be to serve the Executive Board in carrying out its responsibilities for oversight of the financing of UNICEF, for policies of co-operation in programmes, for the review of operations and administration, and for approving new commitments. The plan would serve the UNICEF secretariat as an operational tool in planning over-all activities. In addition, the plan was expected to be helpful to donors, and to the UNICEF secretariat in its fund-raising efforts.

30. As a separate document, the plan would facilitate a comprehensive review of current UNICEF operations as well as projections. The general context of the plan would be the situation and needs of children, the opportunities for action to improve their situation, and UNICEF's longer-term goals extending beyond the period covered by the plan. Improvement of the situation of children was usually a long-term process and a medium-term plan would enable UNICEF to increase support for programme co-operation over a period of several years, fitting it into each country's entire planning period whenever possible.

...

33. The concept of a medium-term plan was generally welcomed by delegations as a means for recording UNICEF performance, an aid to the Board in its decisions on policy direction and a management tool for the UNICEF secretariat...

...

39. In addition to its conclusions about revenue targets ... the Board adopted the following conclusions regarding a medium-term work plan:

(a) The Board concluded that a medium-term work plan should be prepared for the next session along the lines of the concept indicated in the report on the feasibility of a medium-term work plan (E/ICEF/L.1383) taking into account the conclusions relating to revenue targets, and the observations below.

(b) The Board noted that the medium-term work plan will preserve UNICEF's flexibility since it is to be prepared on a rolling basis and amended annually in the light of experience and information gained during the preceding year. This is necessary since UNICEF depends on voluntary contributions for its revenues, and in its programme activities seeks to work within the context of the planning periods of the countries with which it co-operates.

(c) The Board noted the proposals by some delegations to base the medium-term plan on programme formulations and projections and on financial projections. The Board also noted proposals by other delegations that the medium-term work plan should be as simple as possible. The various proposals would require further review by the secretariat, taking account of other proposals for simpler and more convenient documents.

(d) The Board noted that the format would be further reviewed at the 1979 session.

May-June 1979, E/ICEF/661

The plan document

28. The Board had before it a medium-term work plan (E/ICEF/L.1392) - a first attempt to prepare a programmatic plan as distinct from the financial plans which had been in use for some years. The five-year cycle of the work plan consisted of the preceding year, 1978, to allow for a review of past operations, the current year, 1979, and three future years, 1980-1982. Reflecting the character of UNICEF as a funding agency whose work depended in the final analysis upon decisions made by Governments about programmes with which UNICEF could co-operate, it provided, in the view of the Executive Director, "a framework of projections". Its purpose was to serve the Board in carrying out its responsibilities for overseeing the financing of UNICEF; for setting policies of co-operation in programmes; for the review of operations and administration; and for approving new commitments. It was also intended to serve the UNICEF secretariat as an operational tool in planning over-all activities. In addition, the plan was expected to be helpful to donors. The plan document was relatively short but referred to other documentation before the Board that presented the basis for necessary decisions.

...

## Board discussion

32. The Board recognized that the proposed medium-term work plan differed from the medium-term plan used by some other organizations in the United Nations because it could not be based on firm commitments of contributions, and because its programme commitments did not depend on UNICEF alone but were linked with the decisions and planning periods of the countries in which it co-operated in programmes. A number of delegations considered the framework of projections as a sufficient basis for planning UNICEF's work. On the contributions side, some of these delegations explained that their Governments were not in a position to make multi-year pledges. A number of delegations, on the other hand, considered that UNICEF should strive to achieve a real plan. In particular, they considered it necessary, in order to achieve firmer work planning, to have a better insight into future government contributions.

33. Whether the plan should continue to be a "rolling" plan, as decided at the 1978 session, was also discussed. Inspector Bertrand of the Joint Inspection Unit in his report ... had suggested a "fixed horizon" rather than a "rolling" plan because it was "not advisable to have the planning operation recur at unduly short intervals if it is to be done seriously" (E/ICEF/L.1403, para. 26). Several delegations supported this view, and considered that it would be better for UNICEF to conform to the United Nations practice of a fixed-term plan. The Executive Director considered that the financial plan, at any rate, would have to be rolling, because of the lack of firm information about revenue several years ahead. Inspector Bertrand agreed in the Board discussion that a rolling basis was acceptable for the present type of plan; he believed that a fixed horizon would perhaps be more appropriate after the plan was developed further. Delegations pointed out that with UNICEF's country approach a "rolling" plan which offered the possibility of adjustments seemed a more appropriate choice. The majority of delegations did not wish at present to have the rolling basis changed.

## Board conclusion on medium-term work plan

35. The Board decision on the financial plan incorporated in the medium-term work plan is set forth in paragraph 203.\* In addition the Board adopted the following conclusion on the medium-term plan:

(a) The Board welcomed the first medium-term work plan and discussed it as presented in the Committee on Administration and Finance. It hoped that it would be useful for achieving a firmer, longer-term planning of UNICEF's work as well as encouraging contributions also on a longer-term basis, and that it will lead to more longer-term programming in countries, without weakening the flexibility and responsiveness of UNICEF co-operation in programmes.

(b) The Board asked that the plan document should be kept short. So far as possible the section on programmes should be made more specific, and more specifically related to the sections dealing with the financial plan, budgets and personnel.

\* Paragraph 203, from the May-June 1979 Board report, is reproduced on page 70.

C. Advisability of UNICEF setting substantive global targets

May-June 1979, E/ICEF/661

Report of the Executive Director

36. In response to a request by the Board at its 1978 session, the Executive Director prepared a report on the advisability of UNICEF setting substantive global targets (E/ICEF/L.1391). It pointed out that global targets of varying degrees of specificity had been set by intergovernmental conferences in many fields affecting children: health, clean water and sanitation, nutrition, and reduction of infant mortality. Like the World Bank and UNDP, UNICEF had not itself fixed any substantive global targets. UNICEF's concern was specifically with promoting the well-being of children rather than with any particular socio-economic sector.

37. The UNICEF role should be to help countries adapt global targets to their own situation; prepare their own national and zonal targets; strengthen their capacity to reach them through support for the development of services through successive stages of coverage and through facilitating the co-operation of other funding sources; and co-operate in setting up the means to collect relevant data and review progress in attaining the targets.

38. Especially lending themselves to this form of co-operation were two important areas considered by the Board in connexion with the JCHP report, namely the extension of primary health care in relation to the global target of access for all to health services by the year 2000 (paras. 114-119), and the extension of drinking water supply and sanitation services to all, in relation to the target set by the United Nations Conference on Water, held at Mar del Plata (paras. 120-124). Nutrition targets, in so far as health services were concerned, should be considered in the context of primary health care. There were also other aspects of nutrition (related to family food production, village technologies for the processing and conservation of food-stuffs, information services for women provided through women's organizations, etc.), which could be made the subject of operational targets. Operational targets for education might include the introduction of teaching concepts relating to food and nutrition. UNICEF's policies of co-operation in the field of education were to be considered at the 1980 Board session.

Board discussion

39. In the Board discussion there was general, but not complete, agreement with the Executive Director's view that UNICEF should not try to set its own global targets, but should strive to help countries attain the targets they felt able to reach. UNICEF's role as an adviser and catalyst with countries in the attainment of global targets was generally welcomed, particularly as proposed by the Executive Director for those established at the Alma-Ata and Mar del Plata Conferences. Attention was called to the positive effect of targets on fund-raising efforts in countries where donations by the general public were significant.

...

41. There was general agreement in the Board that global social and economic targets and principles adopted by the United Nations that were relevant to children, were also relevant for UNICEF's work when adopted at the country level. The need was recognized for UNICEF to be better informed in respect of activities by other organizations that were working on global targets and it was felt that UNICEF should participate more actively in influencing, where appropriate, targets relevant to children.

42. The Board noted that UNICEF was participating in the Administrative Committee on Co-ordination (ACC) task force on long-term development objectives as well as other preparatory work for a new international development strategy. It was pointed out that UNICEF's long experience in policy and programme formulation relating to children would be useful in the preparation of new development strategies. It was felt that UNICEF should participate actively in the preparation of such strategies to ensure that relevant qualitative global targets were related to meeting the needs of children (see also paras. 70 and 74(k) and (l)).

#### Board conclusion

45. The Board adopted the following conclusion with regard to the advisability of setting global targets:

(a) The Board was in general agreement that UNICEF, rather than attempting to develop global targets of its own, should work with targets of the United Nations system that bear on the well-being of children.

(b) UNICEF should make appropriate inputs to the formulation of such targets in the future, to help ensure that consideration is given to the situation and needs of children.

(c) In the immediate future this applies particularly to the new international development strategy. The Board noted that the Preparatory Committee has invited the Executive Director to present the views of UNICEF. The Board hoped that its member countries could contribute to the discussion of aspects bearing on the well-being of children in this intergovernmental body. The UNICEF secretariat will continue to offer its participation.

(d) UNICEF should be ready to help countries adapt and apply relevant global targets, within the framework of its co-operation with countries. The importance of national targets was stressed, and it was understood that UNICEF should assist countries in formulating national targets, when so requested by the country concerned.

(e) The direction of UNICEF's own co-operation with countries to improve the situation of their children is given in its policies, and medium-term work plan.

D. Problems of programming and budget:  
report by Inspector Bertrand

May-June 1979, E/ICEF/661

46. The Board had before it a report by Inspector Maurice Bertrand, of the Joint Inspection Unit, on programming and budget problems in UNICEF (E/ICEF/L.1403). This report was prepared at the request of the Executive Board made at its 1978 session in which it sought advice from the Joint Inspection Unit with regard to the preparation of administrative services and programme support budgets. The report, which was conceived of as only the first part of a study, dealt primarily with the formulation and presentation of UNICEF's programme and, closely linked to it, UNICEF's budgets.

Problems of programming

48. Inspector Bertrand commended UNICEF for the high quality of its programming methods; UNICEF, so far as he knew, was "certainly the agency making the most serious programming efforts" in the United Nations system. On the other hand, he believed that a satisfactory way had not yet been found to present in summary form all existing data on the programmes that it was essential for the Board to have in order to determine policy. While reforms in the right direction had been made for the present session, the very difficult problem of a summary presentation of the programme had not been solved.

49. The quality of programmes would be improved if the countries and UNICEF could obtain a better knowledge of the situation of children. Data were particularly needed for the poorest segments of the population, and for provinces or homogeneous or development areas within countries. Exploratory work needed to be undertaken on typologies of children's situations and programmes, as well as on social indicators bearing particularly on children's well-being.

50. The United Nations programme for helping selected countries to build up their capability for household surveys provided one means for gathering basic data on the situation of children. UNICEF was collaborating in this programme, but it was extended to relatively few countries. Additional means needed to be developed in close co-ordination with the United Nations Statistical Office. Guidelines should be set for the level of information needed, the methods to be used, time-tables of surveys, etc. A mapping programme would help make the data more easily understood and serve to check their accuracy. A programme to develop evaluation methods should be instituted

## Views of the Executive Director

51. The Executive Director agreed with Inspector Bertrand on the priority to be given to the improvement of programming. Along with that, and as its consequence, he believed there could be an improvement in the presentation of programmes. While supporting generally the direction of Inspector Bertrand's recommendations, he feared that the proposed applications of the recommendations were too ambitious and the time-table too short. The Executive Director agreed with Inspector Bertrand that UNICEF should do more to promote base-line studies, improve their quality and improve UNICEF participation in their interpretation. He also agreed that it would be useful to use maps more widely in support of programme preparation.

### Board discussion

52. In the Board discussion a number of delegations endorsed Inspector Bertrand's suggestions for improvements in information and programming methods. At the same time, the view was expressed that it was important to keep in mind the special character of UNICEF; moreover, proposals needed to be weighed in the light of staff workload and their operational value to UNICEF. Some delegations felt that UNICEF should not itself engage in the development of the necessary statistical base but seek to have it carried out by other organizations in the United Nations system. Several delegations believed that sustained improvements could be made with a minimum of additional expenditure.

### Board conclusions

53. The Board adopted the following conclusions with regard to problems of programming:

(a) The Board expressed great appreciation for the report of Inspector Bertrand, and welcomed the prospect of a second report from him for the 1980 session;

(b) The Board took note of Inspector Bertrand's view that, to his knowledge, UNICEF's programming work was the most thorough among the organizations of the United Nations system and welcomed proposals for steps that could be taken to produce a simpler, more comprehensive, and more analytical presentation of UNICEF co-operation in programmes;

(c) It was agreed that it would be desirable for the countries where UNICEF is co-operating in programmes, and for UNICEF itself, to build up a firmer basis of knowledge about the different situations of children with which it could be concerned; to improve the interpretation of such information in programming; and to strengthen monitoring and evaluation of programmes assisted by UNICEF. This would be done in co-operation with the countries concerned, and, in respect to gathering statistical data, in continuing co-operation with the United Nations Statistical Office. The Board noted that exploratory work would be undertaken concerning typologies of the situation of children and of programmes, and concerning social indicators with a special bearing on children's well-being.



## Problems of budget

54. One main part of Inspector Bertrand's report dealt with the formulation and presentation of budgets. It recommended the adoption of a biennial budget cycle, to replace the present annual cycle. This would bring UNICEF's procedures into line with those of the major agencies in the United Nations system and ease the workload of both the Board and the secretariat. The report also recommended a system of presentation by function in order to provide a more comprehensive and orderly picture of all UNICEF activities and to lead to a better understanding of the relationships among functions, as well as the development of performance measurements of various functions in order to provide a better system of estimating and monitoring personnel requirements. At the 1980 Board session, a format for a biennial budget could be submitted and a decision then taken on the presentation of a biennial budget to the 1981 session for the years 1982-1983.

55. One of the Board's tasks was to assess the quality of the way UNICEF was managed. In Inspector Bertrand's opinion, the indicators currently available could lead to error; in particular the distinction between administrative costs and programme support costs seemed arbitrary. Most programme support costs were, in fact, actual costs of implementing the programmes themselves, and Inspector Bertrand, therefore, recommended that more accurate measurements should be sought of staff requirements for different functions.

56. The Executive Director welcomed Inspector Bertrand's suggestion for a two-year budget cycle with a procedure for annual revisions, and for the presentation of the budget according to functions. The secretariat would be glad to work with Inspector Bertrand in developing criteria for monitoring personnel requirements not tied solely to the volume of assistance.

57. Both in the Board and in the Committee on Administration and Finance, where Inspector Bertrand's proposals were more fully discussed (E/ICEF/AB/L.204/Rev. 1, paras. 11-16), there was general support for his approach toward budget problems and the adoption of a biennial budget.

## Board conclusions

58. The Board:

(a) Approved in principle the adoption by UNICEF of a biennial budget for administrative services and programme support and related services starting with the 1982-1983 biennium, with the understanding that there would be a procedure for annual adjustments for expenditure and, as necessary, staffing estimates. Since the GCO budget estimates are based on a fiscal year starting 1 May, they may require special consideration;

(b) Welcomed the suggestion of Inspector Bertrand of the Joint Inspection Unit to assist UNICEF to develop a new budget format which would:

(i) include a unified summary of all components of budgetary information, so as to provide a more comprehensive and orderly picture of all UNICEF activities during a budget period and thus lead to a better understanding of the relationships that exist between these activities, and

(ii) to this end, show budget expenditure estimates organized by main types of function;

(c) Accepted the recommendation that, with the assistance of Inspector Bertrand and in order to facilitate performance measurement of all functions, research be carried out, (i) to develop more precise indicators that could be linked to the various functions and categories of programme activity and (ii) to develop methodologies for monitoring and evaluation;

(d) Accepted with appreciation the offer of Inspector Bertrand to provide, as part of a second report to the 1980 session of the Board, more specific proposals regarding the formulation and presentation of the budget, including an outline of a format for a biennial budget.

#### E. International Year of the Child

May 1978, E/ICEF/655

19. In the light of the potential impact of the International Year of the Child (IYC) proclaimed for 1979, the Executive Director stressed three main points:

(a) A large number of developing countries, as a result of their own aspirations but stimulated by IYC, would undoubtedly wish to set higher targets in fairly specific terms toward meeting the needs of their children as soon as possible;

(b) To reach the goals that developing countries might set for themselves, a significant increase in external assistance from the international community as a whole would be required in the years following IYC;

(c) UNICEF could and should make a significant contribution toward meeting these goals.

20. In elaborating on those goals, the Executive Director pointed out that a major objective of IYC was that countries should prepare and commit themselves to long-term measures to improve the situation of their children. A number of Governments were already making plans toward country coverage with at least some of the elementary services for children during the 1980s, and, in general, they expected much wider results by the end of the century. Such serious IYC exercises would present an important challenge for UNICEF and other organizations to provide the best advice and help they could in the preparation of improved and comprehensive services for children. In most cases, developing countries would require additional external assistance to make their revised and extended programmes benefiting children a reality.

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63. The Executive Director pointed out that the main objective of IYC was to have all countries prepare and commit themselves to long-term measures to improve the situation of their children. In many countries the Year was being taken very seriously as an opportunity to identify and analyze in depth the complex, sometimes tragic problems, which affected so many of their young generation, and to institute concrete action programmes. The industrialized countries could afford the cost, if they decided to give those programmes the proper priority in their national scale of values. Developing countries would, in most cases, require additional external assistance to make their revised and extended programmes a reality. UNICEF should be prepared to make a significant contribution to those efforts.

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67. As part of its input to the Year, the UNICEF Board had committed \$3 million at its 1977 session to help developing countries defray the costs of carrying out inventories and reviews of existing policies, legislation and services affecting children; identification of opportunities to improve services especially in the context of a basic services approach; setting of priorities and operational objectives and preparation of national programmes; and the mobilization of popular support. UNICEF assistance was available for some of the local costs involved (e.g., services of national experts, contracts with national institutions, seminars, workshops, documentation) and for external costs where indicated...

