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AN OVERVIEW OF UNICEF POLICIES,  
ORGANIZATION AND WORKING METHODS

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(Note: The index is a selective one, designed to supplement rather than replace the detailed contents list given above.)

Abbreviations

ACC	Administrative Committee on Co-ordination
FAO	Food and Agriculture Organization of the United Nations
IDWSSD	International Drinking Water Supply and Sanitation Decade
IFAD	International Fund for Agricultural Development
IYC	International Year of the Child
IYDP	International Year of Disabled Persons
JCHP	UNICEF/WHO Joint Committee on Health Policy
NGOs	Non-governmental Organizations
NIEO	New international economic order
TCDC	Technical co-operation among developing countries
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme
UNDRO	Office of the United Nations Disaster Relief Co-ordinator
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Fund for Population Activities
UNHCR	Office of the United Nations High Commissioner for Refugees
UNIPAC	UNICEF Packing and Assembly Centre (Copenhagen)
WFC	World Food Council
WFP	World Food Programme
WHO	World Health Organization

Preface

The "Overview" serves as a basic reference for Board delegates and others concerned with UNICEF's work. It provides a concise description of the main policies, organization and working methods established by the UNICEF Executive Board within the legislative framework set by the General Assembly and the Economic and Social Council, 1/ as well as major changes in policies being proposed to the Executive Board.

Not all Board action is taken by formal resolutions. Over the years much policy and organization has been determined by a Board consensus resulting from discussions of trends and issues, and by Board approval of specific recommendations of the Executive Director. The record of these actions is set forth in the annual "Report of the Executive Board".

However, many of these reports, particularly the early ones, are not readily accessible. Nor do individual Board reports ordinarily provide complete information on a subject which may have been considered in a number of Board sessions. The main decisions and actions of the Board are therefore compiled in a series of documents which are updated every few years. 2/ When taken together, and with most recent Board reports, they not only provide a detailed record of main Board discussions and actions but also indicate the evolution of Board policies. Board delegates and others wishing to have more information on any of the matters dealt with in the "Overview" should find these documents useful.

## PART I. GENERAL

I. Mandate given by General Assembly

1. UNICEF was created on 11 December 1946, when millions of children were seriously malnourished and deprived as a result of the Second World War (1939-1945). The United Nations Relief and Rehabilitation Administration (UNRRA), which had been working to meet the worst of the post-war need, was being phased out. Foreseeing the suffering which would result for children if no further provision were made, the UNRRA Council recommended that a fund be created for continuing aid to children through the United Nations. Accordingly, the General Assembly adopted resolution 57(I) which established UNICEF and provided that it was to be financed from the residual assets of UNRRA and from voluntary contributions of Governments and individuals. UNICEF resources were to be used for "supplies, material, services and technical assistance ... for the benefit of children and adolescents" and "to assist in their rehabilitation" and "for child health purposes generally", with priority to children of countries which were victims of aggression or which had been receiving UNRRA aid.

2. During its early years, UNICEF's resources were devoted largely to meeting the emergency needs of children in Europe for food, drugs and clothing. At the peak of UNICEF operations in Europe, some 6 million children received a daily supplementary meal through 50,000 centres in 12 countries. In addition, clothing and shoes were provided, processed from raw materials furnished by UNICEF. More than 8 million children were vaccinated against tuberculosis and aid was provided for various other types of health programmes. Milk collection facilities, dairies and milk processing plants had been destroyed or had deteriorated during the war, some were rebuilt and new ones established with UNICEF assistance as part of the countries' plans to provide milk for children on a continuing basis.

3. Outside Europe, UNICEF began providing aid for health and child feeding, first in China in 1948 and then to other Asian countries. In 1949, UNICEF began extending aid, mainly for BCG anti-tuberculosis vaccinations, to several countries in the Eastern Mediterranean area and North Africa. Aid to Latin America for child feeding and health projects was first approved in 1949.

4. By the end of 1950, UNICEF had spent more than \$114 million for assistance. Of this amount, 76 per cent had gone to Europe, 11 per cent to Asia, 10 per cent to the Eastern Mediterranean area, and 3 per cent to Latin America.

1950 General Assembly resolution

5. With recovery in Europe well under way, the future of UNICEF was discussed in various United Nations bodies from the middle of 1949 to the end of 1950. These discussions culminated in the General Assembly's decision in December 1950 (resolution 417(V)) to extend the life of the Fund for three years, shifting its main emphasis towards programmes of long-range benefit to children of developing countries.



1953 and 1956 General Assembly resolutions

6. By the time the General Assembly again considered the future of UNICEF in 1953, only 4 per cent of the programme allocations in that year were for projects in Europe. Those in Asia received 62 per cent, in Latin America, 17 per cent, in the Eastern Mediterranean, 9 per cent, in Africa, 5 per cent, and 3 per cent went for projects benefiting more than one region.

7. In October 1953, the General Assembly decided to continue UNICEF indefinitely (resolution 802(VIII)), reaffirming the broader terms of reference which it had established in 1950. The words, "International" and "Emergency" were dropped from the name which then became the United Nations Children's Fund; however, the acronym "UNICEF" was retained.

General Assembly resolutions on the International  
Year of the Child and UNICEF

8. In 1976, the General Assembly proclaimed 1979 as the International Year of the Child (IYC) with the following general objectives:

"(a) To provide a framework for advocacy on behalf of children and for enhancing the awareness of the special needs of children on the part of decision-makers and the public;

(b) To promote recognition of the fact that programmes for children should be an integral part of economic and social development plans, with a view to achieving, in both the long-term and the short-term, sustained activities for the benefit of children at the national and international levels."

9. The General Assembly designated UNICEF as the lead agency of the United Nations system responsible for co-ordinating the activities of the Year and the Executive Director of UNICEF as responsible for its co-ordination (resolution 31/169).

10. In 1979, the General Assembly named UNICEF "the lead agency of the United Nations system responsible for co-ordinating the development aspects of the follow-up activities of the Year, in consultation with the Director-General for Development and International Economic Co-operation, within their respective spheres of competence" (resolution 34/4).

11. In 1980, the General Assembly urged UNICEF "with the support of its National Committees, to respond imaginatively and vigorously to its important responsibilities in the follow-up activities of the International Year of the Child, in close co-operation with concerned organizations of the United Nations system and with the international community generally" (resolution 35/79).

## II. The basic UNICEF framework

12. UNICEF, as a subsidiary body of the General Assembly, is an integral part of the United Nations. It has its own governing body, and its staff and facilities are financed from its own resources. The work of UNICEF is reviewed annually by the Economic and Social Council <sup>3/</sup> and the General Assembly, primarily on the basis of the Board's report on its annual regular session. The financial report and accounts and the report of the Board of Auditors are submitted to the General Assembly and are reviewed by the Advisory Committee on Administrative and Budgetary Questions (ACABQ) and by the Fifth Committee.

### Executive Board

13. UNICEF is governed by a 41-government Executive Board, members of which are elected each year for a three-year term by the Economic and Social Council from States Members of the United Nations or of the specialized agencies or of the International Atomic Energy Agency. The year of membership runs from 1 August to 31 July.

14. The present Board composition was established in 1982 by General Assembly resolution 36/244 which enlarged the membership from 30 to 41 seats. This increase, the first since 1956, was based on the two fundamental criteria first specified in General Assembly resolution 417(V) of December 1950, "due regard to geographical distribution and to the representation of the major contributing and recipient countries". The increase was approved on a recommendation of the Executive Board adopted through consensus at a special session. <sup>4/</sup> The 41-member Board is composed of representatives from 9 African States, 9 Asian States, 6 Latin American States, 4 Eastern European States and 12 Western European and other States. The forty-first seat rotates among these regional groups in the following order which was determined by lot, African States, Latin American States, Asian States, Western European and other States, and Eastern European States.

### Responsibilities of the Board

15. Resolution 417 (V) of the General Assembly in 1950 provides that,

"... the Board, in accordance with such principles as may be laid down by the Economic and Social Council ... shall, with due regard to the urgency of the needs and available resources, formulate the policies, determine the programmes and allocate the resources of the Fund for the purpose of meeting, through the provision of supplies, training and advice, emergency and long-range needs of children and their continuing needs particularly in under-developed countries, with a view to strengthening, wherever this may be appropriate, the permanent child health and child welfare programmes of the countries receiving assistance."

/...

16. On the basis of documentation submitted by the Executive Director, the Board reviews the work of the organization and its prospects; determines policy; approves a medium-term plan for the organization; considers requests and commits funds for programme co-operation and for budget costs; takes note of the United Nations External Auditors' reports; and approves financial reports.

Organization of the Board

17. The Board regularly meets once a year but may also hold special sessions. The two-week annual session is usually held at United Nations Headquarters. From time to time the Board has accepted invitations to meet elsewhere, where, under the terms set by General Assembly resolution 31/140, the host Government defrays the additional cost to UNICEF of holding the session away from Headquarters. On several occasions the Board has met at the United Nations Office in Geneva.

18. The Board considers programme matters under the agenda of a Programme Committee and financial and related matters under the agenda of a Committee on Administration and Finance. In addition to the Chairmen of the Board and the two Committees, the Board officers include four vice-chairmen.

19. The officers are elected by the Board in an organizational meeting which is normally held at the end of the regular Board session. The term of office of the Board and Committee chairmen is one year. Although they are eligible for re-election under the rules of procedure, the Board has decided that no one should be re-elected for a consecutive term "apart from exceptional cases, on the decision of the Board". 5/ Participation at the organizational meeting is limited to members that are to constitute the Board at its next regular session.

20. The Board follows three main guidelines in its elections. The first is that the Chairman of the Board should be a person who has had experience in the work of the Board or of UNICEF. The second is that there should be a rotation of the Board's chairmanship between members of delegations from developing and industrialized countries. The third is that geographical regions be represented in the Board and Committee chairmanships in an equitable manner. 6/

Executive Director and secretariat 7/

21. The Executive Director is appointed by the Secretary-General in consultation with the Executive Board. Under policies established by the Board, the Executive Director is responsible for the administration of UNICEF as well as for the appointment and direction of UNICEF staff. UNICEF staff are United Nations officials subject to the United Nations Staff Regulations administered by the Executive Director.

Financing of UNICEF 8/

22. UNICEF is financed by voluntary contributions from Governments in both the industrialized and the developing regions of the world, and from organizations and individuals. The major portion of UNICEF's income comes from Governments as contributions to the general resources of UNICEF. Governments also make contributions for specific purposes (e.g., for "noted projects" and emergency relief and rehabilitation). Income also comes from private sources (greeting card net income, fund-raising campaigns and individual donations), from the United Nations system for specific purposes, and from miscellaneous sources.

23. The Executive Director, through the Comptroller in the UNICEF secretariat, is responsible for receiving funds and ensuring proper control and administration of the financial resources of UNICEF. The United Nations Financial Regulations and Rules are applied by UNICEF, with such adjustments and substitutions as are required by the nature of its work, and are made by virtue of the grant of authority to UNICEF by the General Assembly and the Secretary-General.

Ways of co-operation with countries 9/

24. UNICEF co-operates with developing countries in the following main ways,

(a) providing advice and material support (consultant services, supplies and equipment, and cash grants for training and other local costs) for,

(i) strengthening national capacities for analyzing the situation of children and the possibilities of action to improve their condition of life. (Included may be help in connection with policies and services for which UNICEF is not providing material assistance),

(ii) the extension (both in coverage and quality) of services benefiting children, including the planning, administering and evaluating of these services,

(b) assisting in seeking additional support for services benefiting children which might be made available both from within the country and from outside.

25. For some time, UNICEF has been facilitating the exchange of programming experience among developing countries. The action of the General Assembly in October 1979 with regard to the post-IYC role of UNICEF 10/ gave it a responsibility for drawing attention to the needs and problems of children that are common to both developing and industrialized countries and to such policies and programmes as appear to be addressing them in an effective way. In addition, media attention and development education in the industrialized countries related to conditions of children in the developing world is increasingly receiving UNICEF support. 11/ Another growing area for UNICEF co-operation with industrialized countries lies in the relationship of UNICEF and bilateral aid. 12/

### III. Relations with Governments

26. UNICEF co-operates in programmes in countries only in consultation with, and with the consent of, the Government concerned. The actual administration of a programme is in the hands of, and remains the responsibility of the Government, or of national organizations designated by it. The Government normally contributes substantially to financing of the programme, although no formula is applied.

#### Basic Agreement

27. The provision of General Assembly resolution 57 (I) that "The Fund, in agreement with the Governments concerned, shall take such measures as are deemed appropriate to ensure the proper utilization and distribution of supplies or other assistance which it provides" (para. 2(b)), is the basis for Agreements between UNICEF and Governments defining the relationship between the two in formal terms, and establishing general conditions and mutual undertakings in this relationship.

28. The Agreement provides, among other things, that UNICEF aid will be used or distributed without discrimination because of race, creed, nationality status or political belief, as laid down in the resolution 57(I) (para. 2(b)(ii)).

29. Within the context of the Agreement, UNICEF co-operates in a programme on the basis of a Government request and in accordance with a "plan of operations" which details the working arrangements to be undertaken by the Ministries concerned. 13/

30. The Executive Director has the responsibility for negotiating Agreements with Governments of countries wishing to have UNICEF co-operation. These negotiations are on the basis of a model text which may be modified in accordance with the legal and governmental structure of the particular Government or because of other special circumstances.

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

##### The general approach

31. In addition to the resources of the developing countries and the programme co-operation of UNICEF, increased aid is necessary from other sources - technical, financial and operating agencies in the United Nations system, bilateral aid agencies, and non-governmental organizations - to extend national services benefiting children.

32. UNICEF recognizes that the impact of its action depends upon the extent to which its inputs are related to inputs from other sources. Under this approach it is not necessary 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 other countries, UNICEF's contribution might be only marginal but with a significant catalytic effect. UNICEF's assistance can form the nucleus of preparation for a larger-scale project, this permits national staff to be trained, and methods to be tried out and proven on a small scale, before larger investments are made by others.

##### Administrative Committee on Co-ordination (ACC)

33. The Executive Director of UNICEF is a member of the Administrative Committee on Co-ordination (ACC) and is represented, as appropriate in terms of UNICEF's interests, on the subsidiary machinery of ACC which has been restructured pursuant to General Assembly resolution 32/197. The machinery consists of an organization committee and of two main consultative committees concerned respectively with substantive questions (CCSQ) and with administrative questions (the present CCAQ). In addition, permanent subsidiary bodies have been retained in the fields of statistics, nutrition, public information and information systems, in all of which UNICEF participates. Ad hoc arrangements will continue to be used for specific tasks. The CCSQ has two distinct components to deal, respectively, with programmes and related policy matters (CCSQ(PROG)) and operational matters (CCSQ(OPS)). The latter, along with the organizational committee and certain of the subject-oriented bodies mentioned above, are of particular interest to UNICEF. UNICEF participates in the "Co-operative Action for the International Drinking Water Supply and Sanitation Decade".

##### Intersecretariat meetings

34. Periodic intersecretariat meetings are held with organizations in the United Nations system (e.g., World Bank, UNDP, WHO, FAO and UNESCO) for detailed reviews of policy and operational matters of joint concern. They examine existing and potential collaboration in selected countries and on a regional basis. Such meetings often result in circulars to the staffs of both organizations. Inter-agency consultations are also held through the Consultative Committee on Policies and Programmes for children. 14/

### Representation at sessions of governing bodies

35. Representatives of the organizations in the United Nations system may participate in sessions of the UNICEF Executive Board and Programme Committee, and this is done regularly by the representatives of the relevant specialized agencies. A member of the UNICEF secretariat normally attends meetings of the governing bodies of other organizations if there are agenda items of direct concern to UNICEF.

### Specialized agencies

36. UNICEF's approach to collaboration with specialized agencies is influenced by the fact that country action on problems concerning children usually involves simultaneous support from several ministries (sectors) each of which has relations with a different specialized agency - ILO, FAO, UNESCO, WHO, as well as the units of the United Nations Secretariat having technical competence relevant to services benefiting children.

37. In establishing its policies for co-operation in country programmes, UNICEF benefits from the technical advice of these agencies. UNICEF does not duplicate services available to countries from the specialized agencies. The relation of UNICEF and specialized agencies is basically a collaboration in support of programmes benefiting children. The advisory, material and operational assistance provided by UNICEF is based on the technical standards established by the responsible specialized agencies. UNICEF participates in the work of some expert committees which advise on norms of technical policy (e.g., in the fields of water and nutrition).

38. From time to time the secretariats of specialized agencies collaborate with the UNICEF secretariat in preparing reports to the UNICEF Board that have a bearing on certain UNICEF policies of co-operation (e.g., in the fields of health, water, education). Such reports may also go to the governing body of the other agency. UNESCO and WHO maintain technical advisers at UNICEF headquarters. Specific arrangements are also made for ad hoc tasks (e.g., joint WHO/UNICEF sponsorship of the conference on primary health care held at Alma Ata in 1978, and the meeting on infant and child feeding in Geneva in October 1979).

39. A Joint UNICEF/WHO Committee on Health Policy (JCHP), consisting of representatives of the Executive Boards of UNICEF and WHO, meets periodically to: (a) recommend to the UNICEF Executive Board types of health programmes suitable for UNICEF support, (b) review progress of joint activities and recommend to the UNICEF Executive Board any re-orientation that may be necessary, and (c) consider any other matter of joint interest and to recommend subsequent action to UNICEF and, when appropriate, on non-technical matters to WHO.

### Funding agencies

40. UNICEF has working relationships with the funding agencies of the United Nations system - UNDP, UNFPA, WFP, the World Bank, IFAD and UNCDF - for exchange of information, discussion of policies of co-operation affecting the situation of children (e.g., with the World Bank in fields of education and

water and the WFP on food for supplementary feeding), and exploring potential collaboration in programmes. There is collaboration with the World Bank in some food and nutrition projects and projects in low-income urban areas (and potentially in the fields of education and health), and with UNDP in some drinking water projects. UNICEF receives funds-in-trust from UNCDF and UNFPA for some programme components, and WFP is the first agency approached by UNICEF when imported foods for supplementary child feeding are required.

#### Other agencies

41. Some co-operative relations are also developing with UNEP in the fields of water supply, children in urban areas, and appropriate technology. Working relations are maintained with UNDR0 and UNHCR in emergency relief and with UNHCR in aid to refugees.