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69. There was a general satisfaction in the Board with the widespread and growing interest in preparation for the Year with its main focus on national action. It was reiterated that far from being an end in itself, IYC should have substantial, long-lasting benefits as part of a long-term process of improving the well-being of children. It was generally agreed that IYC had great potential for: (a) enhancing global awareness and understanding of children's problems, particularly those of children in developing countries; (b) leading to higher and more specific targets and long-term action to meet the needs of children; and (c) increasing resources, both national and international, devoted to children in the years beyond 1979.

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72. The Board adopted the following conclusions with regard to IYC:

(a) The Board expressed its satisfaction on the steps taken by the IYC secretariat to co-ordinate activities for the United Nations system and elicit the participation of Governments. The need was expressed for a greater interchange of information concerning measures planned or accomplished on the national level in observance of the Year.

(b) The Board expressed its gratification that some 70 national IYC commissions had already been established. It expressed the hope that other Governments would move quickly to form such commissions or other bodies with broadly representative membership which could engage in planning for the Year.

(c) The Board noted that some developing countries had already put forward proposals for assistance in their preparations for IYC and that many others were likely to do so.

(d) There was a consensus that the Year was likely to lead to the establishment of higher and more specific national targets for long-term action to meet the needs of children. It should also help to mobilize additional national and international resources to meet more adequately those needs between now and the end of the century. That would require an intensification of UNICEF activities after 1979 for which more funds would be needed.

(e) Acknowledgement was made of the essential role being played by non-governmental organizations in IYC both through their own expanding programmes and as a catalyst for national action within their own countries.

(f) Delegates from a number of countries among the 22 which have thus far contributed to the costs of the IYC secretariat urged a wider response on the part of others in order to meet the \$5.2 million target for the operations of the IYC secretariat.

59. The Executive Director's progress report on the International Year of the Child (E/ICEF/L.1384 and Corr.1), prepared when IYC was barely two months under way, had pointed to the widespread interest already generated, in both industrialized and developing countries, in the objectives of IYC and the problems facing children. Over 135 National Commissions for IYC had been created, and were engaged in a review of the situation of their children and of national policies and programmes affecting them, in the preparation of measures that the country might undertake in the next five to 10 years to improve the situation of children, and in numerous advocacy and fund-raising activities.

60. IYC was not only stimulating both developed and developing countries to focus on the needs of their own children, in some industrialized countries it was also resulting in a greater awareness of the situation of children in developing countries, and in a number of instances funds were being raised for them.

61. Non-governmental organizations, both national and international, were playing a major role in IYC. The Committee of Non-Governmental Organizations for IYC now comprised 130 members, with 12 working groups or subgroups dealing with specific child-related subjects. 5/ The growing participation of bodies not normally associated with United Nations programmes or even with children was particularly encouraging.

62. By mid 1979 the Special Representative for IYC had made 55 visits to developing and developed countries, and her work had been an important contribution to IYC. The IYC secretariat, in both New York and Geneva, had also been very active. It was co-operating closely with other members of the United Nations system, in particular in preparing about 30 discussion papers on major issues concerning children. It had also issued information on IYC activities around the world.

63. There appeared to be an interest on the part of a number of countries at all levels of development for greater UNICEF assistance related to legislation and services concerned with the intellectual, psychological and social development of children; with the protection of children against neglect, cruelty and exploitation; and with special attention to particular disadvantaged groups.

64. To meet this interest, as part of follow-up activities after IYC, the Executive Director proposed that the Board at its 1980 session consider the question of extending the scope of its co-operation in country programmes to meet this interest. In addition to the present forms of advisory and consultant services which it provides directly or helps finance, the Executive Director suggested that UNICEF co-operation might include the following:

- facilitating the exchange of experience among developing countries and between developing and developed countries on policies and programmes benefiting children;
- developing a service for the referral of enquiries and exchange of information on matters relating to children's well-being;

- encouraging the widespread compilation and dissemination of child-related research and stimulating new research on problems where action is hindered by lack of knowledge;
- facilitating and/or participating in seminars, working groups and meetings on a regional or global basis dealing with special problems of children which cut across national boundaries, or for which an international exchange of views would be important.

65. For developing countries such activities would represent an extension of certain services already receiving UNICEF co-operation. For other countries it would constitute a decision by UNICEF to represent more deliberately international concern for all the children of the world while retaining its principal function to co-operate with developing countries. Developing countries would need significant additional external assistance to strengthen and extend long-term action programmes in their follow-up of IYC.

66. The Executive Director suggested that representatives might wish to urge their Governments to participate fully in the General Assembly's debate on IYC, indicating the long-term commitments they were prepared to make on behalf of children.

67. Finally, the Executive Director directed attention to two questions on which comments from the Board would be helpful in preparing for decisions the Board would need to make at its 1980 session. The first was whether UNICEF should extend its co-operation with developing countries to helping categories of children not so far regarded as a high priority for UNICEF assistance. The second question was whether UNICEF should have any programme involvement in the industrialized countries. In the latter case it would remain clearly understood that the over-riding priority in the use of UNICEF's limited resources should always be programmes for children in the developing countries and no funds would be allocated for programmes in industrialized countries.

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Board discussion

69. There was a general agreement in the Board that IYC had created an interest in the well-being of children, and a momentum towards serving them better, that far exceeded original expectations. The Board agreed that this momentum must be maintained.

70. ... There was general agreement in the Board with the views of the Executive Director that the debate on IYC at the thirty-fourth session of the General Assembly should be a solemn expression of national and international commitment to improving the situation of the child. A number of representatives felt that in deciding on the role of UNICEF in the follow-up of IYC, the Board needed to take into account both at its 1980 and 1981 sessions the possible implications for UNICEF's activities of the new international development strategy (see also paras. 42 and 74 (k) and (l)).

71. With regard to the extension of the future scope of UNICEF's work as a result of IYC, many delegations stressed that UNICEF's principal mission was to address itself to the most fundamental needs of children in developing countries, and that no widening of the scope of UNICEF's assistance policies should take place at the expense of that principle. At the same time the point was made that UNICEF could not ignore completely children's needs beyond the scope of basic services, since a number of developing countries were themselves concerned with wider activities aimed at the total well-being of the child. Some delegations expressed reservations about the active involvement of UNICEF in the needs of children in industrialized countries, which had the capabilities for attending to their own needs. However, a modest provision for the exchange of information between developing and developed countries on methods of dealing with children and identifying needs for operational research might prove useful. Any significant extension of the scope of UNICEF's activities should be considered in the light of the financial, policy and staffing implications for UNICEF. The study proposed by the Executive Director should be undertaken without prejudice to UNICEF's primary mission and should indicate the costs of the proposals to be considered by the Board.

72. There was wide support for UNICEF continuing to be the lead agency of the United Nations system for issues affecting children. However, this should not lead to duplication of effort with other agencies in the United Nations system, nor involve UNICEF in "rights" issues which would clash with the "needs" mandate of UNICEF. The Executive Director pointed out that UNICEF had not entered into the realm of making public statements on the rights of children which were judgemental in character, and which would be laden with legal and other complexities; he looked to the United Nations Division of Human Rights for the exercise of this responsibility. Several delegations expressed the hope that the Declaration of the Rights of the Child would be converted into a convention in the near future (see also para. 40).

73. The Board agreed that the phasing out of the IYC secretariat should be done with the maximum economy but should be so planned as not to endanger a smooth transition of essential continuing functions to UNICEF, to the extent that this might be considered desirable later.

#### Board conclusions

74. The Board adopted the following statement summarizing its discussion and conclusions on IYC:

##### Report to the 1980 Board session

(a) The Board decided to ask the Executive Director to report to the 1980 Board session along the lines proposed in paragraph 100 of document E/ICEF/L.1384, taking into account the views expressed at the 1979 Board session.

(b) The report will take as its point of departure the continuing strong sense of the Board that UNICEF should continue to concentrate on helping to meet the needs of children in developing countries, in accordance with the priorities determined by the country approach.

(c) It was the Board's view that, consistent with continuing to place emphasis on basic services, the Executive Director's report should examine ways in which UNICEF might possibly respond to the requests of developing countries for additional co-operation. The examination should pay special attention to particularly disadvantaged groups, as discussed in the general debate as well as in the discussions on primary health care and the International Year of the Child and recorded in the summary records concerned. It should also consider ways in which UNICEF might identify the needs for operational research and stimulate those non-governmental organizations and institutions which already had the capacity to undertake child-related research to meet the needs it had identified.

(d) The Board agreed that the report should particularly consider the desirability and feasibility of making provision for the exchange of information among developing countries and between developing and developed countries on methods of dealing with the needs of children. It should give further consideration to the proposal in paragraph 96 of document E/ICEF/L.1384 for the compilation and dissemination of information on child-related research in the light of the problems associated with such an activity. It might cover also the possibility of exchanging information on legislation relating to children.

(e) The report should include a costing, in terms of both manpower and financial resources, of all the proposals it examines, for consideration by the Board.

#### General Assembly session

(f) The Board agreed on the importance of adequate preparation for the discussions on IYC that are scheduled to take place at the thirty-fourth session of the General Assembly and that should represent a solemn occasion for expression of national and international concern for the well-being of children. The Board also agreed on the importance of urging Governments to participate fully and at a high level of representation in the Assembly's debate on IYC. It was decided that the Board create an open-ended working party to suggest elements for inclusion in a text to be adopted as a General Assembly resolution.

#### National Commissions for IYC

(g) The Board expressed appreciation for the manifold activities carried out and stimulated by IYC National Commissions in their pursuit of IYC objectives at country and local levels. The Board did not consider it appropriate to recommend the continuance of National Commissions, since this is a matter for countries themselves to determine. However, there did not appear to be any disagreement with the view expressed in paragraph 104 of the report, to the effect that, if countries wish to do so, the continuance of Commissions bringing together a wide spectrum of elements could be most useful, preferably if linked to a ministry or office concerned with over-all national planning.



### Lead agency

(h) There was wide agreement that UNICEF should continue as the lead agency for children within the United Nations system. In this connexion, there appeared to be a widely held view that the IYC Advisory Group should be retained on an informal basis, though not as a formal committee of ACC.

### IYC secretariat

(i) It was the Board's consensus that the IYC secretariat should not continue beyond the end of 1980. Care should be taken, however, not to lose the valuable momentum generated by IYC. It was felt that the IYC secretariat as such should be phased out gradually during 1980. The view was held that maximum economy should be observed consistent with the phase-out being so planned as to permit the secretariat to complete its work in an orderly manner. UNICEF should consider the possibility of maintaining, from its administrative budget, the minimum level of activities required to maintain the impetus generated by IYC, being activities already undertaken by the IYC secretariat and related to the issues mentioned in paragraphs (c) and (d) above, until the Board has had an opportunity to determine whether and to what extent UNICEF should undertake this type of function.

### General

(j) The Board expressed its appreciation to the Executive Director, the IYC secretariat and other concerned staff of UNICEF, co-operating United Nations and non-governmental organizations for their excellent work in helping to achieve the high promise of IYC to date. It particularly commended the Special Representative for her indefatigable and productive efforts to stimulate participation in the Year at the country level.

### New international development strategy (IDS)

(k) The Board recognized the important possible implications of the new international development strategy for UNICEF, and noted that after the preliminary conclusions as to the follow-up of the International Year of the Child at the 1980 Board meeting, there would be a final assessment at the 1981 Board meeting, after the approval of the new IDS at the special session of the General Assembly in 1980.

(l) The Board recognized the contribution UNICEF could make to the new IDS. It was understood that no message would be sent to the Preparatory Committee meeting in June. However, it was understood that the Executive Director would, through the channel provided by General Assembly resolution 33/193, convey to the Preparatory Committee of the IDS the vast experience of UNICEF in promoting the interests of children and in meeting their needs, and its concern that measures in this regard should be taken into account in formulating the new IDS. It was also understood that the most effective contribution in this regard would be made by the active participation of individual Board member States to the Preparatory Committee meeting for the new IDS.

F. Increasing flexibility of co-operation in programmes

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89. The Executive Director proposed several policy refinements affecting especially co-operation in programmes in the lower income developing countries. They were intended to increase flexibility in relation to the expanded UNICEF co-operation and concerned:

- Some additions to the group of developing countries in which greater input to programmes might be considered because of the countries' low income;
- Additional short-term support to programmes suffering from a country's temporary financial difficulties;
- Assistance, under certain circumstances, with recurring costs for longer than a five-year period in projects in least developed and other low-income countries;
- A greater use of general resources to fund "noted" projects for which specific purpose contributions had not been received.

More help to programmes in low-income countries

90. Since 1970 certain guidelines have been followed so that relatively more assistance could be directed to programmes in lower income countries. Taking child population (aged 0-15) as the basic statistical criterion, a distinction had been made between three groups of countries according to their development level. These were: Group I - "least-developed countries", small countries and a few countries in special circumstances requiring relatively higher levels of assistance; Group II - developing countries with a middle range of GNP per inhabitant, where projects generally required UNICEF's "normal" level of assistance; and Group III - countries at a more advanced stage of development where UNICEF provided limited material assistance for backward or special problem areas or pilot projects focused on serious unsolved problems of children.

91. Data presented by the Executive Director in his general progress report (E/ICEF/654 (Part II), paras. 51-59) showed that expenditure for assistance from general resources and supplementary funds in 1977 to the 33 countries in the middle range of income, Group II, averaged 7 cents per child inhabitant. <sup>23/</sup> Those countries had a child population of

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<sup>23/</sup> Since a much smaller number of children than the number of child inhabitants of a country benefit from programmes assisted by UNICEF, the expenditure per child beneficiary is higher.

631 million. The expenditure for 32 least developed countries (plus some others requiring higher assistance) in Group I was 34 cents per child, almost five times the level in Group II. Those countries had a child population of 176 million. For programmes in 18 better-off countries with a child population of 148 million, expenditures were 5 cents per child inhabitant.

92. Expenditure in 1977 from general resources for programmes in Group I countries were in accord with the guidelines adopted in 1970 that they should be three times higher in Group I than in Group II. However, the decisions of the 1974 and 1976 Board sessions that supplementary funding should go predominantly to least developed and most severely affected countries contributed substantially to raising the expenditure level, from general resources and supplementary funding together, in Group I to five times the Group II level.

93. In response to the Board's request made at the 1977 session to see whether more assistance could go to low-income areas, the Executive Director proposed that, rather than increasing the relative volume of aid to Group I, it would be better to widen the concept of low-income countries and increase somewhat the input to programmes in countries at the bottom of the GNP range of Group II. That would conform with the wider definition of a low-income country used by the World Bank. He identified eight countries in that situation (India, Indonesia, Kenya, Madagascar, Pakistan, Sierra Leone, Sri Lanka, and Zaire). He also proposed that the 1970 guideline should remain in effect, keeping a ratio of three times the dollar volume from general resources per child for programmes in Group I countries compared with programmes in Group II. However, as a further objective, the volume from general resources plus supplementary funds should be four to five times the volume for programmes in Group II, provided sufficient supplementary funds were received.

94. Recommendations to be prepared for both low-income and middle-range income countries would continue to be directed to supporting services directed to children in the lower-income groups of the country.

95. Delegations generally welcomed the proposals of the Executive Director to increase assistance to programmes in countries at the bottom of the middle-range of developing countries and the Board approved his proposals for effecting it.

96. Among the points made by delegations in discussing the proposals were the following: care should be exercised in preparing additional programmes to have clear criteria and to maintain a focus on the neediest countries; not to prejudice the interests of other developing countries; to use criteria for grouping countries in a flexible manner, taking into account social indicators and factors such as absorptive capacity, the catalytic effects of assistance and its contribution to building up national capacities. The Executive Director assured the Board that such considerations would continue to be taken into account in preparing programme recommendations.

Additional short-term support because of  
temporary financial difficulties

97. At the 1977 Board session there was general agreement that in the application of guidelines for the relative amounts of aid to programmes in different countries, account should be taken of short-term financial difficulties of a country, arising, for example, from a fall in the price of a mineral export or a failure of an agricultural crop where they affected services benefiting children. When such difficulties were not expected to continue for a period of time long enough to make it appropriate to move the programmes of the country to Group I, the Executive Director proposed simply to recommend assistance above the normal dollar objectives of Group II. In those circumstances, notings might also be proposed for countries for which they would not ordinarily be prepared.

98. The proposal was approved by the Board. The point was made in the Board discussion that such preferential treatment should be given only when the need was clearly apparent; the conditions for such aid should be defined.

Recurring costs of programmes in low-income countries

99. Essentially, UNICEF funds had been used for start-up costs of a particular activity (e.g. for supplies and equipment needed to initiate the creation or extension of services; the training or retraining of staff; some contribution towards salary costs of needed additional personnel, on a decreasing scale). In some instances for projects in countries in the earliest stages of development or in special circumstances, UNICEF absorbed local costs on a longer-term recurring basis than in other situations where they were normally expected to be borne by the country.

100. The Executive Director pointed out that even though there was now a trend towards community-based services for which the recurring costs were lower than in models directly transferred from the industrialized countries, the ability of communities and higher levels of Government in low-income countries to meet even those recurring costs sometimes depended on broader programmes for general development in the areas concerned. That difficulty had begun to appear in some projects in which UNICEF was co-operating in the poorest areas. While many countries linked basic services to rural development areas, some wished to extend them on a wider basis; that could require assistance with recurring costs. Further, where there were rural development projects they often took more than a five-year "launching" period to raise community income levels sufficiently to support the recurring local costs of primary health care, water, support of family food production, and related services for children and mothers. Many of those costs were for personnel and their training. In both types of situation, the Executive Director believed it advisable for UNICEF to help meet some recurring costs for more than five years in the least developed and other low-income countries. He proposed to include such a provision in future project recommendations in cases where he thought it was justified.

101. The Board accepted the principle proposed by the Executive Director. Some delegations stressed the importance of ensuring the sustained effect of previous investments and of allowing time to build-up self-sustaining programmes and self-reliance. Time limits should not interfere with achieving the objectives of a programme. Other delegations urged that care be exercised to avoid the danger of too much of UNICEF's funds being absorbed in recurring costs, thus reducing UNICEF's flexibility and capacity to support more innovative activities; consideration needed to be given at the outset to how the recurring costs could be gradually absorbed by the service or population concerned. One suggestion was that if additional funds were required after the fifth year, they should not be financed from general resources, but by other means.

102. The Executive Director stated that he did not intend to recommend UNICEF help with recurring costs beyond five years unless it was necessary to ensure the success of a project and it was foreseeable that the country concerned could absorb the costs supported after a reasonable and definite period of time. He recalled, however, that it was often not possible to reach the poorest areas without a greater contribution to recurring costs. That point of view was increasingly being shared by other organizations, bilateral as well as multilateral.

Greater use of general resources  
for noted projects

103. It was the intention of the Executive Director, for countries for which "notings" were to be prepared (mainly low-income and "most severely affected" countries), that the dollar objective for programme recommendations to be prepared for submission to the Board should include both regular and supplementary funding. That would conform to the desirable practice of preparing recommendations as a whole and then separating out the parts appropriate for regular and supplementary funding. In accordance with policy previously approved, a donor could make a specific purpose contribution for programme activities for which a commitment had previously been approved; the amount of the commitment so released could then be used to implement the noted part of the programme.

104. In some instances a specific purpose contribution was not forthcoming for a particular noting even though it had an important reinforcing role for services benefiting children receiving support from UNICEF's general resources. In such circumstances, if specific purpose contributions were not received within a year after the noting, and if general resources were available, the Executive Director proposed that, in selected cases, general resources should be committed to the project. Where it needed to be done between Board sessions, authority could be given to the Executive Director to implement notings in that way, and report at the next Board session.

105. The proposal of the Executive Director for the greater use of general resources to fund noted projects when they had not been financed by supplementary funds was accepted. There was a feeling, shared by the Executive Director, that that objective would be subject to reasonable and cautious action.

G. Programme performance

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82. The Programme Committee had before it a note by the Executive Director (E/ICEF/P/L.1793 and Corr.1) on programme implementation in 1977 in terms of both call-forwards and expenditures.

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84. The Committee was informed of efforts being made by the secretariat to effect improvements in implementation through strengthening of project preparation and design, and project operation and management. A basic premise was that the execution of UNICEF-assisted programmes was inseparable from the implementation of national programmes and a joint government/UNICEF approach was required. Joint government/UNICEF workshops were being held in a few countries in order to analyse current policies for meeting the needs of children, to prepare country programmes and management systems, and to draw up a detailed work plan for management of implementation, including improvement of delivery and internal distribution system, and monitoring. ... An important aspect of implementation, as part of strengthening the administrative infrastructure, was the encouragement of greater participation in the programmes by local administrations and communities.

85. ...The Senior Deputy Executive Director pointed out that there was a natural tendency for UNICEF field offices to be optimistic in their implementation estimate, as part of their role in providing support to ministries with which they were working to extend services benefiting children. He felt that undue emphasis on the attainment of UNICEF implementation targets could conflict with the UNICEF objective of helping countries strengthen their own capacities for programming and implementation (see E/ICEF/AB/L.193, para. 26).

86. Delegations found the information provided by the secretariat useful, and welcomed the efforts being made to improve programme preparation and implementation. It was felt, however, that the note of the Executive Director had tended to over-concentrate on the quantitative aspects of delivery of assistance, and that the qualitative aspects, relating to distribution and end-use of assistance and the achievements of the objectives of the programme, required more attention. ... Moreover, an unrealistic pace in programme expectations should be avoided and the absorptive capacity of UNICEF and the Governments involved should be taken into account. The causes for discrepancies between delivery estimates and accomplishments were of more concern than the fact that

discrepancies occurred. It was suggested that for future sessions more analysis should be made of those causes and how the problems they evidenced could be overcome, particularly with regard to those which were internal to UNICEF, or which UNICEF could influence. It was suggested that reports on a few typical country programmes should be presented to each Board session which would emphasize implementation.

87. Delegations inquired about the link between programme preparation and evaluation. The efforts to strengthen national evaluative machinery and activities, including the use of national technical institutions, were welcomed by delegations. Interest was expressed in obtaining for future sessions more information on how the results of evaluation were taken into account in existing programmes and in projections for future programmes. In that context, delegations stressed that efforts should be continued to ensure that programmes with which UNICEF co-operated had built-in mechanisms for continuous monitoring.

88. In the past, the Executive Director had reported at each Board session on all cases where the difference was 20 per cent or more between the estimates foreseen and call-forwards actually made for the preceding calendar year. In order to enable the Board to focus on significant cases and to reduce the workload of such reporting, the Board approved the recommendation of the Executive Director that in the future, the annual report should be limited to cases where the 20 per cent difference between estimated and actual call-forwards level was over \$50,000.

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94. In response to a request made by the Board at its 1978 session, the Programme Committee had before it a note by the Executive Director on programme performance (E/ICEF/P/L.1801). In addition, the profiles prepared for each country programme reported on implementation, and three of these - Bangladesh (E/ICEF/P/L.1861(REC)), Peru (E/ICEF/P/L.1900(REC)) and the Sudan (E/ICEF/P/L.1857(REC)) - provided more extensive explanations on results as well as difficulties encountered in meeting programme objectives.

95. The Committee noted that the over-all call-forward of UNICEF assistance was 9 per cent higher than estimated in the financial plan for 1978. In about one third of the countries assisted by UNICEF, however, the shortfalls, for a variety of reasons, were over 20 per cent.

96. In the Executive Director's note and in the Committee discussions, a number of important constraints or bottlenecks to implementation were recognized. \* Some were linked to country situations: political instability; inadequate logistics systems; problems of administration; frequent turnover of staff; overly centralized decision making; lack of co-ordination among ministries; or scarcity of human and financial resources.

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\* A brief discussion of programme constraints was also contained in the medium-term work plan (E/ICEF/L.1392, paras. 23-25).

97. Factors affecting implementation that had to do with UNICEF's own efforts related to programme design; inadequate specification of supply requirements causing delays in delivery; turnover of UNICEF personnel; and lack of experience and training among some staff members to meet new organizational and managerial demands as a result of a steadily increasing workload. The impact of difficulties within the country on the pace of programme preparation and start-up had to some extent been overlooked or under-estimated in the design of a number of programmes.

98. The Committee was informed of efforts being made by the secretariat to improve programme implementation. At the country level UNICEF support to monitoring was increasing. A variety of approaches to monitoring were being undertaken in different countries: increasing field observation; regular on-site programme review meetings; semi-annual and annual implementation reviews; and workshops and short training courses to improve the capacity of front-line administrators to monitor and control programme activities. Programming workshops as part of programme preparation had been organized in a number of countries. In addition to having a positive impact on the design of programmes, the workshops stimulated collaboration between UNICEF and government personnel in evaluative activities, especially monitoring. There was, however, room for much more improvement, particularly with respect to corrective measures to be taken as a result of field observations.

99. Other measures taken at the country level to accelerate programme implementation included increased local procurement of supplies and equipment, thus circumventing delays in delivery and transport problems. At the same time local procurement also generated additional income for local manufacturers.

100. Another response to programming constraints, particularly those related to local-level administration, was to channel assistance, with government approval, through non-governmental organizations with strong local administrative structures and the capacity to work effectively with the local population.

101. To improve UNICEF's own programme support capacity, the existing system for monitoring and controlling the call-forward, procurement and delivery of UNICEF supplies and equipment was being strengthened, and a beginning had been made to provide better support in logistics management to field offices.

102. Delegations welcomed the information provided by the secretariat on programme output. The fact that there had been no general problem of under-implementation the preceding year was cause for satisfaction. The Committee recognized, however, that while the over-all performance was good, there was a range of continuing problems that hindered the achievement of better results.

103. While Committee members expressed general satisfaction with the form and quality of the documentation presented, some suggestions were made for the further improvement of country programme profiles so that they more fully reflected the analysis of internal and external factors affecting implementation. Clearer indications of the relationship between planned objectives and accomplishments, obstacles to be overcome in carrying out programmes, and more information on the activities of other international agencies related to UNICEF's programmes would increase the usefulness of the profiles for Committee deliberations.



104. It was noted that the character of both preparatory work and implementation had changed because of the efforts by UNICEF to help countries extend services to remote areas. Delegations welcomed the fact that more countries were requesting assistance for strengthening administrative structures and the training of local staff. The development of local capacity would, it was felt, provide a primary answer to the problem of implementation. At the same time, it was apparent that there was a need to improve UNICEF's own capacity, particularly in those countries where the Government had not yet been able to build up its administrative capacity at the local level. This was one of the cases, it was suggested, in which UNICEF staff should be outposted to parts of the country other than the capital.

105. The Committee welcomed the increased efforts to intensify co-operation with countries on programme design, monitoring and evaluation, and training. The holding of workshops organized by headquarters and field offices for solving some of the problems arising in the formulation of programmes was beginning to bring results and it was recommended that the practice be continued. While a start had been made on monitoring and evaluation, there was a need to improve techniques. It was felt that it would take more years of experimentation before systems could be designed that could ensure proper monitoring and evaluation of programmes at the national and subnational levels.

...

107. The Executive Director shared the concern of representatives and agreed that it would be appropriate to put more resources than in the past into helping countries build up their monitoring of policies and programmes in areas of UNICEF's direct concern. This would include the monitoring of programmes in which UNICEF co-operates and of UNICEF's own performance. He also felt that something should be done even when ministries were not ready to build monitoring into their programmes. This would mean monitoring and evaluation only of UNICEF's approach, strategy, programme design and inputs. However, such evaluations should include government participation. It would be necessary to strengthen UNICEF organization at headquarters and some field offices to accomplish these two objectives.

108. Several delegations also commented on the supply aspects of UNICEF co-operation, noting that delays in the delivery of imported supplies and equipment had affected the rate of implementation in some countries. Generally, more careful supply planning was called for to ensure timely delivery and to avoid a heavy bunching during certain periods of the year in supply call-forwards and in procurement (see also para 218). They welcomed the trend towards local procurement, which had nearly doubled during 1978. They believed that, whenever possible, UNICEF assistance should contribute to the development of national production capacity.

109. In concluding their discussion on this item, the Committee members agreed that a number of important steps had been taken to improve the quality of performance in accordance with the main lines of action previously endorsed by the Board. They looked forward to receiving further reports on programme performance. Several delegations suggested that a further report by the secretariat on problems encountered at the field level would enhance the Board's ability to evaluate planning and programming. As suggested by one

delegation, such a report should include an analysis of the qualitative aspects of under-implementation. It might also contain a discussion on obstacles that arose in the least developed countries. An analysis of problems linked to country situations could serve as a basis for the explanation of large shortfalls in call-forwards in specific regions or countries in the future.

110. The Executive Director, in responding to these suggestions, expressed UNICEF's interest in the proposed study, provided it could be made at a suitable time. He felt it could not be done for the 1980 session. He stated that reports on programme performance would continue to form part of country profiles, and several profiles each year would contain extended reports on performance. Additional information would be available in the programme progress chapter of the Executive Director's general progress report.

#### H. Fields of assistance

##### Child health

##### Primary health care

May 1978, E/ICEF/655

133. Preparations were going forward for the International Conference on Primary Health Care, jointly sponsored by the World Health Organization (WHO) and UNICEF, to be held in Alma Ata, USSR, from 6 to 12 September 1978. There was a growing recognition that the promotion of health was essentially a development issue which was the responsibility of Governments as a whole, and not only a technical matter for Ministries of Health. The primary health care approach placed high priority on the improvement of health through effective measures to meet main health needs carried out with appropriate technologies at moderate costs, and which actively involved the community in identifying its health needs and in carrying out measures to meet them. They would be supported not only by the health infrastructure but by other ministries which participated in the community's development. That approach was already being followed in a number of countries, and preparations for the Conference in countries, and in regional meetings, should serve to intensify and accelerate the process.

134. It was hoped that the Conference would recommend stronger government and international commitment to community-based primary health care services. Action was being prepared to follow up the international meeting through the exchange of experience between developing countries, the provision of consultants from one country to another, and further attention to specific problems in implementing primary health care. That would include reorientation of the national supporting health and other services, training and retraining of personnel at various levels, logistical support (including the provision of a limited list of essential drugs for communities), and effective ways to decentralize responsibilities to the district and community levels. Follow-up action would be discussed by the Board at its 1979 session in connexion with its consideration of the report of the UNICEF/WHO Joint Committee on Health Policy (JCHP), which would meet in February 1979.

Follow-up of the Alma Ata Conference

114. The joint UNICEF/WHO report on primary health care - the follow-up of the Alma-Ata Conference - was before the Board in document E/ICEF/L.1387, with the recommendations of the report presented in document E/ICEF/L.1387/Add.1. The JCHP report dealing with the report and recommendations was contained in document E/ICEF/L.1385, section 4. The JCHP had strongly endorsed the joint report and its recommendations.

115. In adopting these recommendations, the JCHP recognized that, in the medium term, UNICEF would need to concentrate its resources on selected action to which it could make an effective contribution. With this consideration in mind, the Executive Director in his note (E/ICEF/L.1390, paras. 7-8) set down the areas in which he believed that UNICEF, in co-operation with WHO, should co-operate with developing countries in the next two to five years.

116. There was general agreement in the Board with the Executive Director's recommendations for UNICEF action. Representatives emphasized the importance of advocacy and seeking the involvement of over-all planning and administrative bodies, as well as sectors other than health - such as agriculture, education and information ministries - and intermediate and local levels of government. This was based on a recognition that primary health care with its heavy emphasis on prevention should be a broad, intersectoral concern. Since the approach normally would involve considerable reorientation of conventional health care services and policies, there was agreement that UNICEF action should also include strengthening of centres within developing countries for training, research and advisory services, and support for introducing the approach at different entry points, whether these were national health plans, rural development programmes or others aimed at peri-urban areas.

117. There was further agreement that UNICEF should also support the analysis and exchange of country experiences through case studies that identified successful approaches and models, ways of achieving active involvement of communities and of identifying, training, supervising and maintaining the interest and enthusiasm of community-level health workers, who were a fundamental new element in the approach. Emphasis was placed on the need for co-ordination of activities for the extension of PHC within countries, within the United Nations system, and with bilateral and other sources of aid and non-governmental organizations.

118. In connexion with the last point, the Chairman of the NGO Committee on UNICEF called attention (E/ICEF/NGO/195) to an NGO position paper presented to the Alma-Ata Conference which set forth a number of ways in which NGOs could contribute to the extension of PHC. This included creating greater public understanding of PHC, helping develop national policy, and promoting greater co-ordination of PHC activities among NGOs and between NGOs and Governments. In the area of programme implementation NGOs could work at the local level toward the full participation of individuals and communities and in developing innovative human development programmes in which PHC played a part. Other ways in which NGOs could contribute were through training and health education activities; involving women in health promotion and community development concerns; promoting appropriate health technologies; and in continuing their activities in the fields of water supply, food production and medical care.

## Board conclusions

119. The Board adopted the following statement summarizing its discussion and conclusions on primary health care:

(a) The Executive Board received with appreciation the report of the JCHP which dealt with the role of UNICEF, along with WHO, in co-operating with developing countries in implementing primary health care (PHC). The Board noted that the impact of the International Conference on Primary Health Care, held at Alma-Ata in September 1978, placed great responsibility on the sponsoring organizations, UNICEF and WHO, to co-operate with developing countries in translating the PHC policy into national strategies, plans of action and programmes. The Board recalled that the primary health care approach, which was in complete harmony with the UNICEF basic services approach, was closely linked to over-all national development; and that its achievement entailed a political commitment by Governments and intersectoral co-ordination of actions at the national, intermediate and local levels within countries. The Board reaffirmed its conviction that the PHC approach, by making health care available equitably, represented the best way to reach the goal of health for all by the year 2000.

(b) The Executive Board approved the recommendations for action by UNICEF to co-operate with developing countries in implementing PHC as referred to in the JCHP report (E/ICEF/L.1385, and detailed in E/ICEF/L.1387/Add.1). The Board noted that these recommendations covered the spectrum of action required in UNICEF's and WHO's co-operation with developing countries in the long term. The Board agreed with the recommendations of the Executive Director that, in the medium term (the next two to five years), UNICEF should co-operate with developing countries on aspects outlined in the Executive Director's note (E/ICEF/L.1390, para. 7), namely:

- (i) Continuing advocacy of the primary health care approach at the policy level in Governments and at the international level;
- (ii) Support to intersectoral planning and co-ordination for health development;
- (iii) Strengthening centres in developing countries for training, research and advisory services; and introduction of the concept of primary health care into appropriate schools in developing countries, including orientation of professionals outside the health sector;
- (iv) Supporting the introduction of PHC into rural and peri-urban development programmes, country health programming and other programmes offering an entry point; orienting health-related programmes (like nutrition, water and sanitation) towards PHC; and strengthening supportive and referral services;

(v) Support to expanded programmes of immunization, diarrhoeal diseases control, supply of essential drugs and development and use of other appropriate health technologies;

(vi) Support to exchange of country experiences; and

(vii) Strengthening the participation of non-governmental organizations.