#### Regional bodies

42. UNICEF seeks to co-operate with regional bodies, particularly regional economic and social commissions, development banks and training institutes. Emphasis is on greater attention to children in economic and social development and on the extension of services which especially benefit children and women. Co-operation with the regional development banks is especially sought by UNICEF in the fields of water, urban programmes and other social programmes.

#### Field level

43. Consultation is maintained by UNICEF field staff with field staff of other operating organizations in order to achieve inputs by the United Nations system which mutually reinforce each other in strengthening the efforts of the countries. This is done both at the regional level by the UNICEF regional directors, and at the country level by the UNICEF representatives. On a number of projects with which UNICEF co-operates the specialized agencies have advisers. The agencies also sometimes provide advice on exchange of country experience carried out within the framework of TCDC and supported by UNICEF.

44. Co-ordination and the exchange of information is facilitated by staff meetings called by the UNDP Resident Representative, and as part of the UNDP country programming exercises, in which UNICEF participates as one of the agencies whose funding does not form part of the UNDP programme.

45. The General Assembly has set in motion a process whereby most UNDP Resident Representatives will be designated by the Secretary-General as Resident Co-ordinators in the United Nations system for operational activities for development (resolution 32/197 and 34/123). It is expected that such a designation will strengthen co-operation in a country within the United Nations system and, among other things, bring about a reduction in both gaps and duplications in programmes. UNICEF representatives have been instructed to co-operate fully with the Resident Co-ordinators and enlist their support for UNICEF's programme of co-operation. At the same time, the General Assembly resolution (34/123) makes it clear that relations between UNICEF representatives and the ministries with which they need to work and direct lines of authority and communication between UNICEF representatives and the Executive Director are not affected by these new arrangements. 15/

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Bilateral aid

46. At its 1979 session there was a general agreement in the Board that UNICEF should pursue the increasing opportunities for seeking effective co-operation with bilateral and other sources of aid for 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. The Board felt that UNICEF should increase its efforts to co-operate at the field level with the representatives of such aid agencies in order to examine how some of those resources could be channelled into programmes benefiting children, either through UNICEF or directly. It was agreed that UNICEF should give increasing attention to the possibilities of encouraging financial support by other multilateral agencies and financial institutions for services benefiting children. This included exploring the possibilities of consortia for projects in fields benefiting children.

47. The Board 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'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. UNICEF staff, instead of just helping to prepare programmes in which UNICEF resources were the main external input, would be ready to join in the preparation of programmes that went far beyond UNICEF's financial capacity to assist. 16/

48. This desire of the Board in this direction is increasingly being followed. In addition there is a growing exchanges of programme experience in certain fields between UNICEF and bilateral aid agencies (e.g., water supply and sanitation, primary health care). In some countries UNICEF has provided materials for the information services of bilateral aid agencies in reaching national audiences in their own countries.

V. Information, National Committees  
and non-governmental organizations (NGOs)

Information

49. The objectives of UNICEF information activities are:

(a) to help developing countries in their efforts to generate public support for the aims proclaimed in the Rights of the Child, objectives benefiting children that have been agreed upon by the international community (e.g., primary health care, water supply and sanitation) and to create a sharper awareness of the need to "invest" in children so that they can develop their full potential as members of their society,

(b) to increase international understanding of the situation and the needs of children in the developing countries, and the possibilities for action,

(c) to provide information about UNICEF policies of co-operation and activities, and to encourage public participation as the basis for greater financial support from both government and private sources,

(d) to give information and communication support to facilitate community education and motivation imperative for the development and implementation of programmes in which UNICEF is co-operating.

50. These objectives result in three broad, often interacting, types of activity: advocacy for children; support for UNICEF fund-raising and for co-operation through other channels for the benefit of children; and communication support for project development and implementation ("project support communication" (PSC)).

51. Limited funds and manpower dictate a careful choice of target audiences and priorities within the framework of these objectives and the activities which derive from them.

52. Whatever the target audience, UNICEF policy is to work through information conveyors rather than to attempt to reach it directly. The media represent the most powerful channel for reaching millions of people and the most effective instrument for promoting general awareness. Organized groups are often in a better position to spread a deeper knowledge of specific issues affecting children and to instigate positive action. There is close interaction between the two; the support of the media is vital to help create a favorable climate for action and to feed information to action groups. Organized groups are often in a better position to spread a deeper knowledge of specific issues affecting children and to instigate positive action.

53. In keeping with UNICEF's policy of increasing its effective information outreach by co-operation with the media, both print and electronic, new alliances are being developed with journalists by involving them by briefing seminars which inform them in depth about the problems of children and mothers and by intensive personal contacts between journalists and UNICEF staff.

54. Among organized groups, the National Committees for UNICEF occupy a special position in UNICEF's information programme. Information services of development aid agencies in industrialized countries and information services in the developing countries represent natural partners in reaching national audiences. Parliamentary groups and educational systems, as well as, professional "movements", societies, religious groups, unions and various other non-governmental groups are also useful channels for reaching specific target audiences.

55. For effectiveness as well as economy, UNICEF policy is, wherever possible, to undertake information and education efforts in co-sponsorship or co-production arrangements with information conveyors (e.g., TV networks, newspapers, publishers).

56. With the mass media this results in co-production of television programmes, part-sponsorship of field missions for interested print and radio journalists and provision of basic information for articles. UNICEF provides extensive press information services, including recorded radio talks, and a photo service. The same co-sponsorship principle is applied to a limited number of special events (e.g., concerts with the objective of generating broad public interest and raising funds).

57. As part of development information, UNICEF is engaged in development education. This seeks to sensitize children to development issues and to the fact that they live in an increasingly interdependent world. In collaboration with the National Committees for UNICEF, NGOs and education institutions, UNICEF tries to reach children and young people through their teachers, youth leaders and parents, via school materials and other publications, TV and radio, and by supporting local educational activities. Prototype development education items and background data on development issues, particularly as they pertain to the conditions of underserved children in the developing nations, are made available by UNICEF. Ministries of Education co-operate with UNICEF in their efforts to enhance the global perspective of their curricula.

58. UNICEF also produces a limited number of its own periodicals and publications including:

- State of the World's Children Report (annual)
- UNICEF Report (annual)
- UNICEF News, a quarterly journal featuring articles, photos and timely news on the needs and problems of children and UNICEF's activities relating to them
- Les Carnets de l'enfance/Assignment Children, a professional journal concerned with major social developmental issues with particular reference to children, women and youth (2 issues a year)
- Ideas Forum, a quarterly newspaper supporting UNICEF's involvement with non-governmental and voluntary groups
- Facts and Figures brochure (annual)
- Occasional brochures (on themes such as water, primary health care, education, nutrition)

To help keep UNICEF information activity abreast of rapid changes in information needs among its diverse audiences and the implications of modern information technology UNICEF is undertaking a review of its publications policy.

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59. The effective implementation of programmes with which UNICEF co-operates calls for communication inputs (project support communications) designed to educate and motivate communities to participate in the implementation of the assisted programmes. 17/

60. To carry out the activities outlined above, there are information staff in New York, the Geneva Office, in regional offices and in several country offices. The field information officers focus more closely on information support for the measures needed to improve the situation of children in their areas. This includes advocacy through local media and other means, and project support communications. The field network also provides information and material for dissemination by the New York and Geneva offices to industrialized countries, and on-the-spot support for co-production and information missions from these countries. The information staff also help the Executive Director and heads of other offices in public relations tasks, responding to inquiries etc.

#### National Committees for UNICEF

61. 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. All the Committees are concerned with increasing financial support for UNICEF, either indirectly through their advocacy, education and information roles or directly through the sales of greetings cards and other fund-raising activities. They constitute channels for the devoted efforts of tens of thousands of volunteers in industrialized countries in behalf of children of developing countries.

62. The Committees are national organizations, but in using the UNICEF name they need to conform to the essentials of UNICEF policy. The essence of the relationship is to maintain a common purpose and cohesion between the Committees and UNICEF, and at the same time provide sufficient national autonomy and scope for the Committees to carry on effective national activities. The establishment of a Committee requires that there be no objection to its formation on the part of the Government of the country involved, and an agreement by the UNICEF Executive Director to the Committee's purposes, function and status.

63. A Recognition Agreement (or similar arrangement) between UNICEF and each National Committee sets forth the general basis for co-operation between the two. This Agreement is based upon a model agreement which is varied to take account of the laws of a particular country, or the mandate and structure of a particular Committee. These Recognition Agreements are supplemented, where appropriate, by a second agreement negotiated between UNICEF and each Committee dealing with other points of understanding, including the proportion of funds collected by the Committee which are to be transferred to UNICEF. Additionally, there are agreements between UNICEF and the Committees in connection with the Committees' sale of greeting cards.

64. The trend in National Committee activities is to strengthen their work by: broadening their membership, increasing co-operative activities with non-governmental organizations and youth, improving the content of their educational activities and gearing them more to target audiences, including school children, seeking new approaches toward fund-raising, information and advocacy, and making greater use of professional inputs. In these efforts assistance is available to the Committees from the UNICEF secretariat.

#### Non-governmental organizations

65. Over the years UNICEF has developed close working relationships with NGOs whose work bears on the situation of children. Many of these organizations (professional, development assistance, service, religious, business, trade and labour organizations) have become important supporters of UNICEF's objectives and a means for linking NGO activities to the needs of children.

66. NGOs provide an important channel for advocacy and influencing public opinion on behalf of children in developing and industrialized countries and increasing public understanding of UNICEF's work both generally and in specific fields, and for increasing participation of the public in the sales of greeting cards and other fund-raising activities.

67. NGOs also provide UNICEF with information, opinion and recommendations in fields of mutual interest in which they have special experience and competence. In some instances, they may undertake studies in behalf of, or in co-operation with, UNICEF. This type of collaboration is likely to increase in the future as UNICEF seeks to pay more attention to policies and services related to child development, to children with special problems and to the non-material conditions of the young.

68. As a result of IYC, many NGOs expanded services, advocacy and fund-raising for children. During IYC, NGOs worked with each other, with IYC National Commissions with UNICEF and with other organizations in the United Nations system. NGOs not traditionally concerned with children became involved, new coalitions of NGOs were formed, and new ways of co-operation developed. UNICEF is helping meet a desire on the part of NGOs to further the issue-oriented collaboration that developed during IYC among the NGOs themselves, with Governments and with UNICEF.

69. UNICEF encourages the use of resources which may be available from NGOs (both locally and from outside the country) in programmes in which UNICEF is co-operating, or in supplementing or complementing these programmes. Many NGOs have a flexibility and a freedom to respond to neglected problems. They can play an important role in policy formation by presenting and interpreting needs and they can monitor action to meet them, in encouraging local participation and eliciting local resources in programmes benefiting children, and in providing links between the community and government, or in providing service delivery systems where none exists. Such links can be an especially important element in motivating community interest in basic services. Through innovative projects and experimentation, non-governmental organizations can demonstrate what might later be undertaken on a broader scale.

70. In recent years there has been growing programme involvements by NGOs in fields of interest to UNICEF, such as nutrition, water supply and sanitation, primary health care, family self-reliance, women's activities and non-formal education. In addition to mobilizing community support and participation in such fields, women's organizations and other NGOs may often be helpful in overcoming obstacles in project implementation, particularly where government administrative machinery in districts or provinces is new or understaffed.

71. While UNICEF programme co-operation can be provided only on the basis of a Government request and for programmes for which the Government accepts responsibility, non-governmental organizations in many instances are designated by Governments to carry out part of the operations, and the services they provide thus receive some support from UNICEF.

72. In emergency relief situations UNICEF works closely with the League of Red Cross Societies, the International Committee of the Red Cross and as appropriate such organizations as Save the Children Fund, Care, Oxfam, Caritas and World Church Services.

73. Any non-governmental organization which has attained consultative status with the Economic and Social Council or any specialized agencies is eligible, upon request, for consultative status with UNICEF. Consultative status gives non-governmental organizations the privilege of being seated in Board and Programme Committee sessions, circulating statements and, with the agreement of the Chairman, making oral statements.

74. UNICEF stands ready to work with any non-governmental organization on matters of mutual interest, whether or not it has attained consultative status with UNICEF.

75. A Non-Governmental Organizations Committee on UNICEF has been in existence for many years composed of international non-governmental organizations having consultative status with UNICEF. <sup>18/</sup> Following IYC the Committee began increasing its outreach to the larger NGO community and has expanded its mailing list by over 300 organizations, including many which had never before been in regular contact with UNICEF. Most of these were members or correspondents of the former NGO/IYC Committee.

76. The purposes of the Committee are, among others, to facilitate a two-way exchange of information and experience between UNICEF and NGOs at international and/or national levels, to encourage consultation and co-operation efforts among NGOs and UNICEF on child-related matters, and to provide a forum for the substantive discussion of UNICEF policies and programmes and of issues related to children generally.

VI. Follow-up of the International Year of the Child

77. In October 1979 the General Assembly designated UNICEF as the lead agency of the United Nations system for co-ordinating the development aspects of the follow-up of IYC, in consultation with the Director-General for Development and International Economic Co-operation (resolution 34/4). This confirmed a role toward which UNICEF had been moving in recent years in such matters as advocacy, encouraging a greater deployment of resources to benefit children, stimulating new initiatives and innovative approaches to improving the well-being of children, and facilitating the exchange of information and experience among countries in matters affecting children.

78. At its 1980 session the Board considered UNICEF action in the follow-up of IYC on the basis of a report and recommendations by the Executive Director. The Board agreed that UNICEF's follow-up of IYC should be integrated into its programme of work, modified where necessary to take account of the concerns and activities that were emphasized during IYC. It agreed on certain approaches and activities which would signify UNICEF's broader concern with the world's children, but would not detract from UNICEF's overriding commitment to meeting the needs of children in the developing world, especially through basic services, and would not divert UNICEF funding inputs to industrialized countries.

79. In developing countries the Board decided that UNICEF should broaden its co-operation to include more attention to the conditions for a sound personal development of children and for children with special problems. In view of UNICEF's "country approach" this was not viewed as a new policy decision. Countries that wanted more support in such activities could work this out with UNICEF representatives in the context of the country programmes in which UNICEF co-operated. Middle-income developing countries and those at a more advanced stage of development might especially have both the interest and the means to expand such services, with the co-operation of UNICEF.

80. The Board also decided on other follow-up activities to help maintain the wider global perspective regarding children stimulated by IYC. It agreed that UNICEF should assume responsibility in its future work for drawing attention to the needs and problems of children that were common to both developing and industrialized countries, and to such policies and programmes as appeared to be addressing them in an effective way. These additional follow-up activities are set forth below (paras. 82-87).

81. In a resolution on UNICEF in December 1980 (resolution 35/79) the General Assembly stated its belief that IYC had given a new impetus to recognition of the importance of the well-being and upbringing of children and of services on their behalf and urged UNICEF "to respond imaginatively and vigorously to its important responsibilities in the follow-up activities of the International Year of the Child" with the support of its National Committees and in close co-operation with concerned organizations of the United Nations system and with the international community generally.

#### Promoting exchange of information

82. In addition to increasing its current support of technical co-operation among developing countries (TCDC) in activities benefiting children, UNICEF would provide a service to promote the exchange of information among all countries about the situation and needs of children and about national plans and services on their behalf. The main instruments for promoting this exchange would be a periodic newsletter, based largely on reports received from national sources, and an expanded publication programme for papers or operational case studies, including preparatory or follow-up papers for meetings, and other relevant materials.

#### Background information on selected issues and problems

83. Background information and analyses would be prepared from time to time regarding specific issues or problems of children that were common to many countries. Issued under UNICEF auspices but normally prepared by others, they would provide historical information, views and experience, etc., and a guide to sources for further information.

#### Referral service for technical information

84. UNICEF would provide a referral service for technical information, as a follow-up of what had been begun by the IYC secretariat. The service would be primarily to provide information about sources of technical and operational information to which those inquiring could be referred. These sources might include other bodies within the United Nations system, government agencies, research institutes, universities and NGOs. UNICEF would not itself provide technical information, unless it concerned UNICEF itself or was readily at hand.

#### Contributing to national policy development

85. In addition to UNICEF's ongoing input to countries in their development of national policies benefiting children, UNICEF would identify periodically, for consideration in depth, a limited number of policy and programme issues relevant to both developing and industrialized countries. UNICEF would sponsor, co-sponsor, or participate in meetings for such purposes, bringing together, after detailed preparation, persons and institutions representing various disciplines and sectors. This would include workshops to clarify approaches to important problems as well as larger action-oriented conferences - once every three years or so - addressed to a major theme or issue. Care would be taken that the meetings be action-oriented. In addition, UNICEF would continue, as in the past, to sponsor or support meetings on issues specific to developing regions and countries.

#### Inter-agency consultation

86. The Board welcomed the initiative taken by the Executive Director for establishing machinery for consultation among agencies in the United Nations system on IYC follow-up. This included the continuation, in essence, of the interagency advisory group which had existed during IYC, which would be renamed the Consultative Committee on Policies and Programmes for Children.

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Successor bodies to IYC National Commissions

87. There was general recognition in the Board that the effect of IYC in many countries in bringing together in active collaboration governmental and non-governmental organizations in IYC National Commissions had been valuable for advocacy, co-ordination, extension of services, monitoring and providing advice to the Presidency, national planning authorities, various ministries and others concerned with children. Many such Commissions would continue in one form or another. The Board agreed that some support could be given, where appropriate and for a limited period of time, to successor bodies to IYC National Commissions in developing countries, in most instances as part of UNICEF's country programme co-operation.

PART 2. PROGRAMME MATTERS

88. A short description of UNICEF's ways of co-operating with developing countries is set forth in paragraph 24. Part 2 deals with the general objectives and programming guidelines of UNICEF co-operation (chapter VII), the main fields of co-operation according to which programme statistics are broken down (chapter VIII), programme objectives that involve several ministries (chapter IX), UNICEF inputs (chapter X), co-operation in programmes in countries with different levels of resources (chapter XI), procedures for programme preparation, approval, and implementation (chapter XII), and the medium-term plan (chapter XIII).

VII. General objectives and programming guidelines

UNICEF's mandate

89. Combining humanitarian and development objectives, UNICEF co-operates with developing countries in their efforts to protect their children, and to enable them to develop their full potential and become productive members of their societies. This co-operation, taking place within the context of national development efforts, is designed to help the countries build up their capacities and enhance their self-reliance in connection with services benefiting their children.