(c) The Board also agreed with the recommendations of the Executive Director concerning:

(i) Enhancing UNICEF capacity; and

(ii) Strengthening collaboration with WHO and other organizations of the United Nations system having a major interest in PHC, with particular attention to their effective co-operation in PHC at the country level.

(d) As recognized at the Alma-Ata Conference, the spirit of self-reliance on which PHC is based placed the main responsibility for the mobilization of available PHC resources on the countries themselves at the national, intermediate and community levels. At the same time, greatly increased external aid would be necessary, from many sources within the United Nations system; from international and regional financial institutions, including the World Bank; and also from bilateral agencies. An objective should be to support the expansion and use of local resources and capacity. Since the PHC approach was integrally linked with over-all development, its ultimate success would be directly linked to the new international economic order.

(e) The Board also recognized and repeatedly stressed the importance of technical co-operation among developing countries and considered that UNICEF should play an appropriate role in facilitating the exchange of experience and expertise among developing countries on a more systematic basis.

(f) The Board also stressed the importance of paying particular attention to maternal and child health as essential components of PHC; and in this connexion concurred in the recommendations of the JCHP with respect to training in maternal and child health.

(g) The Board also agreed on the need for enhanced UNICEF support for key elements of PHC as identified in the report of the JCHP, including expanded programmes of immunization (with special reference to improved vaccines and better organization of the "cold chain"); ... essential drugs (including support for production within countries or pooled arrangements for intercountry procurement); diarrhoeal diseases control (including oral rehydration, as well as the provision of sufficient supplies of safe water, personal hygiene, food protection and a clean environment); ... and support for other technologies suited to community health care. The importance of adequate nutrition and prevention of nutritional diseases, including vitamin A deficiency, goitre and nutritional anaemias, was also stressed.

(h) As noted above, the Board also agreed that, since the PHC approach raised many new problems, including management and operational problems, UNICEF should contribute to national studies aimed at improving the effectiveness of PHC. Particular attention should be devoted to community participation, an essential feature of PHC, and to providing access to PHC for the whole population.

(i) The Board expressed particular concern over the need to assure effective intersectoral co-ordination of support for the PHC approach within countries. Similar co-ordination was required within the United Nations system, and with bilateral sources of aid. The Board urged strengthening contacts with financial institutions, especially the World Bank, in order that the advantages and effectiveness of the UNICEF delivery system should be fully appreciated. As the sponsoring organizations within the United Nations system, WHO and UNICEF carried a heavy responsibility; this implied not only the strengthening and adapting of the capacity of the organizations to co-operate with countries, but also close and efficient co-operation between the two organizations. The Board noted that the secretariats of UNICEF and WHO were engaged in a joint review of ways to improve their co-operation and that this would be dealt with at the highest levels of the two organizations; also, that a plan of joint staff training and orientation was being undertaken. The Board also noted that initiatives were being taken by UNICEF and WHO to encourage the co-ordinated contribution of other United Nations organizations to PHC in the countries, with the UNDP Resident Representative playing a key role in assuring consultation among various external aid sources and the co-ordination of their inputs.

(j) The Board concurred in the recommendation of the JCHP that UNICEF and WHO should present a progress report in 1981 on PHC; and should undertake a study, for presentation in 1981, on "The decision-making process within countries for the achievement of the objectives of PHC", which would include financing and management aspects. The Board noted that the secretariats of UNICEF and WHO were consulting on a more precise definition of this study. It concurred in the general approach recommended by the JCHP, namely that this report should be based on case studies of a few country experiences selected to illuminate different national situations and different stages of policy formation and implementation as well as different levels of resource potential.

...

#### Training in maternal and child health

125. The JCHP submitted to the Board the recommendations reproduced in the paper on training in maternal and child health (E/ICEF/L.1388, section 4.3), and added the points listed at the end of section 6 of the JCHP report (E/ICEF/L.1385). The Executive Director believed (see E/ICEF/L.1390, paras. 16-19) that the recommendations and observations of the JCHP offered valuable guidance regarding the implications of the primary health care approach for training in maternal and child health (MCH), and that they could all be followed by UNICEF.

126. The Executive Director pointed out that co-operation in maternal and child health had been an objective of UNICEF since the beginning of the organization. That objective could now be advanced much more widely where countries adopted the PHC approach. He agreed with the JCHP view that there was a need for strengthening and adapting training in the developing countries, with intercountry or regional training facilities playing a supporting role to national efforts, as part of TCDC. Not only should training be given to all levels of health personnel concerned with MCH, but orientation was needed for the personnel in other services whose work had a bearing on health, such as teachers, agricultural extension workers, community workers, home economists and others in contact with communities, including organized community groups, women's organizations and youth movements. In the education addressed to families, fathers should not be neglected. The potential contribution of traditional resources in the community, such as village midwives and traditional healers, should also be exploited to the full.

127. With reference to the strengthening of national training institutions, the JCHP had drawn attention to the need for learning from experience in developing countries, and, in this connexion, to the usefulness of health services research. Attention was also drawn to the importance of strengthening the teaching staff of training institutions and to the fostering of technical co-operation between institutions in developing and industrialized countries.

128. There was general support in the Board for a re-examination of WHO and UNICEF support of MCH training in relation to PHC along the lines of the JCHP recommendations. In addition to MCH training for all categories of health personnel, the emphasis on the orientation for staff of other sectors and voluntary groups was especially welcomed. It was suggested that more attention be paid to evaluating the teaching methods used in training people in MCH and to a more systematic exchange between those responsible for training and those being trained. Attention was directed to the importance of the supervision and training of paramedical staff at the grassroots level, especially village midwives, and of involving traditional healers. The value of regional training institutions was emphasized.

#### Board conclusions

129. The Board's conclusions on training in MCH are set forth above (para. 119(f)).

...

#### Water supply and sanitation

120. The Board had before it a joint UNICEF/WHO study on water supply and sanitation as components of primary health care (E/ICEF/L.1386) and an information note by the Executive Director providing detailed information on UNICEF co-operation in water supply and sanitation programmes (E/ICEF/L.1386/Add.1). The JCHP report dealing with the joint study was contained in E/ICEF/L.1385, section 5. The JCHP adopted the recommendations in the study.

121. The Executive Director, in his comments on the JCHP report dealing with this subject (E/ICEF/L.1390, paras. 9-15), called attention to a basic conclusion of the JCHP that full health returns from the efforts and resources invested in water and in sanitation components of primary health care depended on a number of complementary factors. The complex of factors included personal hygiene; supply of clean water for drinking and household care; excreta and refuse disposal; and cleanliness of the neighbourhood. He also pointed out that a related factor with an important bearing on young child illness and mortality was food storage and handling in homes. UNICEF co-operated in improvements in this field in some countries through women's organizations, information programmes, and the improvement of village technologies.

122. The Executive Director pointed out that in cases where UNICEF was co-operating in water and sanitation programmes being conducted as separate activities, national authorities could be encouraged and supported to broaden them so as to serve as a base for more comprehensive primary health care. Conversely, where primary health care had been initiated without adequate attention to water and sanitation, support might be given to the introduction of these essential components.

123. Delegations regarded the documentation as generally providing a useful overview and sound approach to the problems of water supply and sanitation. The prime importance of water supply and sanitation for child health as components of PHC was stressed. Representatives welcomed the shift in thinking which had taken place in recent years from a main emphasis on technological aspects of water supply, to more awareness of sociological factors. Informing and motivating the population in regard not only to installing and maintaining the water supply, but also of the interrelated factors of home and neighbourhood sanitation, were important elements here. This was seen as linking the water supply effort with broader concerns of health care, community development and the environment. There was agreement that more attention was required regarding effective measures for excreta disposal in those communities being provided with safe water supply. In its co-operation with various other bodies concerned with water supply UNICEF had an especially important role to play with regard to training and the non-technical aspects of community participation in the light of local attitudes and traditions.

#### Board conclusions

124. The Board adopted the following statement summarizing its discussion and conclusions on water supply and sanitation:

(a) The Executive Board expressed its appreciation for the joint WHO/UNICEF report (E/ICEF/L.1386) and the information on UNICEF co-operation in water supply and sanitation provided in document E/ICEF/L.1386/Add.1. The Board approved the recommendations in the report for future UNICEF co-operation with developing countries with respect to water supply and sanitation. It noted that in this way UNICEF would be contributing to the attainment of the global targets adopted at the United Nations Conference on Water held in Mar del Plata in 1977.



(b) The Board agreed with the conclusions of the joint study that the full health impact of water supply and sanitation programmes depended on the situations in a number of complementary fields, including in particular:

- personal hygiene;
- supply of clean water in adequate quantity for drinking and household care;
- excreta disposal;
- refuse disposal; and
- cleanliness of the neighbourhood.

(c) Among the above fields, the Board noted that excreta disposal was of critical importance; and expressed concern over the fact that, in projects currently aided by UNICEF, little effective action was being taken to deal with this problem. The Board therefore concluded that UNICEF, with WHO, should give high priority in its co-operation with countries to more effective measures to assure provision for excreta disposal in those communities being provided with safe water supplies. Cultural factors inhibiting or facilitating community action in this regard should be taken into account. Priority should be given to the training and orientation of professional and technical personnel. At the same time UNICEF and WHO should take measures to assure the full understanding and support of their staff and should assign appropriate support personnel to programmes.

(d) The Board noted that water and sanitation services entailed particular applications of the general principles of the primary health care approach, including:

- (i) The preparation of national policies and plans. With respect to water supply and sanitation for community and family use, plans should take into account the watering of animals and schemes for agricultural irrigation;
- (ii) The involvement of communities. It is necessary to ensure their understanding of and support for the improvement of water and sanitation, including the planning and management of these activities in their communities and the maintenance of facilities, and the strengthening of health education through all appropriate channels;
- (iii) Technical co-operation among developing countries, including the exchange of experience and expertise; and
- (iv) The provision of appropriate equipment and spare parts and, where possible, their manufacture in the countries concerned.

(e) Therefore the Board agreed that, in its co-operation with countries, UNICEF should support the introduction of water and sanitation projects as components of comprehensive primary health care. Particular emphasis should go to underserved rural and fringe urban areas.

(f) The Board recognized the need to apply or develop suitable technology. In this connexion the Board noted that UNICEF, in co-operation with WHO and other international bodies (in particular, the International Development Research Centre of Canada), was already supporting operational research on such problems as improved design for local production of handpumps in a number of developing countries.

(g) The Board also noted the need for more studies on the real benefits of various types of simple water supply and sanitation services which would, among other things, indicate how many people in communities were actually using new sources of safe water and whether the location of water outlets was such as to make the water readily available to all in need. WHO and UNICEF should continue to support such studies.

(h) The Board recognized that UNICEF's limited resources represented only a small fraction of the total investments required in this field of work. Accordingly, the need for close collaboration with the United Nations and other sources of external aid was particularly important. The Board noted with satisfaction the existing arrangements for co-operative action initiated by UNDP, in agreement with other United Nations organizations, in which the UNDP Resident Representative would serve as co-ordinator of external inputs at the country level.

...

Expanded programme on immunization

130. The JCHP noted with satisfaction the progress of the expanded programme on immunization (E/ICEF/L.1400). The programme was a component both of primary health care and of maternal and child health. The objective was to strengthen permanently countries' abilities to immunize their children. Areas of UNICEF/WHO collaboration included the testing of "cold-chain" equipment by independent laboratories and the development of improved equipment. UNICEF was providing an increasing quantity of vaccines and a considerable amount of equipment, and was also active in the area of training. The Committee noted the possibility of promoting production of vaccines at the national level, or in regional centres servicing a number of small countries.

131. In the Board discussion the great importance of immunization was stressed as a means of helping countries develop systems of preventive medicine which often could become the nucleus of PHC. Several representatives welcomed greater WHO and UNICEF support for the carrying out of the immunization programmes in their countries. The need was stressed for training programmes, for quality control of vaccines, and for help with logistical problems such as storage, "cold-chain" technology and mobility of vaccinators. Courses, seminars and pilot projects would help gear programmes to the needs of

individual countries. Support was needed for research to increase the stability of vaccines, simplify technologies and reduce costs. Strict and constant monitoring of technical conditions and safeguards was essential. Immunization programmes needed to be accompanied by nutritional measures and greater attention to environmental sanitation. One delegation believed that the target of 1990 to accomplish the global objective of the expanded programme was over-optimistic.

132. The representative of WHO stated that WHO recognized the importance of the technical aspects of expanded immunization programmes. Progress in the relevant technology was moving ahead satisfactorily and WHO was sponsoring research on heat-resistant types of vaccine to improve stability. It was intended that the immunization programme would be linked to the nutrition, education and environmental sanitation activities of integrated PHC.

#### Board conclusions

133. The Board conclusions with regard to the expanded programme of immunization are set forth in paragraph 119(g). \*

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#### Diarrhoeal diseases control programme

137. The JCHP recognized the importance of the diarrhoeal diseases control programme and considered that it deserved full support as an important component of primary health care. The Joint Committee stressed that measures to prevent diarrhoea, especially the promotion of good maternal and child care practices and the improvement of water supplies and sanitation facilities, deserved full attention and support. There was general agreement in the Joint Committee that emphasis in programme development should be placed on educational and promotional activities to support the programme strategies.

138. The JCHP also agreed that oral rehydration therapy was extremely important for the prevention as well as for the treatment of dehydration, and the prevention of the vicious cycle of disease and malnutrition. Every effort should be made to ensure that this therapy was available early in the course of diarrhoea. Education on how to use oral rehydration, with appropriate dietetic measures and back-up support with intravenous rehydration for serious cases, was considered essential.

139. In the Board discussion it was recognized that diarrhoeal diseases were a very widespread and major cause of infant and young child mortality, and there was general support for a new impetus to be given by UNICEF to their control in association with WHO. It was essential not only to use simple means of treatment, in which mothers could play an active role, but also to prevent such diseases through environmental sanitation, hygiene and nutrition.

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\* See page 34.

### Board conclusions

140. The Board conclusions with regard to the diarrhoeal diseases control programme are set forth in paragraph 119(g). \*

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### Action programme on essential drugs

134. The paper before the JCHP on essential drugs (E/ICEF/L.1401) pointed out that as Governments developed primary health care networks and extended population coverage, the problem of availability of essential drugs became particularly important. It could only be improved by strengthening national drug policies, especially those concerning the improved selection, procurement, distribution, storage and, whenever feasible, national production of essential drugs. WHO intended to play a leading role in such a programme. The Joint Committee noted that it would seem appropriate for UNICEF to adopt the same policies and work together with WHO in a co-ordinated way within the framework of the action programme.

135. It was noted in the Board discussion that UNICEF had provided a substantial amount of support in essential drugs in the past. The importance of UNICEF and WHO developing a system of co-ordinated support to respond better to future requests of developing countries was stressed.

### Board conclusions

136. The Board conclusions with regard to essential drugs are set forth in paragraph 119(g). \*

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### Child mental health

141. The JCHP submitted to the Board the recommendations reproduced in the paper on child mental health (E/ICEF/L.1389, summary, page 6).

142. The paper, endorsed by the JCHP, proposed "a community-oriented approach to both prevention and short-term treatment, with the emphasis on enhancing the skills /to promote healthy child development/ especially of parents, health care workers, teachers and social workers" (E/ICEF/L.1389, page 4). A series of specific recommendations were proposed by the JCHP, including education and training programmes for parents, teachers, institutional personnel and others concerned with child care; development and promotion of technology including manuals, guidelines and training materials for health workers, particularly at the primary health care level; strengthening of community resources; formation of national, multi-sectoral co-ordinating mechanisms and training centres; promotion of procedures to protect child health in institutional settings (e.g. continuity of staff to care for children); promotion of field research; and meetings and other forms of activities facilitating exchange of information and co-operation among countries.

\* See page 34.

143. In a statement to the Board (E/ICEF/CRP/79-24), the Director of the WHO Division of Mental Health discussed the new mental health programme of WHO and new forms of appropriate technology which were resulting from it. These formed the basis of the JCHP proposals before the Board.

144. The Executive Director (E/ICEF/L.1390, paras. 20-28) believed that programmes in which UNICEF co-operated to improve the health, nutrition, education and over-all development of children had the potential of contributing to their mental and emotional health. This potential could be considerably increased by some awareness of mental health problems that may be encountered on the part of the personnel involved and of their supervisors. The Executive Director therefore considered that it would be appropriate, as recommended in the paper to the JCHP, for UNICEF to encourage and support activities directed to the mental health needs of children through the education of parents and communities, the training of personnel working in services for children, and the identification and strengthening of community resources.

145. He believed that community-based action should constitute the framework for UNICEF co-operation. UNICEF's main contribution should be in support of relatively simple and feasible action to promote child mental health, taking account of the resources available and making the most of existing services and personnel in line with the PHC approach. The introduction of simple methods of treatment could well be one of the subjects of field research; meanwhile, co-operation for treatment might be extended on a selective basis. The Executive Director also agreed with the JCHP recommendation that UNICEF should promote procedures that protected child mental health in various institutional settings; however, he felt this should be done without involving UNICEF deeply in the support of institutional care. He assumed that the JCHP recommendations about co-ordinating mechanisms at the national level, training centres, and intercountry meetings and action concerned WHO more than UNICEF, although UNICEF might give some limited support.

146. In the Board discussion the following points were made by representatives: persistent and socially handicapping mental problems of children were becoming increasingly evident in developing countries and deserved more attention from UNICEF; any notion that child mental disorders could be dealt with solely by psychiatrists and health care personnel was clearly mistaken; it was necessary to involve all social sectors in child mental health efforts, particularly education and social welfare; UNICEF action in this field should be part of a wider approach as a component of primary health care and other programme activities assisted by UNICEF; emphasis should be on prevention; mental disorders and handicaps needed to be recognized and treated as early as possible; it was important for UNICEF to promote knowledge of the psychosocial development of the child; a UNICEF focus on the total environment of the child would in itself enhance preventive efforts; training programmes should include parents, who often could perform the same role as trained staff.

147. Several delegations, while supporting the JCHP recommendation, felt that a cautious approach should be taken because of limited experience in the field and possible costs. With regard to the latter point the secretariat stated that it did not envisage significant additional UNICEF expenditure; most of the training and supply costs would be included as elements in PHC and other activities supported by UNICEF within country programmes.

## Board conclusions

148. The Board adopted the following conclusions on child mental health:

(a) The Board recognized the fact that mental health should be seen as a component of total child health.

(b) There was a general consensus in the Board to approve the recommendations of the Executive Director in his note (E/ICEF/L.1390, paras. 20-28) for support of activities aimed at safeguarding and promoting the mental health of children, preventing their mental problems and providing treatment. Such activities should be seen as integral to primary health care, which includes both mental and physical health, and therefore the emphasis would be on community-based approaches, including, for example, education of parents, schoolteachers and health care providers.

## Child nutrition

May 1978, E/ICEF/655

142. For some time UNICEF has taken the view that a broadly based solution to child nutrition problems requires concerted efforts not only to increase food supplies and improve distribution and consumption habits, but also to ensure safe and adequate water supplies, immunization, sanitation programmes and maternal and child health services, and education in health, personal hygiene and child care. ... Primary health care and other basic services opened up new possibilities for incorporating a variety of such activities in community programmes with considerable popular participation.

143. UNICEF assistance for nutrition thus cut across various sectors of UNICEF aid, in addition to specific aid for "applied nutrition", through family and community gardens, poultry and small animal or fish production; better family food storage and local processing of foods for young children; and supplementary feeding...

144. ... the expenditure figures for nutrition are understated; in 1977 they constituted 8 per cent of project expenditures. a decrease in the proportion of project expenditures although some increase in the actual amounts spent. If \$33 million in donated foods distributed by UNICEF had been taken into account (see para. 169), expenditure for nutrition would have amounted to 30 per cent of all project aid.

145. In the general progress report (E/ICEF/654 (Part II), paras. 101-180) the Executive Director reported on a number of country and regional nutrition programmes assisted by UNICEF. While encouraging progress had been made in many of them, both delegations and the Executive Director were concerned that it had not been possible to stimulate more nutrition-

related programmes so that UNICEF could support them with a larger proportion of its resources. However, there were some new promising developments. The ACC Sub-committee on Nutrition in response to a request from the World Food Council had prepared a set of recommendations for Governments, and it expected to finish, by October 1978, a set of recommendations for concerned organizations of the United Nations system which would guide them in their work at the country level.

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157. In the Board discussions, there was a general recognition that child nutrition was to be advanced mainly by taking nutrition into account in development planning, and including nutrition objectives within ongoing services and programmes, such as agriculture extension, health services and education. There was, however, also an urgent need for simultaneous special efforts, as for example in nutrition education through mass media, and special intervention programmes, to deal with goitre, vitamin A deficiency, nutritional anaemias and retarded growth. These interventions could serve as an "entering wedge" for primary health care and basic services; at the same time, nutrition should be one of the highest priority components of such programmes. Stress was laid on the important interrelationships between nutrition and safe water, sanitation and control of infectious diseases.

158. The Board noted that UNICEF was participating actively in the ACC Sub-Committee on Nutrition, which had reached a general consensus on the policies of co-operation that external aid agencies should pursue with developing countries (see para. 88). In terms of UNICEF's programming, this meant that more attention would be given to nutrition components in projects located in rural development areas, poor urban areas (see para. 165) and generally in sectors that could contribute particularly substantially to the improvement of nutrition. (e.g. health, agriculture, education).

#### Breast-feeding

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135. At the Board session attention was directed to aspects of primary health care which related specifically to the health of the young child and the mothers. One of those was breast-feeding. The 1977 Board session requested the Executive Director to report to it on studies being undertaken to promote breast-feeding and on their implications for a more systematic approach by UNICEF. Considerably increased emphasis was required to discourage premature weaning from breast-feeding. The trend toward abandonment of breast-feeding was alarming, and the consequence of artificial feeding in areas where the economic level could not support the necessary food and hygienic facilities were serious.

136. Also serious, as a factor of malnutrition, was prolonged breast-feeding without adequate supplementation after the first months of life. There was a growing body of experience available in many countries on the use of locally available weaning foods. Pilot experiences introduced in the countries of West Africa in the wake of repeated disastrous droughts, and rehabilitation measures for refugees and flood victims on the Indian subcontinent, had provided useful experience. In countries which had the raw material and financial resources, the use of factory-produced weaning foods should not be excluded to supplement home-made foods for children in urban areas.

137. The Executive Director reported to the Board on an action-oriented research programme on breast-feeding and infant nutrition that had been developed by WHO in co-operation with the International Children's Centre (ICC), Paris, and the Swedish International Development Authority (SIDA), and on work which had started in several countries with WHO and UNICEF assistance to identify the main factors influencing the decline of breast-feeding and to develop means of countering those factors (E/ICEF/654 (Part II), paras. 162-167). That information was supplemented by a note to the Board by the WHO Division of Family Health on trends in breast-feeding and their impact on child health (E/ICEF/CRP/78-10) which described a methodology which could be adapted to a variety of national settings as a basis for an action programme to promote breast-feeding. It was an educational approach that focused on local and family resources. The approach involved a basic epidemiological study of infant feeding patterns, followed by actions focused around relevant entry points or need areas. It provided baseline information which could be used to measure the impact of interventions.

138. In encouraging countries to participate in activities of that kind, WHO and UNICEF would be prepared to provide both financial and technical assistance. WHO and UNICEF country staff, besides initiating the promotion of those activities by bringing such information to the attention of ministry officials, MCH and nutrition workers and university faculties, could also help in providing a communication link between countries wishing to undertake those activities. Co-operation in the formulation and design of the programmes would be forthcoming from WHO and UNICEF. National expertise and institutions would be used to the maximum for the whole range of activities involved, including research at the community level, analysis of data, planning of projects, and implementation, management and evaluation of the programmes. The Board expressed its support of an expansion of UNICEF assistance in that area, in co-operation with WHO.

139. Attention was also directed to the critical perinatal and weaning periods. Those were areas of maternal and child health to which insufficient attention had been given in the past. WHO and UNICEF had agreed to study and develop methodologies for the care that could be given during the perinatal period under typical conditions in developing countries, and to expand their attention to the weaning period.



## Education

May 1978, E/ICEF/655

### Formal and non-formal education

146. UNICEF co-operates with countries mainly in qualitative improvements in primary schooling, especially in broadening education in order to provide children with the skills and knowledge to prepare them to improve their living conditions and life prospects. Complementing the approach in primary education, UNICEF aids non-formal education (i.e. outside the regular school programme). The purpose is to provide out-of-school children and youth with the basics of literacy and numeracy, as well as skills and knowledge for improving their living conditions and life prospects. An important proportion of non-formal education activities are especially designed to reach girls and women in relation to health, food and nutrition, child and family care, home improvement and training in practical skills.

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148. At its 1977 session, the UNICEF Executive Board reviewed the policy of UNICEF assistance for formal and non-formal education. An assessment of the effectiveness of UNICEF's co-operation in education services would be presented at the 1980 session of the Board...

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159. ...UNICEF co-operation in formal schooling emphasized improvement in the quality of primary education and support for measures to study, reform and adapt its content, particularly in under-privileged areas.

160. In 1978 a total of 90,200 educational institutions received UNICEF supplies and equipment and 69,400 teachers, instructors and other education personnel received training with UNICEF stipends. Initiatives were also pursued in the field of non-formal education. Out-of-school youth were provided with the basics of literacy and numeracy as well as skills for improving their living conditions and life prospects. An important proportion of non-formal education activities were directed towards girls and women... More attention was also given to pre-school children, particularly in Latin America, where various programmes have been developed which give more systematic attention to the young child, a concept primarily promoted in many instances through non-governmental channels.

Emergency relief and rehabilitation

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25. The Executive Director also referred to the continuing importance of UNICEF's work in emergencies caused by natural or man-made disasters, including UNICEF's capacity for rapid procurement and the movement of a wide range of supplies. It tried, whenever possible, to concentrate on rehabilitation following disasters.

...

173. The Programme Committee had before it an information note by the Executive Director reviewing UNICEF relief and rehabilitation assistance policies and describing aid given for this purpose in 1978 (E/ICEF/CRP/79-3). This had been prepared in response to requests by some Board delegates who had expressed concern over the use of general resources for such assistance as approved in 1978 by mail poll in the wake of disastrous flooding in five Asian countries.

174. UNICEF had three main procedures for meeting emergency situations, in co-ordination with the Office of the United Nations Disaster Relief Co-ordinator (UNDRO), which was not itself a funding organization:

- A UNICEF representative could, in agreement with the Government, divert \$25,000 from the country programme for immediate relief purposes. With the approval of UNICEF headquarters, a larger scale rescheduling of commitments approved for longer term programmes could be made to provide for both relief and rehabilitation. This might be advisable because of pressing need and the impossibility of proceeding with a longer term programme without attending to rehabilitation and reconstruction;
- Emergency relief could also be funded from the annual commitment of \$1 million available for use at the Executive Director's discretion. This could be used for smaller-scale requirements, or in order to start operations while other resources were being obtained through mail poll or special appeals;

For larger scale relief and rehabilitation assistance, specific purpose contributions could be sought. When the Secretary-General made an appeal, a portion of the funds received usually came to UNICEF. UNICEF could also receive specific purpose contributions directly following an appeal by the Executive Director. This was often made in conjunction with a recommendation to the Executive Board to use some general resources in order to start assistance operations.

175. In the Committee's discussion, delegations generally expressed satisfaction with UNICEF's record in responding to emergencies. They desired that its flexibility be maintained. At the same time, they felt that emergency assistance, despite its undeniable value, should be limited in extent and should not become a major UNICEF concern, or be charged against general resources to the detriment of basic services. Several delegations stated that their Governments were prepared to make specific purpose contributions for relief and rehabilitation assistance. Where rehabilitation of services was the priority, the Executive Director had more time to solicit contributions. Delegations also suggested that more use be made of special appeals. In cases of acute need, the emergency reserve could be drawn on by the Executive Director, and in this regard there was general agreement that the reserve should be increased.

176. Comments were also made on the use of mail polls in emergency situations. A mail poll necessarily precluded the kind of discussion among Board members, and between Board members and the secretariat, that took place at Board sessions. It was suggested that there was a need for closer consultation when mail polls seemed appropriate to the secretariat. One delegation suggested that an upper limit be set for the amount of assistance which could be approved by mail poll. Others suggested that, rather than approve the recommendations by mail, the Board hold a special meeting at headquarters to consider the proposal.

177. In his reply, the Executive Director agreed to the suggestion that consideration be given to increasing the emergency reserve fund. The possibility of a mail poll should be kept open for another year to maintain flexibility. Should a mail poll be considered, advance consultation would be held with Board delegations in New York. A special meeting of the Board might be held on a mail poll recommendation if delegations so wished.

I. Programme objectives and UNICEF inputs  
involving several ministries

Basic services

May-June 1979, E/ICEF/661

149. The basic services concept, its place in national development strategy and current applications in developing countries figured prominently in the Programme Committee discussions.

150. This concept, which calls for the active participation of the population of each community in the local planning and control of essential services for children, had become the main feature of UNICEF's advocacy role and co-operation in programmes since its adoption by the Board as a strategy in 1975. While the full application of the concept remained a long-term task, it was becoming a recognized alternative to the linear extension of conventional patterns of services in villages and poor urban areas. Of the 53 recommendations for country programmes presented to the Programme Committee, 31 proposals contained applications of the basic services approach. Generally, the proposals showed a start in at least one programme field such as primary health care, water supply or basic education.

151. In the Committee's review of these programme proposals it was pointed out that the introduction of the basic services approach required changes in programming, in the allocation of resources and in traditional administrative procedures - in short, a commitment towards change not only by the country but by UNICEF itself. In the field, it meant a more decentralized approach in order to effect changes in the structure of UNICEF co-operation with authorities at all levels. Greater emphasis had to be placed on the training of local staff and on popular participation in the decision-making process, which implied further training of present staff in new methods and techniques and changes in existing recruitment policies.

...

#### Eastern African symposium on basic services

153. The Programme Committee had before it a report on a symposium on basic services: objectives, strategies and programmes for children in Eastern Africa (E/ICEF/L.1404). This meeting, sponsored by UNICEF with the generous co-operation of the Government of Kenya, brought together government ministers, chairmen of National IYC Commissions, and representatives of specialized agencies, donor countries and NGOs.

154. Participants had shared their experiences in introducing basic services at the community level. It was agreed that more attention should be given to effecting structural and organizational changes in government administration and policies to support the development of a local capacity to meet the service needs of communities. Decentralization of authority by Governments to both the village and urban community level was essential for the promotion of popular participation. There was a need also for more orientation courses for government officials and for more training for village workers in order to provide them with the necessary skills to service their communities. The symposium gave explicit support to the basic services approach and underscored the need to incorporate programmes benefiting children in national development plans. In this connexion UNICEF was asked to serve as a centre for the exchange of information among the countries of the region, and provide support and advice in the various programme fields.

Women and girls \*

May 1978, E/ICEF/655

158. In the course of the Programme Committee proceedings a statement was made by the UNICEF Senior Adviser on Family Welfare on programme developments affecting services for women and girls (E/ICEF/CRP/78-14). In view of the special relationship between mother and child, concern for the welfare of women had been from the outset implicit in UNICEF assistance programmes. The growing recognition of the fact that the advancement of children was in many cases contingent on the advancement of women had brought a change in programme emphases - women were viewed less as beneficiaries and more account was taken of their role as active participants in the development of children and of programmes benefiting children.

159. A "knowledge network" of UNICEF staff was working on programming guidelines for UNICEF assistance benefiting and involving women. It was hoped that with those guidelines country offices would be better equipped to co-operate with Governments in meeting the needs of women and children in a more systematic way. More weight would be given to programme activities approved by the Board since 1974 - programmes that alleviated the domestic burdens of women and gave them more time for productive labour, for their families and for their own development. At its 1977 session the Board approved UNICEF co-operation in training for women in various skills which had the potential of improving family levels of living and increasing family income, as well as helping women play a more responsible and active role in community life and betterment (see also para. 130).

160. Members of the Board reaffirmed their encouragement of those approaches. The Board also endorsed UNICEF's policy that, whenever possible, programmes benefiting women should be developed not in an isolated way but within the context of the "country approach", through which programmes for women would be incorporated as components of other services. Those programmes should also, to the extent possible, reflect the basic services approach which had identified women not only as an important target group for that strategy, but also as key participants, and often initiators, in carrying it out. However, it was recognized that owing to social and cultural conditions, some countries may have to start with separate women's programmes for a transitional period.

161. Several delegations voiced the hope that UNICEF would play an important role in the preparations for the 1980 World Conference of the United Nations Decade for Women. A report will be prepared for the Conference on UNICEF-supported activities for the advancement of women, on the impact of those activities and how they supplemented or complemented the work of other organizations in the United Nations system.

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\* Paragraph 130, from the May 1978 Board report, is reproduced on page 53.

162. A report on the integration of women in the development process and its impact on the well-being of children was requested for the 1980 Board session. Some of the basic material would be useful for preparing the report to the Conference.

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163. The Board welcomed evidence that co-operation in strengthening women's services bearing on the situation of children was receiving more emphasis in country programmes, and expressed satisfaction with the increasing developmental orientation of women's programmes. Programme commitments especially benefiting women and girls in health, nutrition, education and social welfare services were increasingly being designed to enable women to assume active and responsible roles in these services and in community life and betterment. In the preparation of programme proposals and the review of ongoing activities, more attention was being given to ensuring that components for improvement in the situation of women and girls were included. The Board endorsed the inclusion of income-generating skills for women in such programmes; it was clear that increasing women's earnings had a positive effect on the well-being of children and the family as a whole. The Board looked forward to receiving a report at its 1980 session on women in the development process, in relation to the well-being of children.

Children in low-income urban areas

May 1978, E/ICEF/655

107. Reaching the children of the urban poor, a main agenda item of the 1978 Board session, was a follow-up of the Board's consideration in 1977 of UNICEF experience in assisting projects in urban slums and shanty towns (see E/ICEF/651, 24/ paras. 63-80).

108. At that time the Board requested a further report from the Executive Director on ways in which a broader approach might be taken to reach the children of the urban poor. In response to that request, the Board had before it a note by the Executive Director, entitled "Reaching the children of the urban poor" (E/ICEF/L.1372 and Corr.1), regarding the main lines of UNICEF co-operation in urban-assisted programmes and a background paper on children in poor urban areas, entitled "Basic services for children of the urban poor" (E/ICEF/L.1371), prepared by Dr. Mary Racelis Hollnsteiner, UNICEF consultant.

...

114. In his note, the Executive Director reported that a survey among UNICEF representatives responsible for co-operation in 65 countries had revealed that, in 52 of those countries, government programmes assisted by UNICEF were under way which included urban components or specific activities taking place in urban areas. Those activities were generally of two kinds: direct services benefiting children; and support for policy formulation, planning, project preparation and programme management.