90. UNICEF cannot itself provide the scale of external co-operation needed by developing countries to provide basic services benefiting their children. It sees one of its functions as helping lay the base for larger-scale action by suggesting policies and alternative solutions to problems affecting children, providing advice and assistance in the design and implementation of services benefiting children, supporting the training of national personnel, co-operating in small-scale "starter" projects to work out the methods for extension of services into unserved areas leading by steps to country coverage, working with international sources of external aid (e.g., development banks and bilateral aid agencies), and co-operating in larger-scale projects when others cannot.

91. UNICEF has an advocacy role for children, both at the international and national levels. It attempts to focus attention on the critical needs of children and alternative ways for meeting them, and it tries to secure higher priorities in national and international development efforts for services benefiting children. This can mean the deployment of more resources for these services, both by the developing countries and by external co-operation through technical and funding agencies of the United Nations system and regional bodies, bilateral aid and non-governmental sources, and the better use of existing resources. In the countries with which it co-operates UNICEF seeks to promote adequate provision for children in national development plans, and in development plans for particular areas or zones within the country.

92. UNICEF's mandate from General Assembly resolution 57(I) for "strengthening ... the permanent child health and child welfare programmes of the countries receiving assistance" has been developed and continuously adapted to current conditions by successive Board actions, many of which have been noted with approval by the General Assembly.

93. Underlying this co-operation process is the following basic point of view:

(a) Child welfare, interpreted as meaning child well-being, is taken as implying a comprehensive view of the child's development, to enjoy basic rights embodied in and services called for by the Declaration of the Rights of the Child, and to receive preparation to contribute to his country's progress and well being. 19/

(b) "The development of children is an essential step in the development of people, and, therefore, in the development of countries." 20/ "Governments of developing countries should formulate long-term national policies for children and youth." 21/ The systematic long-term efforts required to improve the condition of children should be supported by the international development strategy. 22/

(c) "Increased attention should be given to basic services for children and adolescents in disadvantaged socio-economic groups and in more backward regions". 23/

(d) UNICEF's experience in policy and programme formulation relating to children would be useful in the formulation of global social and economic targets and principles and in the preparation of new development strategies, and UNICEF should be active in influencing them 24/ and in supporting global objectives benefiting children to be realized in the next five decades. (e.g., reduction of infant mortality, longer life expectancy, primary health care, water and sanitation, and overcoming large-scale malnutrition and illiteracy). 25/

#### Relations of services benefiting children to national development

94. Numerous Board statements have pointed out that in no country can the indirect consequences of economic development alone be relied on for meeting children's needs. Some consequences may even be unfavourable unless special precautions are taken. Specific services and activities benefiting children are required.

95. These services can be most effective when they are part of a systematic and comprehensive approach towards improving the situation of children within the framework of a national policy for children, which in turn is an integral part of the country's development effort. To the extent possible, policies and programmes benefiting children should both contribute to and benefit from national development.

96. The move toward a new international economic order, in addition to its main emphasis on equity among countries in international financial and economic matters, also requires equity within countries and the promotion of self-reliance. The care, protection and preparation of children is one of the pre-conditions for achieving these goals, as well as being essential for sustained economic progress. UNICEF believes that it is important that decision-makers recognize the link between programmes benefiting children, on the one hand, and economic and social progress, on the other, and understand that such programmes are complementary to the goals of the new international economic order. 26/

97. At the same time UNICEF does not emphasize greater investment in children exclusively on grounds of social utility. It believes it important to give greater recognition to the enhancement of the intrinsic value of childhood, to nurturing the imagination and spirit of children, and to providing a sound base for children to realize their full potential.

#### Country approach

98. Under UNICEF's "country approach" there is no centrally decided standard pattern of co-operation with countries, although there are guidelines for programme approaches. UNICEF co-operation is related to an analysis of the situation of children and the possibilities of action in each particular country. Emphasis is on action through methods that seem to be technically sound and cost-effective and are possible politically in the individual country situation.

99. In the discussions between UNICEF field staff and national planning authorities and relevant ministry officials and administrators, reviews are made of: the various possibilities of action benefiting children offered by the country's development efforts in the light of the country's priorities, and its organizational, technical and financial capabilities; the co-operation that UNICEF could provide in line with its own policies of co-operation and its resources; and the resources which might be available to the country from other funding and technical agencies.

100. In addition to being adapted to a particular country situation, the approach is a "country approach" in another sense: an attempt is made, so far as practicable, to involve all the sectoral and other ministries, levels of government and organizations and the communities to be served whose efforts are needed to deal in a mutually reinforcing way with the problems to be addressed.

#### National policy for children

101. As part of the country approach UNICEF encourages and supports efforts by Governments to undertake a regular review of the situation of their children and to elaborate a national policy for children as part of their development plans. As a result of the review certain general policies and programmes might be modified to include beneficial effects on children. Others that have an adverse effect could be reassessed and redirected.

102. This approach has been endorsed by the International Development Strategy for the Third Development Decade (IDS) which states that "national development efforts, including policies, programmes and services that affect children, should be reviewed regularly with a view to extending and strengthening the basic services benefiting children". 27/

#### Global targets and the International Development Strategy

103. The IDS for the eighties gives more emphasis to the social aspects of development than did the strategies of the two previous decades. It regards development as an integral process involving both economic and social objectives, which under many circumstances can prove to be mutually reinforcing.

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104. Among many provisions in the IDS affecting the well-being and development of children, the following social objectives are most directly relevant to UNICEF's work:

(a) Hunger and malnutrition should be eliminated as soon as possible and certainly by the end of this century.

(b) Health for all should be attained by the year 2000 through primary health care, to reach a minimum life expectancy of 60 years and a maximum infant mortality of 50 per thousand live births in the year 2000.

(c) Safe water and adequate sanitary facilities should be made available to all by 1990.

(d) Consistently with the World Population Plan of Action, countries should make universally available advice and means of achieving desired family size.

(e) The eradication or considerable reduction of illiteracy, and the closest possible realization of universal primary enrolment should be reached by the year 2000.

(f) Women should have greater access to nutrition, health services, education and training, employment, and financial resources, and more participation in the analysis, planning, decision-making, implementation and evaluation of development.

105. UNICEF helps developing countries adapt social objectives agreed upon by the international community to their own situation and prepare their own national and zonal targets. Additionally, it helps them to strengthen their capacity to reach the targets through support for the development of services in successive stages of coverage; through facilitating the co-operation of other funding sources; and through support for the means to collect relevant data and to review progress in attaining the targets.

#### General programming guidelines

106. Within the foregoing framework, general programming guidelines are followed in discussions by UNICEF field staff with the ministries concerned regarding potential UNICEF co-operation.

107. These guidelines can be summarized as follows:

(a) Services will be more effective when they form part of national development efforts. Development can provide a base for financing the recurring costs of these services. In some instances services of great benefit to children can be incorporated in existing services with relatively small additional costs (e.g., in agricultural extension services including a concern with family food production). Where services cannot be provided now with national coverage, they may be related to development areas, planning areas, rural development, etc. and extended progressively. The period of commitment of UNICEF co-operation approved by the Board wherever possible should be related to the country's plan period, though usually not in one single instalment.

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(b) Community involvement should be encouraged and supported by the relevant government services, sometimes with the help of non-governmental organizations. This means consultation with the community about its perception of its needs and its priorities, and about activities proposed; at least partial community responsibility for planning and carrying out community-level services, including the use of local community workers and community contribution to the services and some responsibility for their management. The objectives are to develop self-reliance, bring local resources into use, and gain greater effectiveness. Encouragement of community involvement may include the strengthening of intermediate levels of government structure and services (provincial and district) as well as those on the national level, to support action by local government units, community organizations and leaders, women's groups, youth, and various other non-governmental organizations. (This guideline, which is a main element in primary health care and the other basic services, has so far been only partially applied).

(c) The pattern of services and programmes needs to be adapted to the resources in terms of personnel and finance that can be made available in the country and the community, and to the culture of the country or the project area.

(d) Services will be more effective if there is an information base and an analysis of the needs of children as a whole, taking account of the interrelations such as those between drinking water supply, health, nutrition, education, social welfare services, and the situation of women, in meeting those needs.

(e) Efforts should be made to increase the complementarity of the above services, particularly in their impact at the community level; included is the use of personnel and facilities for related purposes in ways that reinforce each other. Ideally, the interrelations between services in these fields and the reduction of poverty and other aspects of national development would be considered by the planning and financial authorities and the civil administration. However, the guideline does not mean that co-operation should wait for the preparation of a plan more comprehensive and complex than the authorities desire or believe can be effective. A beginning of improved services in any priority field is beneficial in itself, and may be developed as a way to lead on to more comprehensive intersectoral and multidisciplinary approaches.

(f) The specific protection and development needs of children in different age groups and socio-economic situations should be taken into account. This includes a concern not only with the physical needs of children but also with their intellectual, emotional and social needs and their preparation to develop their full potential.

(g) Particular attention is recommended to meet the needs of infants and young children because they are the most vulnerable and need the most special attention, and their development at that stage affects their whole subsequent life. Concern with young children obviously involves concern with their mothers, and aspects of their family situation. It also needs to be recognized that progress in a child's early life can be partially undone by neglect in another.

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(h) Particular attention is recommended to services reaching children in lower-income areas, (e.g., children in "unreached" and underserved rural and urban areas).

(i) Programmes are more useful if they aim to solve a problem (e.g., provision of drinking water, control of endemic goitre); or, in the case of larger, longer-term problems, are likely to have a multiplier effect (e.g., launching a service in an area in a way that lays the basis for replication).

#### Criteria for UNICEF co-operation

108. The following main criteria for UNICEF co-operation guide UNICEF staff as they work with ministries in the more detailed stages of programme development:

(a) Proposals for UNICEF co-operation have to be evaluated from the point of view of their benefits to children (direct or indirect) irrespective of their additional benefits to other age groups. This recognizes that children's needs cannot be compartmentalized nor can they be effectively tackled in isolation from services benefiting their family and community - services which, even though indirect, may in some cases be the best way to benefit children (e.g., services that improve the knowledge on the nutrition of mothers).

(b) Relatively more support is given to programmes benefiting children in the least developed countries.

(c) Costs to the country have to be evaluated just as carefully as costs to UNICEF. This applies not only to costs in getting programmes established but also to recurring costs, in which external participation is much less. The burden of recurring costs on central and local budgets in relation to the benefits obtained, is a major factor in the continuation of the services and their replication in other areas of the country. In some instances improvements could begin with activities which do not involve high running costs or much service personnel (e.g., wells for drinking water).

(d) Programmes need a long-term rather than short-term perspective and continuity is important. Since the objective is a long-term expansion of national capacity for services benefiting children, it is important to assess what is likely to happen after the end of UNICEF co-operation in a project activity, (which may, of course, be renewed through several successive commitments over a period of 10 to 15 years).

(e) Emphasis is placed on the use of national or regional expertise, wherever feasible, for aspects of programme preparation and execution; through support for contracts with institutions and consultants from the country or other developing countries.

(f) A major emphasis is placed on including in projects the strengthening and extension of within-country schemes for the training and orientation of personnel involved in services benefiting children.

(g) UNICEF co-operation to encourage innovative approaches is favoured. This, in turn, could stimulate larger investments from other sources; support is thus available for the risk-taking involved in testing project designs and strategies that have potential as "growing points" for services benefiting children. The purpose is to help identify, on the basis of field trials with relevant technical methods and organizational patterns, possible areas of new initiatives which could evolve into national policy. In this connection, UNICEF co-operation is available for demonstration, pilot, and "starter" activities, some of which may not initially be part of national development plans. The work of non-governmental organizations may provide useful experience.

(h) UNICEF tries to encourage the acceleration of external aid flows for services benefiting children and, whenever feasible, seeks to arrange UNICEF co-operation in effective relationship to large-scale development aid. In addition to the use of its own resources, UNICEF should, wherever appropriate and desired by the Government, help mobilize additional external co-operation from the United Nations development system, international and regional financial institutions, bilateral aid agencies, and non-governmental organizations. This includes both advocacy and the involvement in the process of programme preparation of potential sources of co-operation.

(i) Regional and interregional projects may be assisted when they are designed to prepare the ground for subsequent action at the country level.

#### Building national capacity

109. UNICEF's efforts to help countries build up their national capacity and enhance their self-reliance in connection with services benefiting children are described in various places in this report. They could include strengthening the organizational capacity of ministries and governmental units involved and the capabilities of their officials; orientation and training of national staff in the planning and delivery of basic services; the strengthening and greater use of national technical institutions and resources; stimulating community motivation and participation; promoting of appropriate technology; increasing local production of supplies and equipment; encouraging greater local production and preservation of nutritious family foods; improving local supply logistics and delivery management; supporting national studies and surveys; strengthening national evaluative and monitoring machinery and activities; facilitating the exchange of experience between developing countries (and with industrialized countries where appropriate), including the production of analytical case studies on country programming experiences; and supporting intercountry and regional training institutions, seminars and workshops.

110. UNICEF co-operation is concerned not only with the personnel, financial resources, organization and other capacities that are available and can be built up for services in federal and state governments, but also in intermediate and local levels of government (e.g., provincial and district) and in the villages and peri-urban and urban areas. Increasingly Governments are requesting the outposting of UNICEF field staff to work with subnational authorities at zonal and district levels.



### VIII. Fields of co-operation

111. As indicated above, in line with UNICEF's "country approach", co-operation is extended on the basis of priorities for children, political and organizational possibilities of action, and related national development planning. Typically the country priorities concern, with varying emphases, child health services, clean water, food and nutrition, education, some child welfare services, and the situation of women. In addition to planning authorities, the usual instruments for dealing with these priorities are the ministries of health, education, social welfare or community development, agriculture, the ministry or authority dealing with rural drinking water and sanitation, and in some cases an authority responsible for rural development or area development. In many instances, the ministry of interior and other ministries may also be involved in connection with co-ordination, planning, finance, and local government. 28/

112. Because of UNICEF's relations with these ministries, and with the corresponding specialized agencies of the UNICEF system, as well as because of the technical content of certain programme operations, it has been found convenient to classify the programmes in which UNICEF is co-operating into "fields" which correspond to specific ministries or "sectors". The sections in this chapter follow the breakdown of commitment and expenditure statistics for these fields presented in UNICEF documentation, (e.g., in the UNICEF financial report; in the country programme profiles and in the Executive Director's general progress report).

113. In all of them, a major objective is to involve communities in so far as the channels for doing this can be agreed upon and activated. This approach, described in chapter IX under "Basic services", is also articulated in the paragraphs below on primary health care, so far it is less fully applied in the other sectors.

#### Classification of fields of co-operation

114. The breakdown by ministries is useful only for limited purposes, since a main programme objective of UNICEF is to promote delivery of converging services at the community level and with community involvement responding to priority needs, rather than to separate "vertical" services. Statistical breakdowns, therefore, of UNICEF's inputs should be viewed as giving more of an indication of administrative channels than of objectives. For example, expenditures for such activities as nutrition training, health education, non-formal education, and social welfare services are classified according to the ministry in each country mainly responsible for such activities (e.g., health; education; community development). The ministerial responsibility for such activities varies from one country to another.

115. Child nutrition is an exception to this classification by ministry. Because of its signal importance, child nutrition is treated as a field of co-operation and dealt with in the present chapter, even though there are no ministries of nutrition, and food and nutrition programmes can concern a number of ministries, (e.g., health, agriculture, education, social welfare, community development). One result of this classification is that UNICEF statistics on aid to child nutrition as a field of co-operation understate what is being done.

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116. To deal with many problems affecting children, supporting action is required by several ministries, a situation often described as "intersectoral" or "cross-sectoral". A number of programme objectives which involve several ministries are described in chapter IX. This intersectoral approach is especially important for the delivery of basic services involving active community participation.

#### Child health

117. For many years, the major field of UNICEF co-operation has been child health services with the objective of reducing infant and young child mortality and morbidity and promoting child growth and development. Working closely with WHO, the main UNICEF goal is to help countries expand their primary health care system, e.g, maternal and child health services, including immunizations and control of diarrhoeal diseases, family planning aspects of family health, safe, sufficient and accessible water supply, adequate sanitation, and health and nutrition education. Where special actions against specific diseases affecting children are supported, the goal is to integrate them at an appropriate stage into general health services. UNICEF has long been co-operating in the extension of maternal and child health services mainly at the local level, through assistance to health centres and subcentres, and to the training of their personnel (and more recently through the support of primary health care services).

118. The Executive Director's The State of The World's Children 1982-83 report has identified the strategic combination of priority child health measures as vitally important for UNICEF work. Long components of UNICEF programmes, such measures include: the use of growth charts to monitor child growth, thus making malnutrition visible, oral rehydration therapy as a home-based cure for diarrhoeal diseases, the promotion of breast-feeding, immunization, malaria eradication, family planning, and food supplements. These measures - low-cost but with the potential impact of halving the number of child deaths per year - serve as leading entry points to primary health care.

#### Primary health care

119. In 1975, the Board decided that UNICEF should - jointly with WHO - promote the primary health care (PHC) approach, and support country efforts to launch PHC, which the Board recognized as the best means for the equitable extension of MCH and family health. As a vital part of a basic services for children approach, the objective of PHC is to improve the health of all children, through preventive, curative and promotional actions, with priority attention to the 70-80 per cent living in rural areas and poor urban quarters who are now substantially unserved. The PHC approach is characterized by the introduction and promotion of health and health-related measures, with a priority for unserved communities, through a combined curative, preventive, educational and social approach, participation of communities in planning, supporting, staffing and managing their local primary health services, and meeting the specific needs of mothers and children within the context of family health.

120. Besides the establishment of a network of such community-based activities, this approach requires a reorientation of the conventional pattern of health services (which in many countries is predominantly urban and hospital-oriented and accessible only to a relatively small part of the population) to a main function of supporting community-level services, and accepting by referral the cases that cannot be dealt with at the community level.

121. Primary health care workers, who may be part-time workers or volunteers selected by the community, are trained to help their communities to prevent illness; and to use appropriate health technology to diagnose and treat common ailments and diseases of local priority which result in about 80 per cent of child morbidity. A strengthened conventional health infrastructure allows referral of more serious cases to health centres, hospitals and other services, and provides technical advice, supervision, training, and administrative and logistical support to the primary level.

122. The effectiveness of the PHC approach entails co-ordinated actions by ministries other than health which participate in the community's development - agriculture, education, public works, housing, communication, community development, etc. Their combined action has a greater impact on child health than what can be done by the health ministry alone.