117. Taking note of the broad guidelines for the implementation of community-based services delineated by the consultant, the Executive Director suggested a number of principles for the adaptation of the basic services strategy to urban areas. They were the following:

- Services should be planned and carried out that respond to features of the urban environment (e.g. high population density, dependence on cash income, women as contributors to family income, underemployment and idle youth, children left on their own or in the care of other siblings while parents work);
- Advantage should be taken of proven capacity of residents of low-income areas to work on the basis of self-help if given access to technical and logistical supportive services; community groups and individuals should be involved and receive government support in problem identification, planning, carrying out and administering community level actions;
- Services at the community level should be simple and low-cost level, with referral services available when required;
- Community workers should be selected by or with the agreement of the community, and should undergo simple training and have the support of government personnel and services.

These principles provide a basis for the development of the various areas of UNICEF co-operation.

118. It was the view of the Executive Director that the main channels for support of urban basic services would continue to be: (a) long-range comprehensive programmes designed for specific communities directed to their physical, economic and social development where social services were extended in partnership with a large funding source; and (b) immediate-benefit programmes designed for specific communities where an array of basic social services were provided with the assistance and the involvement of the community.

119. In addition, national programmes, usually sectoral, could be extended into low-income urban areas. Though their weakness was likely to be in the aspect of community participation, and the co-ordination of services across sectoral lines, they had the potential to reach larger numbers.

120. Local programmes undertaken by local governmental bodies or voluntary organizations also offered possibilities. Those programmes might be a direct response to local needs linking the capacities, contributions and resources of both the community and local government or supporting organization. Though they might be limited in scope, they could often be extended with national assistance.

121. While the Executive Director did not propose any new areas of UNICEF co-operation, he stressed that UNICEF in co-operation with Governments should give more attention to low-income urban areas. UNICEF field staff should raise and present the problem in appropriate government ministries as part of preparation for each country programme as it came up for review.

122. The Executive Director, therefore, recommended that UNICEF should continue to co-operate with Governments in urban programmes along the lines indicated above.

123. The Executive Director also suggested that some aspects of UNICEF co-operation should be given more emphasis: the young child; health, including family planning; nutrition; water supply and environmental sanitation; day-care; other social welfare services; education; play and recreation; appropriate technology; women's activities benefiting children; strengthening the community's capacity to plan and carry out its own development; social policy programming and organization infrastructure development.

124. All forms of UNICEF co-operation should be directed to strengthening national capacity to promote and support community-based services. National support should, in turn, seek to strengthen the capacity of communities to be responsible for local services, and should include technical and logistical assistance. Further, UNICEF should assist in exchange of experience within countries and regions among responsible officials in that field.

125. In carrying out those activities, UNICEF field offices might need some additional support, and consultant services might be required from time to time.

...

130. Certain areas of co-operation were singled out in discussion. Stress was laid on the need to generate income for the urban poor, especially through training programmes for women, as was made clear in the consultant's report. While it was not the responsibility of UNICEF to create jobs, employment was a factor to be taken into account if families and communities were to acquire the financial resources for their development; in many urban households mothers were the breadwinners. UNICEF had an indirect role to play in organizing marketing and credit facilities. Board members agreed that it was important for skills to be



upgraded and for some assistance for credit, for example, to be provided. But it was also acknowledged that UNICEF's role in such matters was far from clear. Therefore, it was important that further studies be prepared, based on actual experience with programmes already being undertaken...

### Conclusions

131. The Executive Board reached the following conclusions:

(a) The Executive Board expressed its appreciation for the note by the Executive Director and the report of the consultant. It stressed the importance of strengthening assistance to improve the situation of children in low-income urban areas and endorsed the main lines of UNICEF co-operation recommended by the Executive Director in his note to the Board.

(b) The Board looked forward to receiving information on ongoing urban activities in its annual review of programmes. The Board requested the Executive Director to submit, at its 1982 session, a report on urban projects, reviewing experience to date. In addition, the Executive Director was requested to include progress made in urban development programmes in his annual progress report or in one of the detailed programme reports.

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164. UNICEF's co-operation in services on behalf of children growing up in low-income urban areas expanded during 1978. Urban projects were under way in some 20 countries and projects for nine more were approved at the current session. The greater attention paid by Governments to urban population growth and to the problems of poor population groups had helped in fostering this trend, as had the interest taken by various financial institutions, such as the World Bank, in developing projects to improve conditions in urban slums.

165. Many delegations commented favourably on the growth of UNICEF co-operation in activities benefiting women and children in poor urban areas. They noted, in particular, that more recognition was being given to the serious problems of child malnutrition peculiar to the urban environment, and they welcomed this trend. It was felt, however, that UNICEF should consider being a more active advocate and collaborator in those countries where urban development activities were still very limited. It was also suggested that the needs of the urban child be taken into account more systematically in UNICEF's planning of its work; specifically, UNICEF's current and envisaged activities in poor urban areas should be detailed in the next medium-term plan.

166. The Executive Director, commenting on the discussion, appreciated the delegations' concerns and agreed to their suggestions. More systematic consideration would be given to the needs of urban children in UNICEF work plans in accordance with the programme guidelines approved by the Board in 1978 for reaching children in low-income urban areas. This was a field that particularly lent itself to collaboration with bilateral aid agencies and the Executive Director welcomed the possibilities that were emerging in that regard.

## Integrated rural development

May 1978, E/ICEF/655

149. ... [ The Board ] noted that integrated rural development projects were receiving priority attention in a number of countries, and that provided an opportunity for UNICEF's co-operation to reach rural children and mothers in areas where economic development could provide a financial base for contributing to the recurring costs of the services...

...

## Responsible parenthood

152. The concept of responsible parenthood implies patterns of family life and child bearing, and community services, which promote a family size commensurate with the resources and aspirations of the parents, the health of the mothers, and the right of the parents to decide freely and responsibly the number and spacing of their children. This is an important element in improving the health and well-being of children already in the family. UNICEF's support for the various services benefiting children helps to further this concept. As an aspect of responsible parenthood, family planning services may be supported by UNICEF, with the technical guidance of WHO, as part of maternal and child health services.

153. Most of UNICEF's support for family planning services is funded by the United Nations Fund for Population Activities (UNFPA) through funds-in-trust for child health project components. In 1977 this amounted to \$5 million (see table 1 above). This amount was not expected to increase in the future because UNFPA was executing more of its assistance projects itself, sometimes using UNICEF reimbursable procurement services.

154. At the 1977 Board session, the view was expressed that UNICEF should more systematically promote family planning through the various projects it assisted... The Board was informed that programming guidelines for the application of that approach were being prepared for field offices, with the assistance of WHO and UNFPA. They would be used for introducing at the country level responsible parenthood and family planning as a specific aspect of programming in the fields of health, education, nutrition, adult literacy for women and other activities especially affecting women.

155. It was expected that the broadening of UNICEF's involvement in responsible parenthood would have an impact on working relations with UNFPA. It should mean that UNFPA would be considered not only as an agency to provide funds-in-trust for family planning services but also as a close partner in joint programmes of a wider nature. Co-operation in that field would continue with non-governmental organizations, especially the International Planned Parenthood Federation and, at the country level, national family planning associations.

156. Board members welcomed the programming approach to promote the concept of responsible parenthood in the various services in which UNICEF was co-operating...

161. Responsible parenthood implies, for UNICEF's programme approach, helping parents bring about the best life possible for their children. Family planning services provide one means that parents can choose to use in pursuing this general objective. Within a Government's own policies and priorities UNICEF considers responsible parenthood and family planning a component of basic services, and particularly as part of maternal and child health care, education and social welfare services.

162. In the course of the Programme Committee discussion, some delegations expressed disappointment that more attention had not been given to the subject of responsible parenthood and family planning in the documentation. The suggestion was made that it would be timely for the Board to review UNICEF aid for family planning at its next session. The Executive Director felt this would be difficult in view of the heavy preparation load for the next session on already agreed items. The secretariat directed the attention of representatives to comprehensive guidelines which had recently been issued to field offices on UNICEF co-operation in these areas, and an agreement on procedures and relations between UNFPA and UNICEF... Efforts would be made to improve reporting in future country programme profiles on co-operation in this field, and a fuller account would be given in the next general progress report.

Handicapped children

May-June 1979, E/ICEF/661

170. In his general progress report the Executive Director noted that as a result of IYC there was considerable interest in widening the scope of UNICEF's concern with the needs of disadvantaged groups, such as handicapped children (E/ICEF/658 (Part I), para. 15). UNICEF was already providing some assistance in this field and he felt it would be desirable to provide more. This view was shared by a number of delegations.

171. The Executive Director noted that the Board would have before it at its 1980 session a study of measures to improve the quality of life of children in developing countries who had disabilities. This study was being carried out by Rehabilitation International, a non-governmental organization, at UNICEF's request. The Secretary General of Rehabilitation International, in a statement to the Board (E/ICEF/NGO/196), discussed some of the issues and concepts underlying the study. The essential purpose would be to develop recommendations for UNICEF on what could be done to help reach the majority of disabled children in developing countries who live without access to rehabilitation services of any kind. Emphasis would be on simple methods at the community and family levels to find and serve disabled children and to prevent needless disabling by early intervention through existing health, social and educational systems.

172. The Board also had before it a statement by the World Council for the Welfare of the Blind and the International Agency for the Prevention of Blindness (E/ICEF/NGO/188). It stressed the importance of the treatment and prevention of blindness as part of primary health care and the need for a multi-faceted approach to prevent nutritional blindness of children. It expressed the strong hope that UNICEF would give increased attention to the special and non-formal education needs of blind and visually handicapped children. NGOs in the blindness field would be ready to work with UNICEF toward this objective.

Assistance to children and mothers  
cared for by liberation movements

May 1978, E/ICEF/655

167. In his general progress report, the Executive Director described the aid given to children and mothers under the care of liberation movements in southern Africa (E/ICEF/654 (Part II), paras. 217-226). In addition to helping improve the conditions of life for them in the host countries, support was given for the training of personnel among the refugee groups in health, education and social services and in the wider aspects of programmes such as planning, project preparation, training and supervision. Close co-operation and co-ordination was maintained by UNICEF with the host Governments, the Liberation Committee of the Organization of African Unity (OAU) and the United Nations agencies concerned, especially the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Development Programme (UNDP), WHO and UNESCO. Funds approved at the 1977 session of the Executive Board, and special purpose contributions from donors, were not sufficient to meet all the requirements of 1977-1978, and a new commitment was approved by the Board at its current session to supplement the short-fall in funds, and also to make possible the extension of aid through 1979. Board members felt that UNICEF should do its utmost to increase the assistance it was giving, particularly in training.

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167. UNICEF assistance was provided in 1978 to refugee mothers and children under the auspices of the liberation movements in Angola, Botswana, Mozambique, Swaziland, the United Republic of Tanzania and Zambia under a commitment approved by the Board at its 1978 session.

168. In southern Africa, there had been increased movement of Namibian and Zimbabwean refugees across the border into neighbouring countries, adding to the severe economic difficulties of those countries. Appeals for help were addressed to the international community to provide the basic necessities for the refugees in the face of a rapidly deteriorating situation.

169. In response to these needs, and also to the relevant resolutions of the General Assembly, the Board approved a recommendation to continue its support of humanitarian assistance to refugee mothers and children under the auspices of liberation movements in southern Africa (E/ICEF/P/L.1907(REC)). Delegations stressed the importance of UNICEF co-operation and the need to do still more both in Africa and in the Middle East. It was agreed that assistance should be increased beyond the emergency and relief level, especially to the liberation movements recognized by the Organization of African Unity, for example, to prepare personnel for work in the sectors of special concern to UNICEF. It was also felt that UNICEF should be prepared to meet a possible large-scale increase in the number of refugee children in the region.

#### Appropriate technology

May 1978, E/ICEF/655

163. In the course of discussion in the Board and the Programme Committee a number of delegations noted with interest the recent emphasis in UNICEF assistance on appropriate technology - ideas, methods, equipment, tools and practices that helped to improve the nutrition, health and well-being of children and families through simple devices compatible with the environment.

164. The appropriate technology in which UNICEF co-operated was essentially community-based, and as much as possible used low cost materials available locally. In its application stress was laid on: (a) improving the availability and quality of local food supplies through better methods of cultivation and improved food conservation; (b) improving health care, home hygiene and the home environment; (c) improving the availability and quality of water supplies; (d) reducing the physical workload of mothers; and (e) promoting better use of existing fuel sources and the development of other sources of energy for cooking and household use.

165. Several delegations questioned the extent to which UNICEF should become involved in appropriate technology and wondered whether its activities overlapped the work of other agencies. The Executive Director stated that there was a need for simple technology in low-income communities to ease the drudgery of mothers and strike at some of the roots of the problems of child malnutrition. In UNICEF it was not a programme field in itself, but the instruments to be used in health, nutrition, women's activities, etc. He saw no risk of duplication of the work of other agencies. On the contrary, UNICEF's work complemented and dovetailed closely with other programmes...

166. It was agreed that the Executive Director would keep the Board informed of the results of UNICEF's assistance in the promotion of appropriate technology, in particular with regard to its multiplier effect, and to UNICEF co-operation with other interested agencies in that activity.

Technical co-operation among developing countries

May 1978, E/ICEF/655

150. Delegations approved the increasing support for intercountry and regional training institutions, seminars and workshops, and for facilitating the exchange of experience between developing countries on services benefiting children. It was noted in that connexion that UNICEF would be represented in the United Nations Conference on Technical Co-operation Among Developing Countries, to be held in Argentina in September 1978.

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92. The Board placed considerable stress on the importance of TCDC in the extension of primary health care, water supply and sanitation, and the other health matters it discussed in connexion with the JCHP report.

93. There was a general recognition in the Board that as part of UNICEF's efforts to help countries build up their national capacity in connexion with services benefiting children, TCDC had its application in many programme fields. Delegations, therefore, very much welcomed the intention of the secretariat, in co-operation with other agencies in the United Nations system, to promote TCDC more actively and systematically through institution building and transfer of technology. UNICEF would increase its support for contracting with institutions and consultants from developing countries for their participation in programme preparation and execution; for the strengthening of institutions in developing regions and countries to provide training, orientation, and advisory services, and to undertake applied research; for the exchange of experience through the preparation of case studies of programme organization, cost and results; for arranging visits of officials who were preparing programmes to see what had been done in similar situations elsewhere; and for occasionally arranging seminars or meetings.

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

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

21. UNICEF could not possibly provide external co-operation on the scale that would be required. It was only with increased help from other sources also - bilateral agencies, other United Nations funding agencies and non-governmental organizations - that national services could be extended rapidly. However, it was clearly incumbent on UNICEF to make a very special effort, because of its serious commitment to IYC, to give leadership to the international community in helping countries carry out the decisions they would make during the Year.

25... the impact of UNICEF action would be increased when its inputs were combined with inputs from other sources. UNICEF's limited assistance might, for example, form the nucleus of a larger-scale project preparation. It would permit national staff to be trained, and methods to be tried out and proven on a small scale, before larger investments were made. Other possibilities remained to be further explored, e.g., aid consortia for projects in social and other fields related to children. Many bilateral agencies and international organizations were giving increasing attention to health, water, nutrition and education. If they enlarged their aid in those fields, a major impact on those problems would be possible within the next five years.

26. It would not be necessary, in the Executive Director's view, for UNICEF to spread its co-operation thinly in each programme field among all developing countries. In some countries, UNICEF co-operation might be the main source of external support for dealing with a particular problem. In another country, UNICEF's contribution might be only marginal but with a significant catalytic effect. Two principles were involved: services could be extended very efficiently with modest amounts of external co-operation; and that co-operation had to come from many sources in addition to UNICEF. The increase required in external assistance from the international community was, in the view of the Executive Director, well within current capacities.

...

50. ...If a substantial impact was to be made on the basic problems of children, it was necessary not only for UNICEF to increase its support, but also for other agencies of the international community, bilateral and multilateral, to do so. The UNICEF proportion was likely to remain quite small in relation to the total that was needed. In that connexion the use of consortia to enable both the United Nations system and bilateral aid to work together would be explored further; he would welcome the help of interested Board members in that regard...

...

55. The Board generally agreed with the Executive Director's view that UNICEF's identity, organizational structure and operational capacity should be maintained.\* Satisfaction was expressed that that was reaffirmed, explicitly or implicitly, in the General Assembly resolution on restructuring.

56. As a positive response to resolution 32/197, the Board also welcomed the Executive Director's intention that UNICEF should co-operate fully in efforts to improve the co-ordination and coherence of the United Nations system, at the same time endeavouring to promote a better comprehension throughout the system of the importance of programmes directly or indirectly benefiting children. UNICEF's co-operative relations with the specialized agencies were working well. However, as indicated elsewhere in the present report..., it was now time for UNICEF to play a part in the development of new initiatives for working together co-operatively with international and national technical, financial agencies and operating agencies and non-governmental organizations, particularly from the point of view of promoting the basic services strategy and follow-up of IYC. Delegations welcomed the intention of the UNICEF secretariat to work closely with other organizations in the United Nations system for a joint approach toward closer programme linkages and improved co-ordination in helping Governments solve specific problems...

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\* Paragraph 212, from May 1978 Board report, is reproduced on page 76.



59. Attention was also drawn to paragraph 34 of the annex to the resolution [32/197 of the General Assembly] which provided that a single individual at the country level should be entrusted with over-all responsibility for, and co-ordination of, operational activities for development. The Board, concurred with the Executive Director's view, which he understood would also be reflected in the ACC report, that the lines of authority between the representatives of organizations at the country level and their own executive heads, would not be affected by the arrangements envisaged in the paragraph cited. The emphasis would be upon team leadership, especially as regards the multidisciplinary dimension in development assistance programmes. That could significantly help UNICEF in bringing to the attention of Governments at the highest levels the importance of programmes benefiting children. It was a well-established UNICEF policy to co-operate fully with the UNDP representatives toward those ends, and it was now understood that in all but exceptional cases the official designated to exercise such team leadership would, while being appointed by the Secretary-General, also be the UNDP representative.