123. At its 1979 session the UNICEF Board discussed follow-up action on the International Conference on Primary Health Care, held in Alma-Ata, USSR, in September 1978, sponsored by WHO and UNICEF. The Conference reaffirmed a target set by the World Health Assembly in 1977 by declaring that primary health care was the key to "the attainment by all peoples of the world by the year 2000 of a level of health that will permit them to lead a socially and economically productive life".

124. The Board at its 1979 session decided that UNICEF, in co-operation with WHO, should co-operate with developing countries in the medium term along the following lines:

(a) Advocacy: continuing advocacy of the primary health care approach at the policy level of Governments and in international meetings, in the light of the Declaration of Alma-Ata; 29/

(b) Support of intersectoral planning and co-ordination for health development: involving sectors other than health (e.g., agriculture, education, information) with the support of the UNDP Resident Representative. This co-ordination needs to extend to intermediate and local levels of government;

(c) Strengthening centres in developing countries for training, research and advisory services: in regard to organizing PHC in the country or countries of the region; includes introducing the concept of PHC into appropriate professional schools in developing countries, including orientation of professionals outside the health sector;

(d) Entry points: supporting the introduction of PHC into country health programming, rural development programmes, programmes for peri-urban areas and other programmes offering an entry point; orienting health-related programmes (like nutrition, water and sanitation) towards PHC, and strengthening supportive and referral services;

(e) Enhanced support for key elements of PHC: such as 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;

(f) Support for exchange of country experiences: involving the analysis and exchange of country experiences, through analytical case studies, with particular attention to: (i) approaches and models which have had good success; (ii) methods for achieving the active involvement of communities; and (iii) methods for identifying, training and supervising PHC workers in communities, as well as incentives for maintaining their interest;

(g) Support for national studies: in order to improve the effectiveness of PHC. This should include management and operational problems, community participation, and providing access to PHC for the whole population;

(h) Co-ordination of support for PHC: attention should be directed to assuring effective intersectoral co-ordination of support for PHC within countries. Similar co-ordination was required within the United Nations system and with bilateral sources of aid. Contacts with financial institutions, especially the World Bank should be strengthened. Co-operation between UNICEF and WHO was essential. The UNDP Resident Representative should play a key role in assuring consultation among various external aid sources and the co-ordination of their inputs.

125. The Board decided to place on its 1981 agenda a progress report on PHC and a study on the decision-making process within countries for the achievement of the objectives of PHC which would include financing and management aspects (see documents E/ICEF/L.1424 and E/ICEF/L.1425).

Maternal and child health as a component of PHC

126. Extension of maternal and child health (MCH) services - long a main objective of UNICEF - can be advanced more widely where countries have adopted the PHC approach. Moreover, MCH can often provide an important entry point for PHC since the same basic principles are crucial to both: total coverage of the country and of low-income groups; the multisectoral approach; the involvement of families and communities in health care; and the maximum use of community groups and resources such as traditional birth attendants, agricultural extension workers, women's groups and school teachers.

127. At its 1979 session, the UNICEF Board stressed the importance of paying particular attention to MCH as an essential component of PHC. It believed that there was a need for strengthening and adapting MCH training in the developing countries, with intercountry or regional training facilities playing a supporting role to national training efforts, as part of the Technical Co-operation among Developing Countries (TCDC). Not only should training be given to all levels of health personnel concerned with MCH, but

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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. Village midwives and traditional healers were important community resources deserving particular attention through training and supervision. In the education addressed to families, fathers should not be neglected.

#### Immunizations

128. UNICEF has long been co-operating in immunization against diseases commonly affecting children (diphtheria, pertussis, tetanus, tuberculosis, and more recently, poliomyelitis and measles). WHO is supporting an "expanded programme on immunization" and UNICEF has joined with WHO in supporting an extension of immunization as an important component of primary health care.

129. UNICEF co-operation is particularly addressed to strengthening national management, training, technical and logistical support systems for immunization on a large scale, including careful attention to establishing effective "cold chains" for refrigeration of vaccines in order to ensure that they are potent when injected. To ensure a lasting impact, provision of vaccines, drugs and other material assistance is continued by UNICEF over a period of years. The aim is to make countries more self-sufficient in their immunization programmes; this includes, where feasible, support to countries, or regional centres servicing a small group of countries, to develop their own production of certain vaccines as well as cold-chain elements and other equipment needed for immunization programmes.

#### Diarrhoeal diseases control

130. Diarrhoeal diseases are widespread and a major cause of infant and young child mortality. Children under five in Africa, Asia and Latin America are estimated to have 500 million attacks of diarrhoea annually. Since the proximate cause of death is dehydration, UNICEF has joined with WHO to help countries give new impetus to control of diarrhoea through simple oral rehydration therapy in which mothers can play an active role if they have information and some support from health personnel. UNICEF supplies oral rehydration salts and support for training and for extending national capacity to formulate rehydration salts.

131. The Board at its 1979 session agreed that greater support should be given by UNICEF to preventive aspects: the provision of sufficient supplies of safe water, since many diarrhoeal diseases are water-related, and promotion of personal hygiene, food protection, sanitation and a clean environment, as well as good maternal and child care practices and better nutrition.

#### Essential drugs

132. As Governments develop primary health care networks and extend coverage to more people, the need for drugs grows. While UNICEF is supplying some sets of drugs needed by community health workers, "village pharmacies" or health posts and health centres, national needs require strengthened national policies to improve selection, purchase, distribution and storage - and, when feasible, the country's own production - of drugs, as well as larger budgets and substantial inputs from other sources of external aid. WHO has been establishing and recommending a limited number of drugs, essential for different levels of health services. 30/

133. The Board decided in 1979 that UNICEF, co-ordinating with WHO, should give enhanced support to meeting the need for essential generic drugs required for children, including support for progressive expansion of capacity for formulation and production within countries or pooled arrangement for inter-country procurement.

#### Water supply and sanitation

134. UNICEF co-operates in the provision of a safe and sufficient water supply for drinking and household use in rural and certain peri-urban areas where low-cost delivery systems are possible. This is related to the international objectives incorporated in the International Drinking Water Supply and Sanitation Decade (1980-1990). Water supply, of course, benefits the whole community. The justification for support by UNICEF is that young children are particularly vulnerable to diarrhoea and other diseases of dirt, which also contribute to child malnutrition.

135. Other benefits of sufficient water are also relevant to children's well-being. An accessible water supply is a great convenience; it lessens the drudgery of mothers and makes possible their use of more time for other activities, including child care. It encourages self-help community efforts. Water supply and sanitation facilities are often among the first tangible services that reach children and their families in many underprivileged areas. Since water is commonly a community priority, its supply is often the starting point for self-reliant local efforts of the basic services type. Safe water thus has the potential of becoming a "leading edge", following which other services can be gradually organized. By increasing the possibility of micro-irrigation, the availability of water can also lead to a better family food supply.

136. Typically, UNICEF co-operates in schemes for the drilling of wells and the installation of low-cost water lift systems (mainly handpumps), and the construction of simple gravity-flow systems to stand-pipes. Sometimes there is also provision for home connections. A major part of UNICEF's input is in the form of equipment and materials such as drilling rigs, pumps, pipes, casings, and fittings - plus funds for training purposes, as well as limited provision of project support staff to help with training, logistics and operations. UNICEF helps to promote community participation in planning, construction and maintenance of local water supply systems; (this has only been partially implemented thus far). A few countries are being helped to manufacture the hand-pumps they need for shallow or deep wells.

137. In the field of environmental sanitation, UNICEF can help in schemes for excreta disposal (especially household latrines), health and sanitation education, orientation of community-level workers, and the diffusion of information through such channels as women's organizations. So far UNICEF co-operation in environmental sanitation is much less extensive than in water supply.

138. The emphasis of UNICEF's co-operation is in rural and peri-urban areas where external aid for drinking water and sanitation is not "bankable" in the same way as, for example, for large-scale urban water systems. Further, UNICEF does not have the resources needed to help countries solve their water

and sanitation problems and the objective of its involvement is to lead to large-scale national efforts for low-income areas supported by larger-scale inputs from bilateral and other major sources of external funding. A large part of UNICEF's co-operation in water services is financed by supplementary contributions for "noted" projects.

139. At its 1979 session the UNICEF Board considered a joint UNICEF/WHO study on water supply and sanitation as components of primary health care. A major conclusion was that full health benefits depended on a number of complementary factors, including personal hygiene; supply of clean water for drinking and household care; excreta and refuse disposal; and cleanliness of the neighbourhood. A related factor with an important bearing on young child illness and mortality was food storage and handling in homes. Women's organizations, information programmes, and the improvement of village technologies could play an important role in improvements in this field.

140. The Board 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 national professional and technical personnel. At the same time UNICEF and WHO should take measures to assure the full understanding and support of their own staff and should assign appropriate support personnel to programmes.

141. The Board also noted that water and sanitation services entailed particular applications of the general principles of the primary health care approach, including:

(a) The preparation of national policies and plans for water and sanitation, as part of the country's development effort, and involving a number of sectors (e.g., the relevant works agency, health, irrigation, civil administration, education and intermediate and local levels of government);

(b) The involvement of communities. It is necessary to ensure community understanding of and support for the improvement of water and sanitation, including the planning and management and the maintenance of facilities. Health education needed to be strengthened through all appropriate channels, and the interest of both women and men needed to be motivated. To make effective this necessary complement to the installation of physical facilities is a main current concern;

(c) Technical co-operation among developing countries in the fields of training, research, advisory services and the exchange of experience.

142. In accordance with these lines, the Board agreed that UNICEF should support the introduction of water and sanitation projects with particular emphasis going to underserved rural and fringe urban areas, including the provision of appropriate supplies, equipment and spare parts and, where possible, support for their manufacture in the countries concerned.

143. UNICEF's input is made within the framework of Government programmes aimed at achieving the goals of the United Nations Water Conference held at Mar del Plata in 1977 - safe water and sanitation for all by the year 1990. UNICEF works closely with other United Nations organizations through the "Co-operative Action for the International Drinking Water Supply and Sanitation Decade (1980-1990)", which also involves UNDP, WHO, the World Bank, FAO, ILO and a number of bilateral aid agencies.

#### Child mental health

144. Programmes in which UNICEF co-operates to improve the health, nutrition, education and over-all development of children have the potential of contributing to their mental and emotional health. At the 1979 session the UNICEF Board decided to increase this potential by encouraging and supporting 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. It believed that community-based action should constitute the framework for such UNICEF co-operation. UNICEF's main contribution would 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. The primary health care structure could be a channel for these efforts, as could schools, day-care, community development and social welfare services and the information media.

#### Responsible parenthood and family planning services

145. Responsible parenthood is a broad concept related to the role of parents in raising their children. It includes patterns of family life and child-bearing that promote family size commensurate with the resources and aspirations of the parents. By contributing to an environment that encourages child survival and development, responsible parenthood significantly enhances the well-being of children. The number and spacing of children have important implications for the health of mothers and children, and parents should have the capacity to decide freely and responsibly on these matters.

146. Many programmes in which UNICEF co-operates foster the well-being of children (e.g., water, health, nutrition, education, child welfare and women's activities). UNICEF's co-operation in these services constitutes its main contribution to responsible parenthood. It is the professional view of WHO which UNICEF supports, that maternal and child health services should include family planning services. Hence UNICEF co-operates in the development of family planning services as part of maternal and child health and welfare services.

147. Family planning services are much less effective when provided without adequate attention to the rest of the support system for responsible parenthood. As much more external support is available for UNFPA and other sources for family planning services, UNICEF focuses its efforts on providing support for related activities. This approach avoids duplication and heightens UNICEF's response to needs which are not usually met by other agencies. UNICEF co-operation includes support of education and motivational efforts for responsible parenthood by whatever services are in contact with the mass of population. They include the school system, agricultural

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extension services, women's organizations, community development, social services and the mass media. Various forms of women's education, including literacy campaigns, nutrition education, home economics extension, income-generating skills and managerial training are among the effective means of raising the status of women and furthering their capacity for responsible parenthood. It is also important to prepare adolescent boys and girls for responsible parenthood. While the participation of the officials in the various government services is necessary in these educational and motivational activities, the participation of the people at the community level is the impact objective. Women's and youth groups and formal and informal leaders, for example, can significantly contribute to the success of such activities.

#### Child and maternal nutrition

148. Child nutrition is a major determinant of survival and growth, probably more important than access to clean water or to health services. However, the improvement of the general state of child nutrition in a country may be complex and costly. It depends on a number of factors and involves in particular: health and nutrition education; maternal nutrition; helping mothers to monitor child growth; the management of diarrhoeas and malnutrition; agriculture for family food supply; family food storage; education and the media; economic planning with regard to poverty, income distribution and the distribution of land; social welfare machinery for supplementary food supply in families below a certain poverty level. As indicated below UNICEF co-operates in certain of these. It also tries to create a climate of greater understanding of the special nutritional needs of young children and of the consequences of poor nutrition on their physical, mental and social development, and, where possible, to have this reflected in national food and nutrition policies.

149. In the field of child nutrition, UNICEF works particularly within the technical norms of WHO and FAO, with food assistance from WFP, and with UNDP and the World Bank in the exchange of information and the development of larger projects which they might finance. UNICEF participates actively in the Sub-Committee on Nutrition of the United Nations Administrative Committee on Co-ordination (ACC), which promotes co-operation among United Nations agencies, and also with bilateral programmes and other agencies and institutions concerned with improvement of nutrition.

150. UNICEF support may be provided for the following activities: 31/

(a) Promotion and protection of breast-feeding, including helping countries in the study of factors affecting breast-feeding, orientation of medical and health service personnel, education of family members, improved nutrition, health and social status of women, and the regulation of the promotion and marketing of infant and weaning foods;

(b) "Applied nutrition", the objective of which is to encourage and help families and communities in rural areas to produce and conserve nutritious family foods, combined with education on the best preparation and use of foods for better family and child nutrition, especially for young children and pregnant and nursing mothers;

(c) Promotion of home and village-level preparation of nutritious foods complementary to breast-milk (weaning foods) and/or household meals, particularly for children from the age of four to six months up to two to two and a half years of age;

(d) Control of diarrhoeal diseases which are often closely interrelated with malnutrition through the health services and various home and community environmental measures plus promotion of oral rehydration;

(e) Strengthening of primary health care and maternal and child health services to deal with nutrition; activities to prevent or control the diseases of children that are known to interplay with nutritional problems (measles, gastro-intestinal infections, etc.) including immunization, sanitation and improvement of personal hygiene; nutritional rehabilitation of severely malnourished children;

(f) Combat of specific nutrient deficiency diseases where appropriate through special programmes (e.g., provision of large doses of vitamin A as a preventive measure in areas where xerophthalmia, causing child blindness, is prevalent; enrichment of salt with iodine or use of injectable iodine in areas of endemic goitre; provision to health services of iron and folate supplements to combat anaemias of pregnant and lactating women; enrichment of food staples);

(g) Orientation and training for personnel (planners, administrators, nutrition specialists, auxiliary and community level workers) in services whose work affects the food and nutrition situation, (e.g., health, agriculture, education, community development, co-operatives);

(h) Education of the public through various services and channels, including mass media, on factors related to improvement of child nutrition;

(i) Nutritional surveillance through national or area monitoring and forecasting of the food and nutrition situation as it affects children;

(j) Selective supplementary maternal and child feeding with emphasis on local foods, particularly for young children, those in especially disadvantaged areas and groups, and in emergency situations; 32/

(k) The development of national food and nutrition policies which takes account of the special needs of infants, young children and pregnant and nursing mothers. This may be done on a national scale, or for a zone of the country where there is a special development programme.

151. As is indicated above (para. 115), UNICEF inputs to co-operation in the above fields may be recorded in UNICEF statistics under health, education, and social welfare services as well as nutrition, as there is no generally accepted definition of the boundaries of "nutrition".

#### Infant and young child feeding practices

152. There has been increasing professional confirmation during the 1970s that "breast-feeding is an integral part of the reproductive process, the natural and ideal way of feeding the infant and a unique biological and emotional basis for child development. This, together with its other important effects, on the prevention of infections, on the health and well-being of the mother, on child spacing, on family health, on family and national economics, and on food production, makes it a key aspect of self-reliance, primary health care and current development approaches. It is therefore a responsibility of society to promote breast-feeding and to protect pregnant and lactating mothers from any influences that could disrupt it." 33/

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153. The above applies in all parts of the world and all income levels. Further, the attempt to use infant formula is particularly harmful in families that do not have access to clean water, the income to buy sufficient quantities, nor the equipment to sterilize and refrigerate.

154. The proportion of mothers breast-feeding during the early months of their baby's life has fallen to the order of one third in many industrialized countries, but it is now increasing again in upper income groups. In developing countries, it has fallen similarly in certain areas, but in rural areas it is often three-quarters or more.

155. The protection of breast-feeding and the encouragement of its wider adoption have become important objectives of public health and child care. It involves a series of measures which WHO and UNICEF can help countries to apply.

156. The latest of a series, in October 1979 a joint WHO/UNICEF meeting on Infant and Young Child Feeding was held in Geneva in which representatives from Governments, international agencies, the health professions, NGOs and the infant food industry participated. <sup>34/</sup> The meeting recommended changed practices in hospital deliveries; more information to the health professions during training; and orientation of other profession in contact with the problems; and stronger social support systems for undernourished women during pregnancy <sup>35/</sup> and lactation and for women working while continuing to breast-feed, and for infants dependent on formula in low-income families.

157. The meeting also recommended the promotion and support of appropriate weaning practices, with emphasis on the use of locally available foods.

158. Recognizing that manufactured infant formulas were normally excellent products for infants that were not breast-fed - and needed by many families who cannot afford them - the meeting recommended that promotion to the public and to mothers should stop and that there should be an international code of marketing of infant formula and other products sold as breast-milk substitutes. This should be supported by both exporting and importing countries and observed by all manufacturers. WHO and UNICEF were requested to organize the process for its preparation, with the involvement of all concerned parties.

159. The World Health Assembly in May 1980 endorsed the statement and the recommendations of the October meeting and the work underway for preparation of an international code. UNICEF's co-operative effort with WHO was endorsed in discussions of the UNICEF Board at its 1980 session. Consultations with concerned Governments, the infant food industry and NGOs have taken place and a draft code (WHO document EB67/20) was considered by the Executive Board of WHO in January 1981, and recommended to the 34th World Health Assembly in May 1981 for adoption as a "recommendation" to Governments in the terms of the WHO constitution. The code was accordingly adopted by the World Health Assembly with a view to consider its final legal form and its implementation at national levels, and it will be reviewed by the 1983 World Health Assembly and in even years thereafter. Following extensive consultations, UNICEF and WHO have communicated notes on the code to their respective field offices. In UNICEF, infant and young child feeding are an increasingly important aspect of UNICEF assistance to country programmes. In headquarters, a task force has been set up to serve as focal point.

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Education: primary and non-formal

160. UNICEF co-operation in education derives in the first place from its advocacy of a systematic approach to children's needs and the importance of creating links between education, health, nutrition and social welfare services in the development of children, as well as their preparation for participation in society. UNICEF views primary or basic education as an essential element in the basic services approach without which the other elements would be weakened.

161. In the second place, UNICEF views the information available to women about child health, child nutrition, and other aspects of bringing up children, as a major factor influencing the survival and well-being of young children. Education can also influence favourably the status of women in the family and the community. These are important reasons for the schooling of girls, and for making available services for non-formal education of women (e.g., extension services).

162. In primary health education, UNICEF works with the technical guidance of UNESCO. In non-formal education, it works also with other agencies, particularly FAO and WHO. It exchanges information with the World Bank and UNDP, in some cases with a view to the development of larger projects to which they might give external aid.

163. In primary schooling UNICEF co-operation emphasizes qualitative improvements 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. Thus, in addition to supplies and equipment for primary schooling, UNICEF provides support for curriculum reform, the development of teaching aids and textbooks, teacher training and retraining. A special emphasis is given to education of girls. An objective of improvements in these respects is to reduce "dropping out" and thus increase the proportion of children completing at least four years of primary school in order to give them basic literacy and numeracy. UNICEF also provides assistance for rehabilitating education services disrupted by natural disasters and civil strife. No UNICEF support is given for the secondary school level, aside from education of students in teacher training institutions about health, nutrition and child care.

164. UNICEF may also support pre-vocational preparation of young people in order to provide them with orientation in simple skills relevant to their occupational future. This may be offered through the regular school system, or through non-formal education channels as part of group activities such as youth clubs, community centres, young farmers' clubs and young women's groups and village polytechnic schemes.

165. 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, youth and women with the basics of literacy and numeracy, as well as skills and knowledge for improving their living conditions and life prospects. Special emphasis is placed on helping non-formal education to reach girls and women, to strengthen their knowledge of health, food and nutrition, child and family care, home improvement and to provide training in practical skills and income-generating activities.

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166. In examining the flow of external aid to primary school and non-formal education, the UNICEF Board at its 1977 session found that UNICEF was playing an essential role in providing more than a third of the multilateral aid going to primary and non-formal education. This was of major help to ministries, whose budgets were largely committed to teachers' salaries, in their efforts at renovation, reforms, and innovations. Both in substance and in methods of operation, UNICEF co-operation was complementing rather than duplicating other aid.

167. At its 1980 session the Board had before it a report by the Executive Director assessing the application of UNICEF policies in education, and concluded that:

Programme focus

(a) UNICEF should continue to follow a comprehensive approach to meeting the learning needs of children, using both the formal and non-formal approaches, and supporting the convergence of schooling and non-formal education in the various fields in which UNICEF co-operates. Important elements of the comprehensive approach should be the dissemination of relevant information to parents, families and communities; and strengthening and building educational components, including literacy activities, in such services as child health, sanitation, water supply, nutrition, child care and better family life, and women's programmes. UNICEF should support orientation in an emphasis on child development in teacher training. Emphasis should be placed on the importance of reaching the large numbers of out-of-school children through non-formal approaches and supporting such reforms and reorganization of the primary school as to make it more widely accessible to the currently unserved children.

(b) UNICEF inputs should be devoted to the reorientation and reform of the primary school rather than to the linear expansion of the existing system. With this end in view, the need for UNICEF to seek collaboration in projects with funding organizations such as the World Bank, UNDP and bilateral donors was underscored. In line with its over-all policy, UNICEF should continue to direct its educational inputs to programmes for underserved populations including girls and women and the low-income groups.

(c) Integrated approaches for the care and development of the young child that were both economically affordable and acceptable in terms of cultural values and practices were a special need deserving enhanced UNICEF support.

Programme implementation

(d) The goal of improved programme implementation should have a high priority. Efforts to achieve this goal should include such measures as strengthening the monitoring of programmes and projects, supporting exchange of information and expertise among developing countries regionally and globally, increasing UNICEF staff capacity and competence, and promoting co-operation between UNICEF and other international agencies concerned with basic education and basic services. UNICEF should take every opportunity to work with Governments and other concerned agencies including UNESCO, to devise approaches for and promote active community involvement in education.

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(e) UNICEF should explore the possibility of forming a joint committee drawn from the Executive Boards of UNICEF and UNESCO in order to strengthen their co-operation in the field of education.

#### Social welfare services for children

168. UNICEF may co-operate in social welfare or community development services which help preserve and strengthen family life and foster opportunities for the healthy growth of personality, abilities and social habits of the child. Emphasis is on family-centred social education with special attention to women and girls, child care, and home and community improvement through self-help activities. The channels used are womens' organizations, neighbourhood and community centres, day-care services (especially for children of employed mothers), and various child welfare and youth agencies. In many cases these activities are not separate projects but part of health, nutrition education or home economics extension programmes. Often they are part of community development or animation rurale in rural development zones, in which services for women are given a special emphasis. They are therefore described in other sections of this report, particularly those dealing with urban areas and women and girls. Dealing with childhood disabilities, often regarded solely as a welfare service, is described in chapter IX because the approach taken by UNICEF is to try to involve many other services as well as those under the title of social welfare.

#### General assistance

169. In UNICEF's programme statistics "general assistance" includes support for programme planning and development financed from an annual global commitment made by the Board ("interregional fund for programme preparation" (IFP)). Preparation activities for continuation and extension of programmes are included in programme commitments wherever relevant, and financing from IFP is used when it would be inappropriate to charge the costs to a programme.

170. The IFP also includes financing for studies, analyses, evaluative activities, development and use of statistics on the situation of children, advisory services, and the exchange of experience between developing countries on services benefiting children, when the costs are not included in programme commitments.

171. The IFP is used to finance global assessments related to UNICEF policies of co-operation. Global assessments of major activities comprise an important part of UNICEF's evaluation activities. Often carried out in collaboration with the relevant organizations in the United Nations system and presented to the UNICEF Board, their purpose has been to help determine programme directions, priorities, and desirable changes in programme co-operation policies. Support may also be provided from IFP for regional and interregional seminars, training, studies and other activities which promote country programme planning and development.

172. The IFP is used also to follow-up on new programme policy approaches (e.g., technical support for aspects of prevention and rehabilitation of childhood disabilities, a regional seminar on basic services for policy makers and planners); and to provide advisory and consultant services to better-off developing countries that no longer receive conventional UNICEF assistance.

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173. Wherever possible in supporting the activities referred to above, use is made of national expert resources through contracts with national institutions and the employment of consultants from the country or the region.

174. In addition to IFP, certain global commitments have been classified under general assistance (e.g., support for the International Children's Centre; the Executive Director's emergency relief reserve).

#### Emergency relief and rehabilitation

175. Although its main emphasis since the 1950's has been on long-range programmes, UNICEF aid has continued to be needed for emergency and special situations in which children are often the most affected and which often prevent the implementation of long-term programmes. The general policy of UNICEF in emergency relief is to play a special role in meeting the particular needs of children, which are not always understood, or are neglected, in the rush of providing basic relief in disaster situations. UNICEF's experience, field services and logistic capabilities enable it to act quickly.

176. In helping to meet emergency needs, UNICEF is concerned wherever possible with planning and assisting for the next phase of longer-term rehabilitation of health, education and other services for children, and generally much more is provided by UNICEF for medium-term reconstruction and rehabilitation of services benefiting children than for emergency relief.

177. The two periods when UNICEF's help can do the most in disaster situations are: at the beginning before other help is mobilized and in meeting the particular needs of children; and at a later stage for reconstruction and rehabilitation of health, education and other services for children, the needs for which often arise after the main inflow of outside aid. Support for longer-range rehabilitation is usually incorporated (and recorded) in other UNICEF programmes of co-operation (health, nutrition, education).

178. UNICEF works co-operatively with UNDP, UNDRO, UNHCR, WFP, WHO and other agencies participating in the United Nations system-wide programme for disaster relief, with Governments and the European Economic Community in their provision of relief and with the International Committee of the Red Cross, the League of Red Cross Societies and other voluntary agencies. UNICEF's procurement and field services are sometimes used by other agencies. Items such as special foods for children are at times channelled through UNICEF by bilateral aid and other sources of relief. In the case of emergency relief for Kampuchea for which UNICEF and the International Committee of the Red Cross had developed a joint programme beginning in the late summer of 1979, UNICEF was designated by the Secretary-General as the lead agency for the United Nations system through 1981. This designation was due to an exceptional situation.

179. UNICEF has a stockpile of emergency supplies in the UNICEF Packing and Assembly Centre in Copenhagen (UNIPAC). This stockpile, set up in consultation with WHO, consists of some 300 selected items for use in disaster situations - medicines, special therapeutic children's foods, blankets, tents and tarpaulins, portable water containers, transport vehicles etc. This stockpile is available not only for the use of UNICEF, but also to other agencies in the United Nations system, Governments and non-governmental organizations on a reimbursable basis.

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180. In recent years UNICEF has provided for aid to children and mothers under the care of liberation movements in southern Africa. 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. Co-ordination has been 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, UNESCO and UNRWA. This population has been reduced by the return of refugees following the independence of Zimbabwe.

180(a) Following the eruption of hostilities in Lebanon in June 1982, an immediate release of funds from the emergency reserve was approved to cover the first airshipment of relief supplies to the area. A 90-day programme of relief to the affected, displaced population was launched with funds provided by Governments and National Committees.

180(b) In response to the severe earthquake in Yemen in December 1982, UNICEF promptly delivered medical and shelter supplies. The UNICEF Sana'a office co-ordinated, on an in-country and regional basis, fund-raising efforts and the regional supply and delivery of emergency shelter.

180(c) During the International Conference for assistance to Chad in November 1982, UNICEF presented a programme appeal for a two-year period of emergency assistance to rebuild and improve the delivery of basic services, particularly in health, water, nutrition and basic education.

181. UNICEF has three main procedures for financing assistance in emergency situations:

(a) A UNICEF representative can, 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 can 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.

(b) Emergency relief can also be funded from the annual commitment for an emergency reserve fund of \$3 million available for use at the Executive Director's discretion. The fund is automatically replenished at the start of each calendar year by an amount corresponding to the disbursements authorized by the Executive Director during the previous year. The fund is used for smaller-scale requirements, or in order to start operations while other resources are being obtained through mail poll or special appeals. 36/

(c) For larger-scale relief and rehabilitation assistance, specific-purpose contributions are sought. Such funds may be put to use as soon as received. 37/ When the Secretary-General makes an appeal, a portion of the funds received usually come to UNICEF. UNICEF can also receive specific-purpose contributions directly following an appeal by the Executive Director. This can be made in conjunction with a recommendation to the Executive Board to use some general resources in order to start assistance operations.



182. At the 1979 Board session there was a general feeling that emergency assistance by UNICEF 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. Reservations were also expressed about the use of mail polls in emergency situations since a mail poll necessarily precluded the kind of discussion among Board delegates, and between Board delegates and the secretariat, that took place at Board sessions. The Executive Director agreed that should a mail poll be considered, advance consultation would be held with Board delegations in New York. A special session of the Board might be held instead of a mail poll recommendation if delegations so wished. The latter procedure was used in February 1980 with respect to Kampuchea, and in January 1981, when inter alia the Board approved commitments from general resources to increase UNICEF's immediate response to special situations in African countries and "noted" additional rehabilitation projects for funding through specific purpose contributions.

183. At the 1980 Board session there was general support for the Executive Director's intention to augment UNICEF's organizational capacity so that it could respond effectively to emergency situations without detriment to its more fundamental role of co-operating in long-range programmes of basic services for children. He has since established a small emergency unit reporting through the Deputy Director, Programmes, to the Executive Director.

IX. Programme objectives involving several ministries

184. This chapter discusses a number of main objectives in the programming approach of UNICEF which cannot be identified or classified under a single programme category but cut across several sectoral fields. 38/ The main strategy for achieving these objectives is through the basic services approach which, wherever possible, constitutes a unifying theme.

Basic services benefiting children 39/

185. The development of the basic services concept - with its emphasis on meeting the basic needs of the majority of children involving community participation in planning, financing and management, and the use of relevant and available technology - is an attempt to develop a better strategy for the extension of services benefiting children than the slow linear extension of conventional patterns of service.

186. UNICEF had been closely involved with work in the field of "community development" in which multi-purpose governmental workers were sent into communities. Drawing upon the weaknesses as well as the strengths of this experience, the community participation aspect of the basic services approach has taken on some new dimensions: front-line community workers, for instance, usually are not government servants, but are chosen and employed by the community in which they serve; the community agrees on priorities for action after technical discussions; the ministries provide technical, logistical and training support and referral services rather than direction. Non-governmental organizations can work as dynamic agents in the process, providing important links between the community and government units and services, especially in the early consultations with each community.

187. The approach is a long-term one providing the framework for the extension of a group of simple interrelated services benefiting children in villages and poor urban areas to meet the most common needs, such as health services, maternal and child care and family planning; safe water supply and waste disposal; local production, conservation, storage and consumption of more and better family foods; literacy and elementary education; and the introduction of simple technologies to lighten the daily tasks of women and girls, along with educational and social programmes designed to strengthen family life, improve child care and support the advancement of women.

188. Usually the basic services approach is applied first in a particular area (or areas) of a country. However, acceptance by the Government of the concept as an integral part of national development strategy is essential for its growth on a substantial scale, and resulting from this, the reorientation and co-ordination of government extension services to support this approach.

189. Basic services have the following main common features:

(a) They are delivered economically at the community level through resident full or part-time workers or volunteers selected by the communities, who also act as promoters and motivators. A village might, for example, have a primary health care worker, a midwife, a village farm adviser, a nutrition and child care adviser and a basic educator.

(b) The primary level workers receive brief training and instruction for a limited number of specific tasks, and repeated refresher courses thereafter. They are provided with inexpensive supplies and simple equipment to fulfil clearly defined functions.

(c) Existing physical facilities are used to the extent possible, supplemented as necessary by structures using local building materials.

(d) The actively involved community becomes the main locus for co-ordination of inputs. There has to be adequate support for local leadership and community participation by the various levels of government. The national network of district or provincial facilities provides the direction, training, supervision, technical and logistical support and referral services necessary to support the primary level workers in their respective fields. The strengthening of existing services for this purpose requires their reorientation, including in-service training for staff already in position.

(e) An essential element in the link between the primary level workers and the district level is an expansion of the number of auxiliary and other workers (e.g., auxiliary nurse-midwives, sanitarians, health visitors, community development workers, promoters, animateurs and monitors) with increased responsibilities as part of the support system for the community workers. Professional workers are thus freed to devote more time to direction, supervision, training and related activities as part of this support system.

(f) At the national level suitable machinery co-ordinates the development of basic services and their integration in national development strategies. Existing national mechanisms are used to the fullest possible extent.

190. Where a country is not ready to adopt and implement an integrated basic services approach, a specific activity can serve as a point of take-off for action. The longer-term aim is, of course, to achieve intersectoral, mutually supportive activities eventually covering all the essential needs of children.

191. Communities ordinarily do not see their needs in terms of the competence of particular ministries, and when Governments seek community involvement they need to be prepared to give support in a number of essential fields and to begin where the community agrees to begin. The services can be progressively upgraded as the primary-level workers' skills improve through regular retraining, and as resources grow.

192. Many of the components of the national supporting services have long been assisted by UNICEF. The new approach places greater emphasis on community participation, with the people of the village or the urban neighborhood involved from the outset in identifying their needs, deciding on priorities, choosing from among themselves resident community (primary-level) workers, and participating in the costs and the management. Its labour-intensive emphasis provides opportunities for a greater productive use of substantially neglected human resources. This makes it possible to reach children with essential services, and at long-term recurrent costs the community and nation will be able to afford, given sufficient outside aid over a period of time for the launching and establishment of the services. UNICEF is advocating and supporting this approach in all the fields in which it co-operates.

#### Rural development and area planning

193. With more countries using regional or area planning and concentrating their inputs in development zones, with which they hope to cover the country progressively, there are opportunities for services benefiting children to be built up as part of the social component of development in the zone. The services can provide a direct addition to the real income of the population, and often help motivate the population toward participation in the development effort. The economic development in such a zone provides a financial base for contributing to the recurring costs of the services. For many low-income countries, this is the most feasible way of extending services benefiting children. It opens the way for involving intermediate and local levels and government, and the communities. In many countries, such zones are the major area of UNICEF input, with some UNICEF staff outposted to state, provincial or district centres. This style of co-operation constitutes UNICEF's contribution to the United Nations system support of integrated rural development.

Reaching children in low-income urban areas

194. At its 1978 session the Board approved the following principles for the adaptation of the basic services strategy to urban areas. They provide guidelines for the development of UNICEF co-operation:

(a) Services should be planned 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 older siblings while parents work).

(b) Advantage should be taken of the proven capacity of residents of low-income areas to work on the basis of self-help if given access to technical and logistical supporting services. Community groups and individuals should be involved and receive government support in problem identification, planning, carrying out and administering community level-actions.

(c) Urban basic services can be extended through: (i) long-range comprehensive programmes in which social services are extended in partnership with a large funding source that is supporting physical and economic development; (ii) "immediate-benefit" programmes where an array of basic social services is provided with the assistance and the involvement of the community, without provision for physical construction etc; and (iii) the extension of national programmes, usually sectoral, into low-income urban areas.

(d) In addition to the use of its own resources, UNICEF should help mobilize additional external assistance from the United Nations development system, international financial institutions, bilateral aid agencies, and non-governmental organizations through advocacy, the preparation of noted projects, and arranging for participation of potential donors in programme development.

195. It was agreed that UNICEF co-operation in low-income urban areas, in accordance with these principles, may be directed to: 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 infrastructure development; exchange of experience among responsible officials within countries and regions. 40/

Infants and young children

196. Children are the most vulnerable in the first five years of life and need special attention to ensure their future development. For this reason priority is given by UNICEF to co-operation in services benefiting the young child.