...

126. [To reach children in low-income urban area] UNICEF should in addition to the use of its own resources, help mobilize additional external assistance from the United Nations development system, international financial institutions, bilateral aid agencies, and non-governmental organizations through the preparation of noted projects, and by advocacy. That would be appropriate where UNICEF, through its co-operation with a country, had acquired some understanding of the situation and sought to encourage larger scale investment.

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87. A considerable amount of interest was evidenced in the Board discussions on UNICEF's collaboration with other agencies of the United Nations system (both technical agencies and financial institutions) and with bilateral sources of aid. The importance of strengthening such collaboration was specifically emphasized in the conclusions adopted by the Board in connexion with primary health care ... and water supply and sanitation ... Such collaboration was essential for programmes of country coverage...

88. The Board noted that within the United Nations system more comprehensive approaches were being pursued relating to rural development, urban areas, nutrition, primary health care and water supply. An increasing number of agencies were concerned with these approaches, including the World Bank, UNDP, the International Fund for Agricultural Development, and others, in addition to the concerned specialized agencies. The present mechanisms for collaboration, therefore, consisted of a group of agencies working together rather than bilateral arrangements between each other for collaboration. For example, a mechanism of co-operative action had been worked out in relation to water supply. There was also a system of collaboration, including a number of bilateral agencies, which was emerging in the ACC Sub-Committee on Nutrition

... All these developments were taking place in the context of a growing recognition that the needs of developing countries had changed and were in turn modifying the role of the agencies. With the development of more indigenous and regional expertise, technical co-operation among developing countries (TCDC) was increasingly being used for consultative and advisory services and training...

89. The designation of a "single official" as the senior United Nations representative would also promote co-operation. In that connexion, however, many representatives stressed the need for UNICEF to maintain its identity and flexibility within the restructuring process of the United Nations family.

90. In the opinion of the Executive Director, the various current developments required revisions of arrangements for collaboration. ACC and its sub-committees on programme and operations were concerned with these questions. In the last year a revised arrangement for collaboration was agreed upon between UNICEF, UNDP and UNFPA. To further their joint efforts to support primary health care, a revision of arrangements will be made between WHO and UNICEF. The Executive Director believed that arrangements with other agencies would also have to be reviewed or developed in a similar spirit.

91. A number of delegations stressed that with increasing emphasis on co-operation and co-ordination, it was important for UNICEF to take initiatives with other agencies having common objectives. This would mean more involvement with other agencies in the United Nations system, and bilateral agencies where applicable, in social development programmes benefiting children directly or indirectly.

#### K. Supply aspects

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151. The increase in the purchase by UNICEF field offices of locally produced or locally available supplies was noted ... and some delegations thought that that proportion should be increasing more rapidly. It was pointed out in the Programme Committee that supply requirements were essentially defined by assisted Governments in co-operation with UNICEF field staff. Continuous efforts were being made to ensure their suitability to local conditions and to improve maintenance. Feedback, both in terms of positive and negative experiences, was an essential factor in monitoring the qualitative aspects of UNICEF supply assistance. Through the establishment of guidelists and constant market research, the most suitable types of equipment were called to the attention of national and international staff. In the provision of transport the optimum of standardization at country level was emphasized, with due reference to proper maintenance, often involving the provision of spare parts and sometimes running costs; the latter constituted a problem in many countries.

99. Other measures taken at the country level to accelerate programme implementation included increased local procurement of supplies and equipment, thus circumventing delays in delivery and transport problems. At the same time local procurement also generated additional income for local manufacturers.

...

108. Several delegations also commented on the supply aspects of UNICEF co-operation, noting that delays in the delivery of imported supplies and equipment had affected the rate of implementation in some countries. Generally, more careful supply planning was called for to ensure timely delivery and to avoid a heavy bunching during certain periods of the year in supply call-forwards and in procurement. ... They welcomed the trend towards local procurement, which had nearly doubled during 1978. They believed that, whenever possible, UNICEF assistance should contribute to the development of national production capacity.

## II. FINANCIAL QUESTIONS\*

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### Revenue targets

22. The Executive Director pointed out that UNICEF currently had a revenue target of \$200 million for 1979 and that the average annual increase of UNICEF's revenue during the five-year period 1973-1977 had been 15 per cent. ... It was his belief that to project a regular annual increase of 15 per cent over the next five or six years would be a wholly inadequate response to both the immense existing needs and the exceptional possibilities presented by IYC and the evolving world situation. It was clear that there would be enhanced opportunities for UNICEF to co-operate effectively with developing countries in measures to improve the well-being of their children. It seemed reasonable to expect that there would be an increased willingness from the Governments of better-off countries - and also from the private sector - to enlarge their support for programmes benefiting children in the developing world, and that they would want to channel a significant portion of that response through UNICEF.

23. The Executive Director, therefore, proposed as a target, annual revenue increases for the five years following IYC - 1980 through 1984 - with the objective of reaching \$500 million by the end of that period. That would constitute an average annual increase of 20 per cent. Allowing for inflation, the amount in 1984 would probably be equivalent to about \$340 million in terms of 1979 prices. He recognized that such annual increases could not be projected indefinitely; however, a major effort in the five years following IYC could have very great significance for children in developing countries. He was not suggesting that all Governments should increase their contributions by any uniform percentage or annual amount since he recognized that there existed a significant imbalance in the degree to which Governments in a position to contribute to UNICEF shared that responsibility - and he deeply respected the principle of voluntary contributions. At the same time, he felt that all Governments, in the light of the increased possibilities for effective co-operation with developing countries, should conscientiously re-examine their performance and endeavour to respond to those new opportunities to the fullest extent that they could.

24. In the introduction of his general progress report (E/ICEF/654 (Part I), paras. 13-27), the Executive Director gave rough estimates of the numbers of additional children currently without access to services who could be reached through national programmes if UNICEF were to receive progressively the larger revenue he proposed:

- Some 400 million young children (aged 0-6) did not have access to health services; an additional \$500 million which could be available for primary health care during 1980-1984 would add 50 million of these children by the end of the period to the 100 million which currently had access to health services;
- Some 300 million young rural children did not have access to safe water; with the \$250 million that could go to projects for safe water in rural areas during the five-year period some 35 million children could be added to the 60 million which did have access;
- Some 100 million children, of the 175 million in primary schools, would benefit by improvement of the quality of education made possible by the \$250 million which could be made available during the five-year period. This sum would also permit substantial progress to be made in meeting the learning requirements of primary school-age children not in school through non-formal education and literacy training;
- Other areas of UNICEF co-operation such as child nutrition, social welfare, urban projects and others, often involving an extension of services by several ministries, could receive some \$200 million during the period; it was difficult to estimate the number of additional children who would thus be reached.

41. In his report on a medium-term work plan, the Executive Director pointed out that in the past UNICEF often had revenue targets which were higher than the revenue estimates included in the financial plan. The targets tended to have less weight with donors in deciding on the amount of their contribution than did the revenue estimates. Since the medium-term work plan would now serve as an operational tool for the secretariat in planning UNICEF's over-all activities, it was necessary that there be only one figure which would be the basis for the expenditure component of the plan and would be as realistic as possible. A further consequence of the plan was the need to have a revenue estimate for each year rather than a target to be reached after several years (e.g., the current \$200 million, now taken for 1979, had been the revenue target since 1976). In establishing the revenue target, the Executive Director intended to continue to have informal discussions with representatives of Governments, singly or collectively, including discussions, and consultations, as appropriate, with some of the regional groups of States Members of the United Nations.

42. Board members generally agreed on the need for revenue targets as a basis for planning UNICEF assistance to support national goals for the development of services benefiting children. Such targets were an essential component of a medium-term work plan, which the Board agreed was now important for UNICEF to have. It was also recognized that IYC was leading many developing countries to review and plan to improve the well-being of their children, and UNICEF should have the resources to give some increased help to those countries in carrying out what they had decided upon.

43. However, Board members differed in their views on the appropriate method in setting targets and on the target level.

#### Method of target setting

44. Reservations about the Executive Director's target proposals were raised by some delegations because they were based on regular annual percentage growth rates. It was felt that a fixed percentage increase would lead to a departure from voluntary contributions. It had an inflexible character and could lead to an invitation to a continual expansion of programmes with an implicit political obligation for donors to contribute to meet them, rather than, as was currently the case, having expenditures being planned in relation to revenue. Many Governments were prevented by their financial and legislative procedures from entering into binding commitments for more than a one-year period. The prerogative of Governments to set their own priorities for contributions and to adjust their contributions to unforeseen circumstances should not be interfered with.

45. Some delegations considered that in order for the financial base of UNICEF to be expanded, negotiations among Governments were necessary; discussions should be instituted for UNICEF's long-range goals and objectives involving the participation of both developed and developing countries. One delegation stated that in principle it endorsed a system of assessed contributions for financing UNICEF as one means of ensuring a more equitable burden-sharing. It was also suggested that UNICEF should first work out its priorities and the costs of carrying them out before it set targets; it was likely that contributions would be more forthcoming for programmes aimed at targets of substance, and that required programme subtargets for specified time periods. ... In that context UNICEF should give more attention to the possibilities of encouraging or arranging financial support by other multilateral or bilateral aid agencies for services benefiting children \* ...

... For the countries in greatest need, the outside resources required should be made available in a joint effort by development supporting organizations. If UNICEF were to expand its assistance programmes substantially, more careful selection of priorities and a clearer agreement on its mandate would have to be established; only by doing so would UNICEF be able to maintain its identity.

#### Level of targets

46. With regard to the level of targets, some delegations felt that a 20 per cent annual growth rate was too optimistic. A number of points were made in that connexion. The average growth rate of 15 per cent in the past six years was a considerable achievement, and it was questionable whether a higher rate was realistic. The revenue estimates should take into account factors which might prevent Governments from raising their contributions to the desired level, such as the current economic climate, the constraints on some of the major contributors whose large increases in the past were unlikely to continue at that rate, and the commitments of some Governments to bilateral and other multilateral aid. Moreover, there was no assurance that Governments whose contributions so far had been modest in relation to their financial capacity would increase their contributions sufficiently to help meet increased targets. If the Board adopted targets which proved unattainable, it would only be raising expectations which would not be capable of being realized. Some delegations questioned the need to set revenue targets now for so far in the future as 1984.

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\* See also excerpts from May-June 1979 Board report, paras. 196, 197 and 199 on page 6.

47. Some delegations in voicing their reservations cited the increasing difficulties, shared by bilateral and multilateral organizations alike, of programming existing resources. UNICEF currently had considerable funds-in-hand and there was some question about the ability of UNICEF and the countries with which it was co-operating to absorb funds at a faster rate. It was not as easy to disburse large sums on low-cost, community-based services as it was on large-scale capital works. On the other hand, one delegation suggested that if there was a lack of capacity to absorb assistance, the problem should be attacked at the root as an organizational, training, communication and educational matter, reaching not only government officials, but communities and the public at large. Multiyear pledging arrangements were felt to be important by some delegations, but it was pointed out that for them to be effective a majority of the larger contributors should participate. It was also pointed out that the adoption of revenue targets could not, in any case, be expected to dispel uncertainties regarding future revenue.

48. A number of delegations supported the proposals of the Executive Director with regard to revenue targets. It was believed to be contradictory for the Board, on the one hand, to make decisions which contemplated an expansion of UNICEF's responsibilities, and on the other hand, not to approve increases which would make that possible. Proposals amounting to an over-all annual 20 per cent increase were considered reasonable in the light of the increasing awareness of children's needs engendered by IYC, the demands which would be placed upon UNICEF, and the inroads of inflation. There was no doubt that UNICEF would, with certain adjustments, have the organizational capacity to meet the demands. The targets proposed were within the capabilities of donors, and were necessary to respond to the increased opportunities for meeting children's needs which were within the capacities of developing countries. In establishing their scale of priorities, donors should not remain insensitive to the need of millions of children in developing countries. That should be the case especially for countries which, in the past, had not contributed in proportion to their capacity.

#### Executive Director's comments

49. In commenting on the reservations of some of the delegations, the Executive Director reiterated that he was not proposing that all contributors should increase their contributions by 20 per cent each year (see para. 23). The targets he had put forward were global targets to be reached by varying increases at varying intervals on the part of individual contributors. The targets, moreover, were not put forward as requiring or implying a five-year commitment by any contributor; he completely accepted the fact that that would be incompatible with the procedures of many countries. Moreover, he was not suggesting that contributions to UNICEF should be increased at the expense of contributions to other agencies; the generally accepted target for official development assistance of 0.7 per cent of GNP was far from being met and he believed that in moving toward that target, Governments would wish to use part of the funds to increase UNICEF's revenue.

50. The Executive Director had no doubt that countries could absorb the amount of external aid proposed. The policy and methods of extending primary health care, of extending water supply, of applied nutrition, of primary education, were now well known, and the basic services approach to extend them had been applied in all regions of the world...

51. With regard to UNICEF's capacity to handle the workload arising from the projected increases in funding, the Executive Director was confident, on the basis of past experience, that the organization could make the adaptations necessary for the purpose. The efforts recently made and planned in that direction were set forth in some detail in his report to the Board on strengthening the management of UNICEF...

52. The Board adopted the following conclusions in connexion with the revenue targets:

(a) In the main fields bearing on the well-being of children in developing countries there were organizational, technical and financial possibilities for making a substantial impact during the next decade. That was the case for the extension of primary health care, village water supply for drinking and household use, nutrition, formal and non-formal education, social welfare services, and women's activities, having a bearing on children's well-being. During IYC many countries would be preparing programmes in those fields as was confirmed by the statements of delegations from many developing countries. UNICEF should increase its support, particularly in the early stages of those programmes, as well as work with other agencies of the international community to do so.

(b) UNICEF has for many years set revenue targets, but not on a regular annual basis. Use of annual revenue targets could contribute to the preparation of assistance programmes, and hence the effectiveness of UNICEF co-operation in developing countries, as well as UNICEF's financial planning and internal management.

(c) Some delegations expressed approval of the revenue targets for the years 1980-1984, along the lines proposed in chapter I of the Executive Director's general progress report (E/ICEF/654 (Part I)). Other delegations, however, pointed out that they could not accept targets set in terms of annual percentage increase and considered it inadvisable, at this time, to approve targets beyond the year 1980. Nevertheless, there was considerable support for the Executive Director's proposal that UNICEF should be seeking \$500 million by the mid-1980s.

(d) The Board requested the Executive Director to continue his search for models for long-term financing of UNICEF taking into account the nature of the work of UNICEF and the voluntary character of contributions, and to make appropriate recommendations thereon to the Board.



(e) It was then agreed that a revenue target of \$240 million should be accepted for the year 1980 , , , and that annual targets for the years after 1980 would be left for further review by the Board in the light of, inter alia, the results of IYC, work done on making substantive programme targets more specific within the framework of a medium-term plan, and the capacity of UNICEF to handle an increased workload.

(f) It was understood that contributions to UNICEF should remain entirely voluntary and that revenue targets were set for planning purposes and did not imply a commitment on the part of Governments, amongst other reasons because of parliamentary procedures for approval of contributions.

53. One delegation, while recognizing that the conclusions had been the result of intensive consultations in order to achieve a consensus, nevertheless expressed disappointment at the rather negative interpretation which could be put upon them, especially those in paragraph (f). Several other delegations, while understanding the position of that delegation, stated their belief that the language of the conclusions would make it easier to reach the desired end result in achieving revenue targets.

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191. In his general progress report the Executive Director expressed his deep appreciation to the Governments, National Committees for UNICEF, non-governmental organizations and the thousands of private groups and individuals who had contributed to the resources of UNICEF.

192. He pointed out that despite the increase in the nominal income of UNICEF in 1978, in real terms - when account was taken of cost inflation, changes in exchange rates and some changes in accounting procedure - the revenue in 1978 was only slightly larger than in 1977.

193. In the light of increased possibilities for effective UNICEF co-operation with developing countries, in part stimulated by IYC, the Executive Director felt that all Governments should conscientiously re-examine their support of UNICEF's work. He especially urged this on Governments which had not increased their support in recent years, as well as those whose increases had not kept up with the rate of inflation.

194. The Executive Director also believed that greater attention should be paid by UNICEF to stimulating contributions from the private sector. While contributions from the public had considerably increased in absolute terms, they had declined somewhat as a percentage of the total.

195. To reach the goals that developing countries were setting for themselves, a significant increase in external assistance from the international community as a whole would be required in the years following IYC. In 1978 the Executive Director had suggested that for UNICEF to be able to play a significant leadership role in the response of the international community, it should have an annual revenue of \$500 million by the mid 1980s. He now more than ever considered this a reasonable goal, particularly if the current rate of inflation was taken into account.

...

Financial plan

203. In the light of its discussion on the financial plan contained in the medium-term work plan, and the explanations of the secretariat, the Board adopted the following conclusion on the financial plan:

The Board approved the plan and the preparation of \$251 million in commitments to programmes from general resources to be submitted at the 1980 Board session. This amount would be subject to adjustment if revenue and expenditure differed substantially from the planned amounts. The Board noted the projections for 1981 and 1982, which were subject to revision in the light of further information when the rolling plan was presented at subsequent sessions.

Liquidity policy

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179. The Board had before it a proposal by the Executive Director (E/ICEF/AB/L.185) to amend the Board guidelines on funds-in-hand in order to enable a fuller use of resources whilst maintaining a prudent liquidity provision to meet requirements...