1 As discussed elsewhere in this report, UNICEF co-operates in measures which directly benefit the young child (e.g., primary health care, immunization, promotion of breast-feeding, home and local production of low-cost nourishing weaning foods, day-care services).

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198. Sometimes even more important are measures which indirectly benefit the young child by helping mothers, families and communities. These include health and nutrition of mothers; family planning; better water supplies; a clean and safe environment; nutrition education; home food preservation and use of better foods; home improvement; lightening women's daily work; training of women in literacy and in skills which can raise family's level of living; and social welfare and other services in which the parents are helped to become actively involved in the development of the young child. Young children are the main beneficiaries of such indirect services; the services, in turn, represent the main practical channels for reaching young children.

199. An important way to reach the young child is to incorporate more about meeting their needs in the training of health and extension workers and school teachers. Much can be done through schools, particularly in encouraging greater attendance of girls and including such subjects as health, home economics and child care; and through non-formal education and information media (both modern and traditional) in popularizing better child-rearing practices. Of particular importance are education and other measures which help both mothers and fathers to interact with the child in developing its motor abilities, emotional development, intellectual functions, perceptions and socialization.

#### Women and girls

200. Because of the special relationship between women and children, UNICEF co-operation has been directed towards the needs of both, beginning for women with needs in health care, nutrition, schooling and skills training in child rearing and home improvement and, more recently, training and other activities related to increasing family income. Special support is needed for women heads of household. The record in Sri Lanka and Kerala, India suggests that the relatively high proportion of literate and educated women is an important factor in their low infant mortality. Improving the situation of women requires in some cases "women's programmes", but more often a review of health, nutrition, education, and welfare services, etc. designed to serve families and the community, to see that account is taken of women's needs.

201. At its 1980 session the Board considered a report on UNICEF policies of co-operation with respect to women and girls, programme guidelines, and an assessment of selected programmes. It agreed that UNICEF should give more attention in its future co-operation to five areas: more information as a basis for programme preparation; advocacy; women's income-generating activities; participation of women in community life; and monitoring and evaluation of results achieved.

202. At the conclusion of its debate the Board agreed that UNICEF should:

(a) Advocate a broad perception of women in society and in the development process, taking the view that women were not limited to motherhood or domestic roles but should be seen in the totality of women's roles - as mothers and wives, as economic providers, as citizens and leaders at all levels, and as individuals in their own right. In the context of this view UNICEF should also advocate the need to expand shared roles of men in family life and child care;

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(b) Give priority in its co-operation in programmes for low-income women in developing countries to those activities that had the strongest positive effects on the well-being of children, and that considered especially the needs of women and girls in disadvantaged groups (such as women heading households, urban migrants, refugees and nomads);

(c) Help develop income-generating programmes for women that derived from manufacturing, trading and food production activities, including training of women in marketable skills and management, making available cash grants for credit schemes, and working with other sources of aid (e.g., development banks);

(d) Strengthen social support services for women engaged in income-generating activities, including appropriate technology to lighten the time-consuming and heavy burden of household work, suitable child-care arrangements and the promotion of work environments encouraging women to breast-feed;

(e) Continue to support individual and organized participation of women as active initiators, leaders, and managers in the provision of basic services through health, nutrition, education, water supply and sanitation, and responsible parenthood and family planning; this should include their involvement in all phases of the programme - problem identification, implementation, monitoring and evaluation;

(f) Encourage serious attention in programme planning, implementation, monitoring and evaluation to the possible impact of programme activities on the situation of women and girls; in particular, UNICEF should urge aid donors, both bilateral and multilateral, to monitor the effect of major development projects on the quality of family life and the changing status of women in the community;

(g) Collaborate with Governments in the eradication of the practice of female circumcision, supporting national initiatives and taking cognizance of cultural and religious sensitivities in this subject area;

(h) Draw on the interest and experience of NGOs in programmes related to women, children and development;

(i) Sustain a high level of consciousness among UNICEF programme officers and other UNICEF staff of the importance of enhancing the situation of low-income rural and urban women and girls in developing countries;

(j) Recruit more women into the professional staff of UNICEF, especially in senior positions, recognizing also the need for more women from developing countries.

Youth

203. In a number of programmes in which UNICEF co-operates, youth are involved as participants in providing health, education or social services, in some instances as part of volunteer schemes related to rural or urban development. UNICEF support is available for extending this participation through youth service schemes, some of which include training youth for leadership in services benefiting children. UNICEF can also support services which help orient out-of-school young boys and girls in pre-vocational skills.

Childhood disability: its prevention and rehabilitation

204. For many years UNICEF's main contribution to the problem of childhood disability was through the preventive effects of general health and nutrition programmes and specific immunization and disease control measures which prevented crippling (yaws, leprosy, tuberculosis, trachoma, measles, endemic goitre, poliomyelitis, xerophthalmia). Rehabilitation projects had had a low priority because they reached only a small number of the children in need of them and had a relatively high cost per case. In line with this position, aid by UNICEF for rehabilitation had been provided on only a modest scale, mainly to train personnel and never more than a handful of countries at any one time.

205. At its 1980 session the Board considered a report prepared for it by Rehabilitation International, based on the following main premises:

(a) Most of the impairments of children can be prevented. They are caused by inadequate nutrition, difficulties at birth, preventable diseases, infections, and accidents.

(b) Most impairments do not have to escalate into permanent handicaps. <sup>41/</sup> When they are detected early and the correct response is given, it is usually possible to eliminate, minimize or compensate for whatever limitations might be involved. The improvement of public understanding and attitudes is most important in this regard. Correct response must have as its primary ingredient an awareness of, and concentration on, the most normal possible development of the child, with the impairment being only one of the many elements in the situation. In many cases, the availability and application of specialized services actually impede the over-all development of children with disabilities, because the focus is on the impairment rather than on the child and his social environment and he is taken out of the usual processes of child development.

(c) Most of what needs to be done can be done by families and other people and services available in the community, if they have the right information and motivation.

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206. The Board agreed on future UNICEF action in line with the approach set forth in the Rehabilitation International report as described below.

Co-operation with other agencies

207. UNICEF's contribution to the complex of actions needed to improve national capacity would be made in co-operation with the other organizations concerned - those in the United Nations system, bilateral agencies and non-governmental organizations.

Advocacy and more effective use of existing services

208. In addition to helping focus attention at both international and national levels on the new concepts advanced in the report, UNICEF would take initiatives to support the incorporation of components for dealing with prevention and rehabilitation into existing health, education, nutrition and social welfare programmes, with an emphasis on child development, and motivation and support of community and family efforts.

209. This would require supporting training and orientation in the country on the problems of child disability and its prevention and treatment, including national planners and administrators, professionals (such as physicians, therapists, nurses, teachers, social workers, family planning workers), field supervisors and community workers.

Programmes

210. Initiatives would be taken with interested countries for the preparation of programmes which would contribute to the further development of methods for the implementation of the recommended concepts and, at the same time, initiate the delivery of services, particularly in the context of basic services and primary health care as part of ongoing country programmes. Because of limited experience in carrying out programmes of this type, the number of such programmes that could be launched would have to be limited at first.

Experience with the programmes could be the basis for the further extension of work in the country, as well as for the development of working models that could, with appropriate modifications, be used elsewhere. It was understood that UNICEF would not increase its inputs to conventional specialized programmes for rehabilitation which the Board in the past had decided were not suitable for UNICEF funding.

Technical support

211. Some technical support training and orientation activities and project preparation and implementation could be provided by specialized agencies in the United Nations system and by NGOs concerned with specific disability groups. For other necessary technical support UNICEF would contract with Rehabilitation International.

UNICEF financing

212. The UNICEF contribution toward technical support, including studies, expert meetings, programme preparation and the development of a resource for information analysis and dissemination, would come from the interregional fund for programme preparation (IFP). Funds for programme implementation would, like other services, be part of country programme funds. The Executive Director hoped that specific-purpose contributions would be forthcoming for use by UNICEF both for co-operation in programmes and for technical support. As a result of the groundwork laid, he foresaw that a considerable increase in UNICEF's programme investment in this field would be required beginning around 1982.

Relation to the International Year of Disabled Persons (IYDP)

213. The Board expressed the hope that the Rehabilitation International report, and the UNICEF and other action which would follow from it, would make an important contribution to the IYDP in 1981, and the subsequent follow-up of the Year. In January 1981, the Director-General of WHO and the Executive Director of UNICEF issued a joint statement upon the inauguration of IYDP, stressing the need to strengthen national capabilities for disability prevention. UNICEF support in this area focuses on integration of rehabilitation measures within existing community-based health, and education services, to ensure as normal development as possible for each disabled child.

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#### X. UNICEF inputs

214. Earlier in this report there is a description of the ways UNICEF co-operates with developing countries and of the country approach followed by UNICEF field representatives in their discussions and negotiations with governmental authorities. The various forms and relative proportions of UNICEF inputs depend on a number of factors. They include the country's level of development and the financial resources and trained personnel available; the organizational capacity of the ministries involved in providing services; the objectives and nature of the activities; the initial and recurring costs to the Government of carrying them out; the aid available from other sources, etc.

215. For any particular programme there is flexibility in the forms of UNICEF inputs. The main criterion is not the specific character of the inputs but the relation of the inputs and their mix to achieving the objectives of the programme.

#### Personnel and advisory services

216. Regular UNICEF "core" staff contribute directly to programme preparation and implementation by working with the national ministries or authorities involved in preparing and administering the services in which UNICEF is co-operating. 42/

217. In addition, UNICEF may provide project personnel, financed from programme funds. These are specialized national or international professional or general service staff who are made available for a fixed number of years as part of co-operation in a programme activity. Short-term consultants and expert advisers may also be provided, sometimes through contracts with local institutions.

#### Supplies and equipment 43/

218. In dollar terms the largest part of UNICEF co-operation takes the form of supplies and equipment. The main criteria for their selection are suitability for the programme activity, quality, availability of maintenance services and replicability, especially the ability of the country to extend the use of the supplies and equipment beyond the coverage of UNICEF co-operation.

#### Local costs

219. The country has the major responsibility for provision of the local costs of a programme. It normally provides the local funds for staff, buildings, non-technical equipment and various services and facilities required to run the services. However, UNICEF may also contribute to local costs where this constitutes the most effective way for aiding strategic elements in a project.

220. Most of the local costs provided by UNICEF are initial costs, especially for training stipends, and salaries and honoraria for instructors. Support may also be provided for: supervisory and other personnel for a few years; underwriting part of the costs of the construction of buildings for training institutions; project-related workshops and seminars, studies, analyses and evaluative activities; advisory services (through individual expert consultants or contracts with national institutions); and logistics aspects of supply distribution. It can include financing of research directed to the solution of field problems in services benefiting children or enhancing the effectiveness of UNICEF co-operation.

221. The ability of communities and local and higher levels of government to meet local recurring costs sometimes depends on broader programmes for general development in the areas concerned. In many countries basic services are linked to rural development projects where over a period of years income levels may be raised sufficiently to support the recurring local costs of primary health care, water, support of family food production, and related services for children and mothers.

222. In some least developed and low-income countries, an external contribution is needed towards recurring as well as initial costs. UNICEF support to such costs had been limited to a five-year "launching" period; however at its 1978 session, the Board authorized the Executive Director to make provision in recommendations for programmes in the least developed and other low-income countries for UNICEF help to meet some recurring local costs for more than a five-year period where this seemed necessary to ensure the success of the programme, and it was foreseeable that the country concerned could absorb the costs supported by UNICEF after a reasonable and definite period of time.

#### Training

223. Training of national personnel is a key area of co-operation in most programmes; on the average about one-third of programme aid goes to strengthening national training facilities and supporting training schemes for personnel engaged in services benefiting children.

224. The main emphasis is on the training of community level workers, but training can cover any category required by the programme (e.g., auxiliary workers, professional staff involved in planning, directing and supervising services and trainers). Pre-service and in-service training may be covered, including orientation and refresher courses. Much of the training is short term - three months or less - but some may be for longer periods.

225. Most of the training supported is done within the country. However, there is also a trend for increasing UNICEF support for training through courses, observation tours, and workshops and seminars in other countries in the same region. This makes possible an exchange of experience and a broadening of perspectives within the framework of TCDC.

226. The forms of aid for training includes financing of advisory and consultant services; stipends for trainees and salaries or honoraria for instructors; supplies and equipment for training centres, the local production of teaching aids; the establishment of practice areas; and transport for supervisors and trainees.

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Appropriate technology

227. Support can be given to helping countries develop or "rediscover" appropriate small-scale and low-cost technology measures, including field-testing; to training of staff, communities and families in their use; and to giving these measures a widespread dissemination.

228. Appropriate technology is essentially community-based, and, as much as possible, uses materials available locally which can be made and maintained locally; involves the people in their selection and creation; is adapted to fit the local culture; and protects and improves the natural environment.

229. Emphasis is placed on the use of the technology to: (a) improve the availability and quality of local food supplies through better methods of cultivation and improved food conservation; (b) improve health care, home hygiene and the home environment; (c) improve the availability and quality of water supplies; (d) reduce the physical workload of mothers; and (e) promote the better use of existing fuel sources and the development of other sources of energy for cooking.

Prospective assessment, monitoring and evaluation 44/

230. UNICEF may provide support to government agencies to strengthen their capacity for prospective assessment, monitoring of service outputs and impact where possible, and retrospective evaluation. Support is given to pre-programme surveys; to establish an information base for programme preparation; to provide a flow of information to project managers at local, intermediate and central levels to enable them to correct weaknesses. Included may be support for training of national personnel in evaluation methodology and for the development and use of statistics on children as part of a systematic development of social and demographic statistics. Whenever possible the assistance given by UNICEF provides for the use of national expertise and institutions. Increasing attention is being given by UNICEF to the relationship of programme design to effective monitoring and evaluation.

Project support communications (PSC)

231. UNICEF can make an input to project support communications designed to help provide the information and encourage the motivation necessary for people to participate in the provision of services of benefit to children. It has a key role in the encouragement of popular involvement, and UNICEF is therefore increasing its support to PSC.

232. UNICEF PSC personnel, stationed in a number of regional and representative's offices, provide professional advice and technical services in building PSC within national services benefiting children. Support may be given to the training of front-line workers, and of their trainers; and for communication equipment and supplies to develop, pre-test and produce PSC educational materials.

XI. Co-operation in programmes in countries  
with different levels of resources

Use of general resources

233. In the preparation of recommendations to the Executive Board for the approval of commitments for programme inputs to be financed from general resources, there are three basic guidelines concerning the volume of inputs:

- (a) quality of the programme and the benefit to children of the services in which UNICEF will co-operate;
- (b) child population aged 0-15 in the country;
- (c) development level of the country.

234. "Development level" includes economic development, the availability of professional personnel and organizations, and social development (quality of life). The levels of each of these may differ in a country. For reasons of simplicity, UNICEF's criteria take account only of gross national product per inhabitant, as an indicator of economic development. A distinction is made between three groups of countries according to their income level, so that relatively more assistance can be directed to programmes in lower-income countries or where there are special circumstances.

235. Low-income developing countries typically have more than half their population living below a "poverty line" defined as capacity to produce or buy basic necessities. Families in this situation are clearly in difficulty to care fully for their children, and the State does not have the tax base to command the resources needed to help them to the extent necessary. <sup>45/</sup> Low-income countries need types of services that can later be built on and developed, and for the present they need more external support (e.g., for local recurring costs).

236. At the other end of the scale, better off developing countries may lack essential services (especially if the increase in their resources is recent); they may have backward or deprived areas; they may want to make their services more comprehensive, and improve their quality. Having the necessary financial resources, they need facilities for the exchange of experience and information, for training of personnel, and sometimes they need support for first steps to ascertain the feasibility of proposed improvements.

237. In between these two groups there is a large middle range of developing countries where services can be more comprehensive than in low-income countries, and where programmes need both technical and material support from outside.

238. For its operations UNICEF has not developed criteria for a classification of countries - a very complex task. However, it needs simple guidelines about the volume of programmes to be prepared which take account of the differences described above, and prevent a natural tendency to provide relatively greater assistance to better-off countries with better facilities for using external co-operation.

239. The definition of the three groups of countries where UNICEF co-operates in programmes according to their development level is:

Group I - countries requiring greater assistance comprising "least-developed countries"; countries with a child population under 500,000 (where assistance on a child-population basis would be too low to be effective); and a few newly independent countries or countries otherwise in special circumstances where programmes require relatively higher levels of assistance. 46/

Group II - middle-group countries, nearly all with a GNP per capita in 1978 above \$300 and below \$1,250, where programmes generally require UNICEF's "normal" level of assistance. 47/

Group III - countries at a more advanced stage of development with a GNP per capita between \$1,250 and \$1,750 where UNICEF helps exchange of information on policies and services benefiting children, and provides limited inputs for projects in backward or special problem areas, or pilot projects focused on serious unsolved problems of children. 48/

240. In accord with its policy of co-operation in the extension of services to underserved or unserved children found typically in low-income areas, UNICEF's aim is to finance, from general resources, programmes in Group I countries at three times the average level of input in relation to the country's child population compared with programmes in Group II countries. 49/

241. At the lower end of the range of GNP per capita in countries in Group II, there are currently 6 countries, several of them very large, with a GNP per capita in 1978 below \$300, for which the Board agreed that the input to programmes should be increased above the average level for Group II.

242. Although personnel and other costs for any pilot activities supported by UNICEF are usually relatively high in Group III countries, the UNICEF input for programmes in these countries is much lower in relation to child population than for Group II.

243. There are, in addition, other countries with generally more resources than countries in Group III, in which UNICEF co-operation is extended only for exchange of experience, without inputs to programmes, to demonstrate feasibility etc. (Supplies and services may be provided on a reimbursable basis.) The costs for this co-operation are funded from the interregional fund for programme preparation. 50/

244. The guidelines are not applied mechanically. In preparing programmes, account is taken of special needs and circumstances in individual countries, including situations on the borderline between the groups, high infant mortality rates, serious problems in particular areas of the country, the geography of the country (landlocked, dispersal of population), and practical considerations such as preparation of good project components, the catalytic effects of co-operation and its contribution to building up national capacities, the completion of work under way and long-term continuity, and the

availability of other sources of aid. The programme inputs in any country normally fall within a 25 per cent range of the target figure. The Executive Director recommends commitments below this range if indicated by the state of programme preparation at the time, and recommends higher levels if required for a particularly valuable programme. For obvious reasons the guidelines do not apply to emergency relief situations.