180. Because commitments to be covered by general resources were not fully funded in advance, there was need for an operational capital. To meet that need, the Board, in 1970, set as a guideline that funds-in-hand plus government receivables should at the end of each calendar year be equal to half the expenditure foreseen for the following year. That guideline did not take into account the full funding of commitments covered by specific purpose contributions, since supplementary funding did not become important until after 1970. At the 1977 Board session, the Executive Director had agreed that he would review the guideline with a view to proposing modifications which could maintain the necessary degree of liquidity but at the same time would enable fuller use of available resources.

181. The Executive Director's proposal regarding funds-in-hand took into account two factors upon which UNICEF's liquidity requirement depended. The first was an excess of expenditure over revenue during the first four months of the year, during which relatively few contributions were received. The second was a degree of uncertainty in revenue and expenditure estimates for the succeeding two-year period. A two-year period is required to reduce or increase levels of expenditure resulting from new commitments proposed to the Board in order to adjust to errors of estimate. The Executive Director believed that an allowance of 5 per cent in overestimates of revenue and underestimates of expenditures would suffice for that purpose.

182. Under the Executive Director's proposal, the liquidity requirement would be met by reliance on: (a) general resources available at the year-end (i.e. cash-in-hand, current bank accounts, and short-term investment); and (b) half the balances of supplementary funds made available through contributions for specific purposes, excluding funds-in-trust. Any necessary changes in those rules would be recommended to the Board in the light of experience. Adoption of the guideline would enable an expenditure of \$40 million more in general resources up to 1981 than the current funds-in-hand guideline, and consequently allow the cash balance planned at the end of 1981 to be \$40 million lower.

183. The Board approved the liquidity policy proposed by the Executive Director (E/ICEF/AB/L.185, paras. 2-8) and agreed to review at the next session how that policy was working out.

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#### Liquidity

190. UNICEF had a liquidity requirement arising from the following cash flow characteristics: (a) liquid funds were needed to absorb the inevitable differences between the projected and the actual revenue and expenditure of general resources; a two-year period was required to adjust the level of expenditure when required through adjustments in the level of new commitments; and (b) during the first quarter of the year, as little as one tenth of the annual revenue was received, while as much as one third of annual expenditures were incurred. At the beginning of 1980 the liquid resources (liquidity provision) were expected to be approximately equal to the liquidity requirement. The run-down of liquid resources during the first four months of the years 1980-1982 would be of the order of \$50 to \$60 million unless ... more contributions were paid in the first quarter of the year.

### III. STRENGTHENING THE MANAGEMENT OF UNICEF

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189. The Board had before it the last of three annual special reports requested by the Board on strengthening the management of UNICEF (E/ICEF/AB/L.184). The report, which was reviewed in some detail by the Committee on Administration and Finance (E/ICEF/AB/L.193 paras. 36-47), recapitulated and gave an up-dated account of the main lines of action taken since the 1975 management survey, and indicated the continuing and additional efforts planned by the Executive Director.

190. The Executive Director reported that management developments in the preceding three years had been directed to the following main objectives:

- Strengthening of the field organization, including selected supportive measures for field offices;
- Promoting the exchange of knowledge and experience among field staff and between the field and headquarters;
- Improving co-ordination and communications within headquarters;
- Reinforcing and professionalizing the personnel function, and widening opportunities for staff development; and
- Improving financial and budgetary controls and monitoring.

191. In pursuing those objectives the main aim was to strengthen the organization and increase the capacity of the staff. There was general agreement that the objective concentrated upon by the Executive Director to improve administration and programme management was correct. There was also general agreement with the Executive Director's view that the follow-up measures of the management survey, so far taken, should be regarded as only the beginning of a continuing, long-term process to fit the organization for meeting new requirements for co-operation with developing countries. That would enable UNICEF to maintain the good reputation it had.

192. In reviewing the report, a number of points were made by delegations relating to the increase of support to field offices through training, consultation and services; the delegation of functions to the field; the efforts to systematize the exchange of knowledge and experience among staff; developments in financial management and monitoring; and the relating of budgets for each field office and headquarters division to workload.

193. Delegations appreciated the frank discussion in the Executive Director's report of personnel questions and noted the serious attention accorded them and the ways in which they were being dealt with. Delegations noted that the over-all proportion of women in international professional posts, as well as in senior staff, had increased. There was some concern at the still relatively small proportion of women in professional posts, especially at senior levels. It was also pointed out that international professional staff from developing countries were not represented in higher posts to the extent justified. Attention was also directed to the desirability of increasing staff from under-represented developed countries. Delegations supported the intention of the Executive Director to make further progress in improving the position of those groups in the staff.

194. The Board endorsed the main lines of action taken and planned by the Executive Director as set forth in document E/ICEF/AB/L.184, and requested the Executive Director to report to it on further developments in strengthening the management as part of his annual general progress report to the Board.

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206. A considerable amount of attention was devoted by the Board and the Committee on Administration and Finance to UNICEF's capacity in terms of administrative management and staffing.

207. Efforts to strengthen the management of UNICEF were part of a long-term process. A number of measures had been taken since the 1978 Board session and others were planned for the future. These involved increased support to field offices through appropriate staffing, training, consultation and services; efforts to improve budget preparation, control and presentation; a continuing emphasis on personnel management and planning; and a refining of financial monitoring. Most of the specific measures taken were improvements and extensions of efforts begun following the management survey which was completed in 1975 and which had led to greater delegation to field offices. This delegation, in the view of the Executive Director, had generally increased UNICEF's capacity to work quickly and efficiently. However, he felt that in some areas, such as the reduction in the responsibilities of the Regional Directors, the pendulum had swung a little too far and there was need for some correction.

208. In addition to the larger workload because of the increasing volume of assistance projected in the medium-term plan ... , there were also qualitative increases. Especially relevant in their implications for personnel planning were the following: greater involvement of UNICEF field officers in working with Governments in the planning and design of long-term programmes as part of over-all development plans, some of which might not involve material aid from UNICEF; outposting of UNICEF staff to work with subnational authorities at the regional and district levels; greater emphasis on community-based services; co-operation with other sources of external aid in large-scale programmes leading by stages towards country coverage in primary health care and water supply and sanitation services; greater co-ordination at the country level of national, bilateral and multilateral inputs; managing the deployment of assistance within the framework of TCDC, involving more contracts with institutions and use of consultants from developing countries; and greater attention to programme implementation and evaluation and the production of case studies on country programming experiences ...

209. The medium-term plan included a personnel plan giving an over-all indication of the numbers of staff required to meet the anticipated workload during the period 1979-1982. The largest needs were in the areas of programming, planning and the delivery of basic services at the grass-roots level. Where these posts could not be filled by existing staff, active outside recruitment would be undertaken.

210. The Executive Director stated that the section of General Assembly resolution 33/143 on personnel questions relating to the need to recruit more staff members from developing countries and to recruit more women would be observed in UNICEF recruitment, keeping in mind that its implementation should be adapted reasonably to UNICEF needs. In addition, UNICEF had an obligation to seek to recruit men and women from donor countries which were significantly "under-represented" in UNICEF staff relative to the country's contribution to UNICEF. In the Board discussion several delegations emphasized the need to have more women and more nationals from developing countries on UNICEF's staff, particularly in senior levels. Disappointment was voiced that less progress had been made in the last year than in previous years in the recruitment of women for senior positions.

211. In view of the sizable inflow of new staff projected in the personnel plan and the programme trends described above (para. 208), representatives welcomed the staff training plan described in the medium-term plan (E/ICEF/L.1392, paras. 98-100). It was emphasized that staff training especially tailored to changing needs would require sustained attention. The personnel policies adopted would be crucial in ensuring that the best candidates were chosen and that staff members were trained and maintained in the field in a way that protected their health, encouraged their motivation, and widened opportunities for staff development.

IV. CO-OPERATION WITH UNICEF NATIONAL COMMITTEES  
AND WITH NON-GOVERNMENTAL ORGANIZATIONS

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210. The Executive Director in his general progress report (E/ICEF/654 (Part IV)) pointed out that a strong measure of public support was essential, since UNICEF was dependent for its financing on voluntary contributions, both from Governments and private sources. Moreover, as part of its "advocacy" role, UNICEF tried to secure a higher priority in national and international development efforts for services benefiting children. For those reasons, the work of UNICEF National Committees and co-operation with non-governmental organizations (NGOs) assumed a special importance.

211. In the Board discussion a large number of delegations expressed appreciation to the UNICEF National Committees and the NGOs for the significant contributions they were making to IYC, and referred to the potentially vital role they could play in the expansion foreseen for assistance from UNICEF, and for other organizations concerned with children, in the period after 1979, building upon the impetus which it was expected IYC would create.

212. The special link which UNICEF had with the public was noted as a reason why UNICEF's identity should be maintained ... UNICEF was the only United Nations agency in which such direct, large-scale participation of the general public was possible. That unique characteristic was not only instrumental in familiarizing the general public with the United Nations concept, but also enabled UNICEF to reach groups which were often not reached by other operational activities for development.

National Committees

213. UNICEF National Committees in 30 countries played an important role in helping to generate public support for a better understanding of the needs of children in developing countries and for the work of UNICEF. All the Committees were concerned with increasing financial support for UNICEF, either indirectly through their education and information roles, or directly through the sales of greeting cards and other fund-raising activities. ... A number of the Committees had been instrumental in the establishment of IYC National Commissions in their countries and many would be actively involved in the work of the Commissions.

214. In response to suggestions of two delegations that the formation of UNICEF National Committees should be encouraged in countries where UNICEF was co-operating in programmes, the Executive Director pointed out that he had urged all countries to establish IYC National Commissions. The range of interests and activities of those commissions would generally be broader than the immediate concerns of UNICEF, and it would be confusing at the current stage also to suggest the organization of UNICEF National Committees. That was a question which the Executive Director believed might better be considered after IYC.

215. "Recognition" agreements, setting forth the general basis of co-operation between UNICEF and the Committees, had been signed with 10 Committees. The agreement would be supplemented in each case by a second agreement to be negotiated between UNICEF and each Committee. Those would include certain specific points of understanding, including the proportion of funds which the Committee collected which were to be transferred to UNICEF. The Executive Director planned to take the initiative with Committees to negotiate such supplementary agreements, and it was anticipated that a number of them would be concluded in 1978, as well as additional recognition agreements.

#### Non-governmental organizations

216. The great interest which preparations for IYC was generating in the NGO community was leading to an increase in more initiatives on the part of many NGOs in determining how they might relate their activities to children's needs, and to UNICEF, in contributing to the success of the Year. As a result, there had been a perceptible growth during the year of NGO efforts to increase the awareness of their membership of needs of children in developing countries, and the possibilities of action to help meet them. That had been done, in part, through their publications, and their international and regional congresses and seminars ...

217. In a number of UNICEF-assisted projects, national NGOs provided a direct or complementary input. In some instances financial support for such activities had been provided to the national NGOs by their international organizations or by sister national affiliates in industrialized countries. Some of that support was channelled through UNICEF, some directly. Some of the NGOs provided advice and expertise to UNICEF in fields in which they had special competence and experience. ... Co-operation of NGOs with UNICEF National Committees continued to be a two-way process; the NGOs participated at various levels in the work of the Committees, and the Committees provided help to the NGOs in the form of printed materials, films, displays, speakers and information on matters of joint interest.

218. The NGO Committee on UNICEF now had 106 members. In a statement to the Board (E/ICEF/NGO/180) the Chairman of the NGO Committee on UNICEF described the work of the Committee carried out by its subcommittees on nutrition, on IYC, on women in development and on information, and referred to the increasing interest with which the NGO/UNICEF Newsletter



was being received. The Committee would do everything it could to encourage NGO programme activities that paralleled, complemented, or supplemented UNICEF-aided programmes within the overall national policies of countries. NGOs could make an especially useful contribution at the local level where innovative programmes were often worked out and new approaches were tried and developed for use on a broader scale. That was especially the case in the promotion of primary health care...

219. The importance of co-operation with NGOs in extending services benefiting children was stressed by several delegations. NGOs often had extensive experience with small scale community-based programmes. In some countries a combination of governmental and non-governmental inputs was the best way to promote genuine popular involvement, an essential element in primary health care and the delivery of basic services, both in rural and urban areas.

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#### National Committees for UNICEF

222. The National Committees for UNICEF, which normally are organized in countries not having programmes in which UNICEF co-operates, play an important role in helping to generate a better understanding of the needs of children in developing countries and public support for the work of UNICEF. Preparation for IYC was the dominant theme in the activities during the past year of most National Committees for UNICEF. This had given fresh impetus to the Committees' long-standing activities of advocacy, providing information, development education, selling greeting cards and numerous fund-raising activities. Preparation for IYC also involved a host of events and new activities which, in many cases, included participation in or close co-operation with National Commissions for IYC.

223. Progress was made during the year in development education which was designed to better inform children, teachers and parents in the industrialized nations about the lives of children in developing countries. Many Committees were planning to reinforce development education during IYC and beyond. A draft document entitled "The Specific Character of UNICEF" had been prepared in connexion with the Annual Reunion of European National Committees, held in London in April 1979. This document was expected to be of considerable value to the Committees in their educational efforts about the work of UNICEF.

#### Non-governmental organizations

224. The great interest of the NGO community in contributing to the success of IYC had led to a substantial increase of NGO activities related either in whole or in part to UNICEF. This included a number of NGOs which heretofore had had little or no contact with UNICEF.

225. Efforts by international NGOs had also increased to encourage their affiliates in developing countries to explore with UNICEF field staff areas of co-operation in country programmes benefiting children. There had been an especially noteworthy development with regard to NGO participation in primary health care. \*

226. In a statement to the Board (E/ICEF/NGO/191) the Chairman of the NGO Committee on UNICEF noted that while NGO co-operation with UNICEF was long-standing, the references to it in a number of documents before the Board were a welcome recognition of a growing programme relationship in fields such as nutrition, clean water, immunization, family self-reliance and other basic services. This included working through women's organizations and other NGOs to overcome obstacles in project implementation, particularly where government administrative machinery in districts or provinces was new or understaffed, as well as mobilizing community support and participation in new development projects...

#### V. CONDUCT OF BOARD AND COMMITTEE BUSINESS

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222. In the course of the sessions of the Board and the Committees, it was pointed out that material on programme, financial and budget matters had to be sought in a number of documents in order to get an overview of UNICEF's work in terms of issues, performance and trends and the relationships of programme and budget. There was general agreement that it would be desirable for the documentation to be reduced and simplified, with the information it provided more conveniently arranged and, in certain instances, more analytical. It was felt that more attention should be given to reporting on performance. The documentation on programmes should facilitate policy-oriented reviews by the Board. The Executive Director stated he would endeavour to do that for the 1979 session, taking into account suggestions of delegations made at the session and those they might wish to give him subsequently. \*

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\* See paragraph 118, from May-June 1979 Board report, reproduced on page 31.

223. Such changes in documentation and format should make possible a better organization of the way the Board and the Committees arranged their agendas and conducted their proceedings. Based upon its experience at the 1979 session, the Board at the end of the session would consider the organization of its future work, including the division of work between the Board and the Committees, and any further changes that might be desirable in the format of the documentation.

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/ Documentation /

229. Board members generally commended the secretariat for the quality of the documentation and the efforts made to make it less voluminous and easier to read. The basic reference document entitled "An overview of UNICEF policies, organization and working methods" (E/ICEF/CRP/79-2) helped reduce the need for general explanations. The size of the general progress report and of the budget estimates for administrative services and programme support had been substantially reduced.

230. A major change was made through the preparation of country programme profiles which attempted to provide in one paper all the information needed by the Board pertaining to a particular country in which UNICEF co-operated in programmes. The profiles were felt to be useful not only to the delegations but also to various governmental ministries and others interested in social development. Suggestions were made for further improvement of the profiles.\*

231. The lack of availability of some documents in various language versions was a matter of concern to Board members, and the need for a solution to this continuing problem was emphasized.

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\* "103. While / Programme / Committee members expressed general satisfaction with the form and quality of the documentation presented, some suggestions were made for the further improvement of country programme profiles so that they more fully reflected the analysis of internal and external factors affecting implementation. Clearer indications of the relationship between planned objectives and accomplishments, obstacles to be overcome in carrying out programmes, and more information on the activities of other international agencies related to UNICEF's programmes would increase the usefulness of the profiles for Committee deliberations."

232. In the light of General Assembly resolution 33/56 of 14 December 1978, relating to meeting records - to which attention had been drawn by the Secretary of the Board (E/ICEF/CRP/78-18) - the Board agreed to dispense with summary records for the Programme Committee beginning with its 1980 session, on the understanding that records would be provided, when requested, for specific agenda items of a policy nature.

#### Proceedings

233. Several measures were taken to streamline Board and Committee proceedings. Since the Board's general debate included consideration of programme trends and perspectives, there was no general debate in the Programme Committee. In both the Board and the Committee on Administration and Finance, several related subjects were discussed together.

234. In the review by the Programme Committee of its working methods, there was consensus, on the one hand, that the presentation and discussion of programme proposals by continent, resorted to because of time limitations, gave the Committee a broader view of UNICEF co-operation, and that the limited time for presentation and discussion led the Committee to concentrate on major issues concerning implementation and policy. On the other hand, questions of a more specific or technical nature could not be adequately covered. Neither was it possible to have full details from the field staff on different programmes.

235. Committee members agreed that the time limit set for interventions had facilitated the work of the Committee and suggested that this practice be continued, with respect to both delegations and secretariat. However, the Committee would require a period of three days to cover its work adequately. Some representatives were of the opinion that questions of a more technical nature could be dealt with by the secretariat outside the Committee proceedings. The Committee recommended that an in-depth discussion should take place each year on at least one programme recommendation, alternating among the regions, touching on all aspects of programme co-operation.

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