245. At its 1978 session the Board agreed to additional short-term support to programmes suffering from a country's temporary financial difficulties, (arising, for example, from a fall in the price of a main export or failure of an agricultural crop). 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 could recommend assistance above the normal dollar objectives of Group II.

246. In response to a decision by the Executive Board in 1982 (E/ICEF/695, para. 119), the Executive Director has prepared a document for the 1983 Board session regarding UNICEF's approaches to programming. The document recommends the systematic use of infant mortality rate (IMR), along with other indicators, e.g., gross national product (GNP) to determine the category to which countries belong in determining the level of UNICEF assistance as well as to help in establishing the types of inputs most needed.

#### Use of supplementary (specific-purpose) contributions

247. Programme recommendations are often prepared going beyond the inputs available from general resources. These extensions are for "notings" by the Board as suitable for funding from supplementary contributions made by donors for "specific purposes". Obviously the volume of these contributions is set by the donor and not UNICEF.

248. The global targets of providing universal access to primary health care, and water supply and sanitation, 51/ require extensive external co-operation in countries in Group II, and some in Group III. Progress towards these targets during the next two decades will depend on substantial bilateral aid. UNICEF may help countries to prepare programmes for such aid, and it may be co-ordinated with UNICEF inputs for greater efficiency. It may be given in the form of a specific contribution for a noted project, or it may be given directly and not pass through UNICEF. The effect will be to increase external co-operation with all three groups of countries, and not necessarily in the proportions indicated by the UNICEF guidelines for use of general resources described above.

249. Priority is accorded to preparation of "notings" for the least developed countries and "most seriously affected" countries in Group II. UNICEF's objective is to maintain the volume from general resources plus supplementary funds at four to five times the volume for programmes in Group II, provided sufficient supplementary funds are available. However, "notings" are also prepared for other countries where there are short-term financial difficulties, where there are still serious problems in certain areas, where the levels of development of services benefiting children are low despite a relatively higher per capita GNP, where the social system does not provide adequate services for groups of especially deprived children, or where catalytic action by UNICEF could help launch useful actions benefiting children.



XIII. Procedures for programme preparation, approval,  
implementation and monitoring

Programme preparation

250. UNICEF's main role is to help countries improve their policies and services affecting children, and UNICEF's inputs of personnel services and supplies should be the most effective possible for that objective. Usually the process of preparation of a programme recommendation extends over a period of more than a year. It involves a good deal of consultation and exchange of ideas involving the ministries and other levels of government concerned (including, in many instances, provincial and local levels), with UNICEF and other interested organizations of the United Nations system. Usually there should be some consultation at the preparation stage with a sample of the communities to be served; more communities should be consulted at a time closer to implementation in their area.

251. Technical input for programme preparation may come from a variety of sources - the country itself (in many cases involving contracts with institutions in the country), other countries, UNICEF, and other organizations in the United Nations system. Where bilateral or other external aid agencies, or non-governmental organizations within the country, might be concerned with a programme, the Government may wish to have representatives of these agencies involved in the consultations.

252. Unless the programme is for continuation and extension of an ongoing activity, preparation should involve the following steps in which national officials and UNICEF staff co-operate:

(a) collection and interpretation of information about the situation of children. (Inspector Bertrand of the Joint Inspection Unit recommended to the 1980 Board session that UNICEF should help countries build an information base on a more continuing and systematic basis, using low cost methods where possible);

(b) evaluation or review of present related services;

(c) selection of fields of co-operation in accordance with government priorities and UNICEF programming guidelines and of a strategy of intervention. This is done in consultation with a central organism of government, such as a planning commission or presidency. (Inspector Bertrand recommended in 1980 that field offices should be kept currently informed about programming guidelines by updating the field manual, rather than through more ephemeral circulars);

(d) prospective appraisal of the proposed intervention, including consultation with the target groups to be served (e.g., local communities) and the intermediate levels of government involved;

(e) preparation with the operative ministries concerned of a draft plan of operations setting out base-line data, objectives, a plan of action with timetable, provision for monitoring and evaluation, and the financial and other commitments of the parties. Preparation may involve trials of proposed operating methods and organization, and occasionally a feasibility study;

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(f) preparation of a "basic assistance list" (BAL) setting out supplies, equipment, and cash support of local costs to be provided by UNICEF;

(g) preparation of a draft recommendation to the Board.

253. In some cases, particularly where there has been previous co-operation in a similar programme, it is not necessary to go through all of these steps. The experience needs to be evaluated and conclusions drawn for application in the new programme period; in other respects, however, some of the preceding steps may be shortened. Relief and rehabilitation programmes are, of course, prepared more rapidly.

254. Some of the cost of these steps may be financed by a previous UNICEF country programme commitment, or by a commitment from the "interregional fund for programme preparation".

255. Reviews of a proposed programme recommendation are made with the participation of officials of the concerned ministry(ies), the UNICEF country representative and often with relevant regional and headquarters staff. Some recommendations may undergo several reviews. This is particularly the case if the recommendation involves a substantial UNICEF commitment or represents a departure from the more usual type of programme activity. The first and most important of the reviews is a "preview", usually made in the UNICEF office serving the country some 9 to 15 months before the Board session to which the recommendation is to be presented. At that stage, the main outline of the proposal is discussed on the basis of informal expressions of interest and information from ministry sources, and in relation to UNICEF policies of co-operation. From this stage on, the proposal gradually becomes more defined through discussions with officials in ministries. The recommendation, as finally prepared by the UNICEF representative's office, may be approved by headquarters in a field review or may go to the headquarters' Programme Field Services Division for a final review. The ministry is notified by the UNICEF representative of any substantive change in the final proposal.

256. So far as possible components involving different ministries are prepared at the same time for presentation to a given Board session. This enables the planning, financial or other co-ordinating authority in the Government to support objectives concerning children that require the attention of several ministries, and generally to further mutually supporting activities by ministries.

257. "Core" activities, such as strengthening of the basic organization for the services concerned and training, are financed from general resources. Where supplementary funding may be sought, it is preferably used to extend the geographical area reached by the programme. The normal procedure is to prepare the whole project and then decide on those elements that should be recommended for financing from general resources, and those for which specific-purpose contributions should be sought.

258. The programme is presented as a whole to the Board, for approval of a commitment from general resources, and for "noting" the rest as worthy of support through supplementary funding (i.e., funding through specific-purpose contributions).

259. Efforts are made to have the programme recommendations related to the national plan period. The recommendations are usually for two, three, or five years within the plan period. A recommendation for the latter part of a plan period may be mainly concerned with activities preparatory to the next plan, and may carry over for a year into the new period. In certain instances, because of the cycle of the national plan period, or difficulties in the country, or the need for more preparation time, recommendations may be for a one-year period. Ideally, the period begins on 1 January following Board approval, but action may be taken earlier to get supplies in position by that date.

#### Plan of operations

260. UNICEF and country co-operation in a programme are recorded in a "plan of operations" signed by UNICEF and the ministry or ministries concerned after the Board's approval of UNICEF's commitment. The plan sets out the objectives of the co-operation programme; the plan of action to be undertaken; the administrative organization; the commitments to be made by the Government, by UNICEF, and by participating organizations of the United Nations system; and the ministry's machinery for monitoring and evaluation of the programme. The plan includes a target time schedule for carrying the programme through its various phases and a budget indicating the resources required to carry out specified actions.

261. For many countries in which UNICEF co-operates in programmes, there is now a "master" plan of operations for the over-all country programme with subplans for sectoral components with which different ministries are concerned. There also may be subplans for individual states or provinces (in federal governments), or for development areas or districts. More detailed plans of action may be annexed to the master plan of operations or the subplans, or may be recorded in an exchange of letters. In some countries, plans are revised annually, with more precise details for the year ahead than for future years; these revisions may be recorded by an exchange of letters.

#### Board approval

262. A "country programme profile" is provided to the Board session for each country in which a programme recommendation is being presented. The profiles include sections on basic country data (e.g., statistics on child population, infant mortality, GNP, etc.); current and past programme co-operation (textual discussion and statistical information on commitments, call-forwards and expenditures); projected programme co-operation (statistical and textual information on future projected inputs). Current and projected staffing and costs are also given. Where an office serves more than one country the staffing information is provided in the profile of the country where the office is located. Commitments and notings are recommended in terms of a dollar amount based on the estimated costs of supply and non-supply inputs.

263. The Executive Director's recommendations in the country programme profiles are reviewed by the Programme Committee, and the Committee makes its recommendations to the Board. Because of the extensive preparatory work of government officials described above, the Executive Director's recommendations are normally approved as presented. However, the Programme Committee in some instances makes observations on the recommendations and on the policy of co-operation to be applied to similar cases in the future.

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264. In an effort to achieve a balance in the conduct of Board business between policy direction and the review and approval of individual programme proposals, recommendations are submitted to the Board in one of two formats as part of the country programme profiles. Some are extended-form recommendation documents, the contents of which are intended to give an understanding of the activity in relation to the situation of the children it is designed to benefit, its relation to the governments' development efforts and priorities, inputs from other sources of aid, its implications for UNICEF programme trends and policies, etc. They are selected to give Board members an opportunity to acquire a cross-sectional view in some depth of the ways in which various Board policies and guidelines are applied. The bulk of the recommendations at each session, usually some 50 to 60, are presented in "short-form" recommendations.

265. A summary of programme commitments recommended by the Executive Director (called the "round-up" paper) is prepared for each session listing all programme recommendations by region. The Board report for each session lists the programme commitments that it has approved.

#### Implementation

266. On the basis of the plans of operation, the Executive Director authorizes planned expenditures from year to year as required by the progress of the programme up to the limit of the commitment. Where the actual expenditure level differs by more than 20 per cent from the last estimate given and the difference is over \$50,000, an explanation is furnished in the next country programme profile and the annual "Summary of recommended programme commitments and 'notings'".

267. The field office draws up basic assistance lists of supplies and cash requirements (BALs) in consultation with the ministry officials concerned. At the time of programme preparation, this can be done for the first year, for later years usually only the main categories can be given. Subsequent lists are drawn up annually in preparation for the next year, benefiting from the experience of the previous use of the supplies. The UNICEF representative may, upon the basis of consultations with the Government, modify a BAL, shifting funds for supplies and cash grants from one section to another in accordance with requirements of the progress of the programme, but keeping within the total approved commitment limits.

268. From time to time during the year, the field offices "call forward" supplies and cash grants from the BALs they have drawn up. Supply call-forwards need to be made usually nine to twelve months before their target arrival date in the port, which, in turn, in most countries needs to be three to six months before the supplies are required on the project site. Field offices have to use their best judgement to avoid storage problems caused by too early call-forwards, or delays to programmes caused by too late call-forwards. Sometimes call-forwards are not made early enough because of the difficulty of getting the necessary information to establish the supply list and its specifications.

269. Delivery to project has to be followed and expedited if necessary, by UNICEF staff. They also engage in observation of supplies in use to see that they are satisfactorily adapted to local requirements.

270. Consultants and expert advisers may be provided as part of the implementation process. These may come from within the country, or from technical organizations in the United Nations system or be recruited from other developing or developed countries.

#### Monitoring implementation

271. At its 1979 session the Board had a specific discussion of programme implementation, covering aspects depending on national administration, and on UNICEF support. Greater attention to monitoring implementation was recommended along the following lines: 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. Inspector Bertrand recommended in 1980 that monitoring and evaluation should be done more systematically both through UNICEF support to national services and through monitoring of UNICEF inputs; every UNICEF region should have an adviser in this field to help field offices and ministries with which they work.

272. The Board supported the trend for more local procurement of supplies and equipment when this would circumvent delays in delivery and transport problems. At the same time local procurement also would encourage the development of national capacity.

273. Another response to programming constraints, particularly those related to local 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.

XIII. Medium-term plan

274. Since its 1979 session, the Board has before it at each regular session a rolling medium-term plan. The plan includes a financial plan and covers a five-year period consisting of the preceding year (to allow for a review of past operations), the current year and the next three years. It is revised annually. 52/

275. The major objectives of the plan are: to assist the Executive Board review policies of programme co-operation and approve a financial plan and new commitments to programmes; and to provide UNICEF's management with a basis for overall financial controls and guidance for preparing the level of programme inputs, necessary personnel, etc. The plan is also intended to be helpful to donors.

276. The plan is essentially a "framework of projections" without a timetable of operation, except in certain financial aspects. This is because UNICEF activities support national services benefiting children; therefore, national decisions about new or existing UNICEF-assisted programmes affect the projections. Differing national planning periods, for example, affect the duration of programme commitments, and there are always some that do not extend through the period of the plan. Moreover, prospective revenue has to be based on estimates.

277. The medium-term plan indicates the magnitude of unmet needs of children in developing countries and sets out the objectives of UNICEF's work in the light of global objectives adopted by the international community bearing on the situation of children (e.g., reduction of infant mortality, primary health care, access to clear water, sanitation, limitation of gross malnutrition, universal primary education and the eradication of illiteracy). The plan also calls attention to the main constraints within countries which affect services benefiting children and those within UNICEF which need to be reduced to increase the effectiveness of its co-operation. It also attempts to set out the objectives, strategies and priorities for UNICEF's co-operation in country programmes over the next three years. Implications for the planning of UNICEF's capacity in personnel planning, recruitment, training, budget and organization are discussed and projected. In fact, a main purpose of the plan is to integrate the planning of UNICEF's programme co-operation and of UNICEF's capacity.

### PART 3. FINANCE AND ADMINISTRATION

278. Part 3 deals with UNICEF's finances (chapter XIV), supply operations (chapter XV), budgets (chapter XVI), the UNICEF secretariat (chapter XVII) and the Greeting Card Operation (chapter XVIII).

#### XIV. UNICEF finances

##### Income, general resources, supplementary funds

279. UNICEF is authorized (General Assembly Resolution 57(I), paragraph (2a)) to receive "funds, contributions and other assistance" from Governments, voluntary agencies, individuals or other private sources. UNICEF's income 53/ consists of funds classified as general resources and supplementary funds.

280. In 1980, UNICEF income amounted to \$316 million: 72 per cent came directly from Governments and territories as regular and specific-purpose contributions; 15 per cent from private sources (other than the Greeting Card Operation); 5 per cent from the Greeting Card Operation; 2 per cent from the United Nations system and; 6 per cent from miscellaneous sources. Most of the funds from private sources were collected by National Committees for UNICEF from the sale of greeting cards and from various types of fund-raising campaigns, (e.g., direct mail solicitation, television appeals, Halloween collection). In addition, donations-in-kind administered by UNICEF in 1980, were valued at \$11 million, and funds-in-trust not subject to Board commitment amounted to \$31 million.

281. General resources include funds from voluntary annual contributions of Governments, the net income from the Greeting Card Operation (GCO), proceeds of unearmarked funds contributed by the public, and certain general income. General resources constitute the mainstay of UNICEF's income. Committed by the Board at its annual sessions (or by mail poll), they are used for co-operation in programmes (including programme support services) and for administrative services.

282. In 1968, the Board approved the earmarking by donors of contributions for components within a regular programme already covered by a commitment for financing from general resources (E/ICEF/573). An amount equal to the contribution thus released would normally be used to implement a "noting" in the same country (interchangeability). At the October 1981 special session, the Board urged donors to adopt projects which UNICEF was already committed to finance or which were being recommended for financing from general resources (E/ICEF/687). This Board decision was made to enable UNICEF to meet the special financial difficulties then facing the organization. In view of the continued deterioration of the financial situation, the Executive Director is proposing to continue this procedure.

283. Supplementary funding has assumed substantial financial importance. About one-third of UNICEF's income is now in the form of supplementary funds and this is expected to be the case in the next few years ahead. The sources of supplementary funds are "specific-purpose" contributions earmarked for programme components (projects). Some Governments make specific-purpose contributions over and above their regular annual contributions to the general resources of UNICEF. They generally come from national budget sources different from those that contribute to general resources - usually from bilateral aid. When such funds are channelled through an international organization they are called "multi-bi".

284. Specific-purpose contributions may also be made by non-governmental organizations and by organizations in the United Nations system. Supplementary funds from the United Nations system may come from UNFPA, from the UNCDF and other organizations or from appeals made for relief and rehabilitation by the Secretary-General.

285. Specific-purpose contributions can also be made for a general field of aid (e.g., health, nutrition or education) or for programme emphases common to several fields of aid (e.g., training of women), but this has been little developed so far.

286. The purpose of supplementary funding through specific-purpose contributions is mainly to enable the limited means of UNICEF regular programme co-operation to be expanded and strengthened by a form of bilateral aid which, because it is channelled through UNICEF, can be effectively co-ordinated with ongoing assistance activities to secure long-term benefits specifically for children. To many governmental donors also, the fact that feasible and desirable projects have already been developed, subject to the availability of funds, facilitates their task in finding suitable outlets for development aid.

287. Normally, the Board procedure is to "note" at its annual sessions projects as worthy of support but beyond the capacity of UNICEF at the time to fund from general resources. The bulk of the supplementary funding goes for projects in the least developed and "most seriously affected" countries. When a supplementary contribution is made for a "noted" project, a corresponding commitment enters into effect.

288. If an urgent situation affecting children arises between Board sessions as a result of natural disasters, civil strife or economic emergencies, the Executive Director may appeal for specific-purpose contributions without waiting for Board approval by mail poll, and the funds can be put to use as soon as received. The same applies to funds coming to UNICEF from emergency appeals made by the Secretary-General. Programme commitments are entered corresponding to income received.

289. In certain cases the donors stipulate that unspent balances from supplementary contributions are to be returned; nevertheless for practical purposes, these funds are used in the same way as other supplementary funds given outright. Moreover, in practice donors rarely ask for the return of any balances, but agree to an alternative use. Hence the supplementary funds are considered part of UNICEF income. However, when specific terms are established or funds are received under specific reporting requirements, separate accounts are maintained for record and reporting purposes. This is always done for supplementary funds received from other organizations of the United Nations system.



Donations-in-kind and funds-in-trust not subject to Board commitment

290. In addition to the above, but not entered into UNICEF financial accounts as income are: (a) donations-in-kind, mostly in the form of children's foods and freight costs for emergency relief and rehabilitation; and (b) "funds-in-trust", which are not for programmes approved by the Board.

291. The sources of donations-in-kind are either governmental or inter-governmental (e.g., the European Economic Community), or institutions providing bulk supplies. Only in exceptional instances does UNICEF accept donations-in-kind from individuals. Usually the donations-in-kind are technically not the property of UNICEF.

292. "Funds-in-trust" not subject to Board commitment are mainly to cover the costs of supplies and equipment in reimbursable procurement or other reimbursable services undertaken by UNICEF on behalf of others. They also include financing provided by sponsors to cover the costs of junior professional officers. These funds-in-trust while not considered UNICEF's income are separately recorded in the financial accounts to be distinguished from funds which are part of income and are spent for commitments approved by the Board.

Fund-raising policy and system 54/

Larger objective

293. Fund-raising for UNICEF is part of a larger objective, namely to place before the international community possibilities for improving the situation of children in developing countries through various measures these countries can undertake with co-operation from the outside. To meet this objective, UNICEF encourages greater deployment of resources for programmes benefiting children, not only through UNICEF but also other agencies of the United Nations system as well as bilateral aid agencies and non-governmental organizations. Information provided by UNICEF contributes to this objective.

Voluntary basis

294. UNICEF depends for its income mainly on voluntary contributions from Governments and private sources, and the Board has taken the position that no steps be taken in UNICEF fund-raising which might lead toward a system of assessed contributions from Governments. Annual government contributions for general resources constitute UNICEF's financial foundation. They provide a stable basis for planning because it is rare for a Government to reduce its contribution. However, the Board recognizes that longer-term planning by UNICEF would be facilitated by pledges by Governments on a multiyear basis.

Sharing of responsibility

295. The Board considers that there are "imbalances of response among UNICEF donors, especially among various Governments, in increasing their annual contributions". The Board has appealed "to all Governments in a position to do so, especially those that were not now contributing to UNICEF in relation to their financial capacity, to increase their contributions as soon as possible". 55/

### Pledging conference

296. Contributions to UNICEF may be announced at the annual United Nations Pledging Conference for Development Activities, convened annually by the Secretary-General during the course of the General Assembly session. At the conference, Governments in a position to do so announce contributions to UNICEF for the following year; they are also invited to use the conference to announce contributions for specific purposes in addition to their pledges to UNICEF's general resources.

### Responsibility for fund-raising

297. The Executive Director has general responsibility for fund-raising as part of his over-all functions, and he is assisted in this by a Programme Funding Office, and the Geneva Office and the regional directors and representatives, as well as occasionally by special fund-raising missions undertaken by the Chairman of the Board, Board delegates and others. Requests are made both for contributions to general resources and for supplementary funding.

298. A document compiling supplementary assistance proposals "noted" by the Board, for which specific-purpose contributions are sought, is issued in mid-year after the annual Board session, entitled "Proposals for supplementary funding, "noted" projects for children in developing countries". 56/

### Co-ordination with other agencies

299. In carrying out fund-raising activities, the possibility of co-operative action among the different organizations of the United Nations system is kept under review by the Executive Director. In certain situations, particularly large-scale emergencies, the Secretary-General has made a special appeal. In such instances, UNICEF supports the appeal and maintains close liaison with the United Nations offices or agencies concerned and has usually received part of the proceeds as supplementary funds. In the exceptional case of Kampuchea, UNICEF as the lead agency supported fund-raising for all agencies, and advised on the allocation of contributions where donors so requested. In some instances, projects are developed jointly with a United Nations agency, and the contributions of that agency may be then made available to UNICEF as supplementary funds for implementation of certain components of the project.

### Financial system

#### Main characteristics

300. Current funding of expenditure from general resources. UNICEF income is used for co-operation in programmes and for the budget. In order to put resources contributed to UNICEF into use as quickly as possible, assistance to be covered by general resources is not fully funded in advance; it is assumed that contributions will not decrease and assistance expenditures during the year will be financed by the income of that year. Since at any particular time during a year income will not necessarily equal expenditure, there is need for a liquidity provision. 57/

301. Respect of commitments. Commitments approved by the Board for co-operation in programmes are not legal obligations (like a contract with a supplier). Nevertheless, it is essential for countries accepting UNICEF co-operation in programmes to be able to count firmly on the delivery of the UNICEF inputs when required. Otherwise the countries may lose some of the effectiveness of spending their own funds, and UNICEF's "leverage" for encouraging more attention to policies and services benefiting children would be lost. It is therefore an objective of UNICEF's financial management always to be in a position to fulfil commitments to programmes when required. If the country cannot make its contribution to the proposed services, as agreed in the plan of operations, then UNICEF's commitments are also open to revision.

302. Length of commitments. Since a long-term continuing effort is required to improve the situation of children, UNICEF co-operates more effectively with countries by making its own commitments "long-term". A substantial number of commitments are for a three- or four-year period, and some may go up to the period of the country's plan (e.g., five years). The Board often approves further commitment(s) to continue co-operation in the programme.

303. Commitments do not expire at year-end. Commitments for co-operation in programmes (in contrast to those for budgets) have no annual expiry date; they may continue during the plan of operations. They are "called forward" by the field office as required by the progress of the programme, and this may be quicker or slower than originally foreseen.

304. Unspent commitments. At the time a new recommendation is prepared for presentation to the Board, unspent balances of previous commitments are taken into account and may be deducted from the amount requested for commitment in the new recommendation; they may also be reprogrammed. In some circumstances it may be proposed that the balances be cancelled if the plan of operations cannot be carried out owing to reduced government budgetary provisions or other changes preventing the continuation of the programme. Cancellations are proposed in a paper annually presented to the Board entitled "Reduction of outstanding obligations through savings and cancellations, and commitments to cover over-expenditure on approved programmes".

305. Commitments are in dollar terms. Commitments are expressed in terms of the unit of account - the US dollar. The dollar estimates are based on the cost of providing certain supplies and equipment, project personnel, and contributions to cost of training and other local costs. If there is a change in costs before the assistance is delivered, it is understood that UNICEF assumes no obligation to make up the additional costs. However, if price changes reduce significantly the supplies foreseen, the Executive Director tries, if finances permit, to provide the necessary items in the next commitment recommended to the Board.

306. Supplementary funding. Commitments based on supplementary funding enter into effect only when funding for the whole implementation period foreseen is assured, because, as indicated above, such funding is much less predictable than regular contributions. This means that the commitment for a "noting" enters into effect only when the funding is pledged.

Use of general resources for noted projects

307. Whenever possible recommendations prepared for submission to the Board including both regular and supplementary funding are prepared as a whole. The parts appropriate for regular and supplementary funding are then separated out.

308. In some instances a specific-purpose contribution is not forthcoming for a particular noting even though it has an important reinforcing role for services benefiting children receiving support from UNICEF's general resources. In such circumstances, if specific-purpose contributions are not received within a year after the noting, and if general resources are available, the Executive Director is authorized by the Board to commit general resources to the project between Board sessions and report on this at the next Board session. It is understood that this discretionary authority is to be exercised in a reasonable and cautious way. Moreover, general resources are not often available in excess of the requirements for fulfilling Board commitments.

Liquidity policy

309. UNICEF's liquidity requirement arises from the following cash flow characteristics:

(a) During the first quarter of the year, income is lower than expenditure, as little as 15 per cent of annual revenue is received, while as much as one third of annual expenditures is incurred; (this imbalance is reversed later in the year).

(b) There is inevitably a degree of uncertainty in income and expenditure estimates for future years. In order to adjust for errors of estimate, without disruption of the implementation of existing commitments, a period of time is required to modify levels of expenditure that will result from future commitments. Liquid resources are needed at the beginning of the current year to cover the possibilities of an over-estimate of income up to 5 per cent and an under-estimate of expenditures also up to 5 per cent through the current and following calendar years. 58/ In case this adverse situation occurs the level of new commitments proposed to the next May Board session must be reduced.

(c) It is also necessary to plan general resources cash balances at their lowest point (end April) sufficient to cover at least one month's general resources payments.

310. The liquidity requirement is covered by a liquidity provision of cash and investments held at the end of each year, comprising general resources and half of the balances of supplementary funds.

311. In addition to those balances held as a liquidity provision, UNICEF also holds balances of funds-in-trust for reimbursable procurement and services and the other half of supplementary funds.

312. The Executive Director is to inform the Board of any changes in UNICEF's cash flow patterns that may affect the liquidity requirement and thus require a change in the liquidity provision.

Stand-by lines of credit

313. At the 1980 Board session the Executive Director asked the Board for authority to negotiate stand-by lines of credit with first class international banks to meet the seasonal imbalance in cash flow, and avoid the need to hold back as much UNICEF resources from use in programmes. Any use of credit would be for a short term and would not exceed government contributions pledged to general resources but not yet paid, or \$50 million, whichever was less. This authority was not requested because of any current financial difficulty, but as a normal banking measure for cash flow management. The Board considered that further study of the proposal was necessary and asked the Executive Director to present a report on the subject to the 1981 Board session. In the meantime, it recommended that Governments make further efforts to advance payment of their contributions to general resources and that UNICEF seek arrangements with National Committees for UNICEF for earlier transfer of funds collected on behalf of UNICEF up to the date at which they would transfer funds to UNICEF under existing agreements.

Financial plan

314. A rolling financial plan is included in the medium-term work plan and covers the same three future years. The main problem of the financial plan arises from the fact that the lead time from the start of discussions of new programme co-operation to the start of substantial expenditure is about three years (except for emergencies). Since the objective for general resources is that programme expenditure in any year should use the income available, the necessary programmes have to be prepared in advance. But on the other hand, government officials should not be involved unnecessarily in preparing programmes that will not be financed. Thus UNICEF has to estimate the dollar volume of new programme participation for which discussions should begin in the current year, so that expenditure will approximately equal income three years ahead.

315. The method is as follows. On the basis of projections of income, and call-forwards and expenditure that will result from unfulfilled commitments approved by the Board in the past, a calculation is made of the additional expenditure that can be made each year, while maintaining the necessary liquidity provision. From this it is possible to estimate the dollar volume of call-forwards that will give rise to the desired level of expenditure, and in turn the dollar volume of new commitments to be submitted to the Board for approval in order to produce the desired level of call-forwards. Calculations are made separately for general resources and supplementary funding, because the noted projects are fully funded in advance and do not present the same planning problems.

316. The financial plan is reviewed in the Committee on Administration and Finance which recommends necessary action to the Executive Board.

Funds held

317. UNICEF receives and uses many currencies. It does not speculate in currency markets. It exchanges currencies only to the extent required to meet financial needs. Funds sufficient to meet expenditures estimated for a period of six to twelve months are maintained in the respective currencies needed and held in the countries where the expenditures are expected to take place. The rest, when technically feasible, are held in selected transferable currencies - at present, United States dollars, Swiss francs, German marks and Japanese yen.

318. UNICEF's funds to meet its financial operational needs and the requirement of safety and availability are held with first class banks throughout the world. Because of its liquidity needs, UNICEF does not make investments, that is, it does not place funds in equities or in long-term funds or investments. Funds needed for immediate cash requirements are held in current bank accounts and the balance is held in interest-bearing bank deposits ready to be drawn down when needed to make payments.

319. A Financial Advisory Committee consisting of senior staff at headquarters, and which can draw upon advisory services from the outside, advises the Comptroller on the placement of funds which will satisfy operational requirements, protection of their value, selection of banks, currency restrictions and financial problem situations. Interest earned on deposits goes into general resources.

Assets

320. The Executive Director is responsible for the allocation of UNICEF assets as between currencies, liquid funds and supplies. For example, he authorizes purchases of supplies for UNIPAC's inventory (and sometimes stockpiles in other locations) as well as supplies and printing required for the Greeting Card Operations.

Expenditure

321. The Executive Director authorizes expenditure to fulfil commitments approved by the Board for programme inputs and approved budgets.

322. Expenditure on budgets must remain within the limits specifically authorized. However, for programme inputs some over-expenditure may be authorized. The Executive Director may authorize "advance procurement" of the types of supplies generally used in UNICEF's inputs in preparation for programmes to be recommended for approval of commitments at the next session of the Board, if in his judgement this is required by the particular circumstances. Usually advance procurement does not reach the stage of expenditure before the commitment is approved, but in some cases it may. Over-expenditure can also occur because prices were higher than foreseen in the call-forwards from the field.

323. For regularizing these over-expenditures, the Board at each session receives a recommendation on "Reduction of outstanding commitments through savings or cancellations and commitments to cover over-expenditure on approved programmes".

#### Financial regulations

324. UNICEF follows the financial regulations and rules of the United Nations. Certain modifications have been necessary because UNICEF's major expenditures are for programme inputs rather than for personnel. These are within the authority given to the Executive Director by the resolutions establishing UNICEF and by the Secretary-General.

#### Financial reports and audit

325. The financial report and accounts of UNICEF and of the Greeting Card Operation are audited by the United Nations Board of Auditors. Together with the report of the Board of Auditors and the comments of the General Assembly's Advisory Committee on Administrative and Budgetary Questions (ACABQ) thereon, they are submitted annually to the General Assembly. They are also reviewed by the Committee on Administration and Finance of the UNICEF Board. The Committee reviews annually a report by the Executive Director in which he comments on the reports of the Board of Auditors and the Advisory Committee and indicates the action he has taken, or plans to take, to meet their observations. The Committee reports on these reviews to the Executive Board. 59/

326. The UNICEF Internal Audit Service conducts financial audits in accordance with the provisions of the United Nations Financial Regulations and Rules and generally accepted auditing standards. The scope of internal audit extends to most activities of UNICEF and includes a review of management controls and co-operation in selected programmes, with particular emphasis on assessing the degree of efficiency and effectiveness in the delivery of UNICEF inputs, and special audit assignments.

#### Financial monitoring

327. Monthly statements, derived from UNICEF's computerized accounting and programme statistics, provide a monitoring report used as management information by UNICEF headquarters and field offices to follow income, call-forwards, purchase orders, and expenditure in relation to the financial plan. Corrective action to increase or decrease the planned expenditure of funds may be undertaken if necessary.

## XV. Supply operations

328. In dollar terms, the largest part of UNICEF's participation in programmes is in the form of supplies and equipment. In recent years, this has amounted to almost two-thirds of programme expenditure. The proportion varies, of course, from country to country. The Supply Division currently operates from three locations: New York, Geneva and Copenhagen. Following Board approval in 1982, the major procurement and shipping operations are being consolidated in an integrated supply centre in Copenhagen. The Executive Director will report regularly to the Board on the progress of this consolidation and is seeking approval by the 1983 Board of the non-recurring costs involved.

### The flow of supply documentation

329. The main steps between requests from the field office to the delivery of supplies to the programme in the field are as follows:

(a) The basic assistance list (BAL) is drawn up in the field office during programme preparation;

(b) "Supply lists" and "cash lists" are prepared giving details and specifications of items in the BAL;

(c) Call-forwards against the BAL are sent from field offices approximately one year in advance of the target arrival date desired in the port of the country, and some 15 months before they are needed at the project site(s); longer periods are required for specialized equipment that has to be made to order;

(d) Processing in Programme and Comptroller's Divisions. Supply lists and call-forwards are checked in the Programme Division against the approved commitments. In the Comptroller's Division they are registered and entered in the computer. The Comptroller also certifies that funds are available;

(e) Procurement is undertaken by Supply Division; and

(f) Shipment. Depending on the nature of the supplies, shipment will take place some 9-12 months after the call-forward has left the field office. Much of this time is required for the manufacturers' delivery time, particularly in the case of non-standard items.

### Arrival, distribution and field observation

330. Shipment to the port of entry in the developing country normally takes one to two months and somewhat longer in the case of landlocked countries. A further period, usually of some months, is required for clearance of the supplies and distribution to the project site. UNICEF's field staff assist in expediting clearance when necessary. They also observe the use of the supplies and assist in their evaluation.

331. A number of the steps in this cycle are discussed in the paragraphs below.



Choice of supplies and preparations of specifications

332. The programme officer who is responsible for servicing the project works on the selection of supplies and preparation of specifications on the basis of discussions with the officials who will be responsible for their use and, in some instances, staff of technical agencies in the country. When necessary the programme officer seeks advice from the supply specifications section in New York, or from procurement officers in New York or Geneva. In larger offices, a supply officer helps with these steps.

333. The Supply Division assists in the orientation and training of UNICEF field and government staff in supply and logistics (e.g., through occasional workshops).

334. Selected items of supply may be called forward by air shipment for examination and testing in the country in preparation for quantity orders.

Supply guidelists

335. The Supply Division, with the co-operation of the relevant technical agencies in the United Nations system, has issued a series of guidelists for the selection of supplies and equipment. They provide background information on relevant policies of co-operation, the logistic element involved, and detailed information on individual items. The guidelists are periodically revised on the basis of field experience and changes in technical requirements for supplies.

Work flow

336. Processing by the Supply Division includes:

- (a) Review of incoming supply lists for specifications, etc.;
- (b) In the light of market research, decision about area of procurement (international or local) or issue order (IO) from UNIPAC. In the case of international procurement, assignment is made to New York, Geneva or field offices for bidding or negotiation of contract in appropriate countries;
- (c) Analysis of bids and submission to Contract Review Committee, chaired by the Comptroller in New York, and by appropriate officials in other UNICEF office locations;
- (d) Placement of purchase order (PO) when items are not available from UNIPAC;
- (e) Continuous replenishment of the UNIPAC inventory items;
- (f) Expediting, shipping and invoice certification for payment by Comptroller's Division; and
- (g) Where necessary, follow-up on claims; some end-use evaluation.

337. Each year purchase orders (PO's) are placed with over 1,600 suppliers in more than 100 different countries and consigned to programmes in over 100 countries and to UNIPAC. Orders are placed by the Supply Division (New York, Geneva and UNIPAC) and through some of the large UNICEF field offices.

#### Currency use in procurement

338. Government contributions are usually received in the currency of the donor country or United States dollars. The policy in currency use is to spend at least part of fully convertible contributions in donor countries, while taking account of international bidding. In the case of contributions, and other revenue such as from greeting card sales, which are received in non-convertible or restricted currencies, special attention is needed to ensure the full and timely use of these resources. Many of these currencies present no problems, as they are fully used for non-supply assistance, local procurement, or UNICEF field office expenses. However, there are some ten currencies which require special procurement action for their use in UNICEF assistance in order to prevent accumulation.

#### UNIPAC

339. About one third of the value of supplies and equipment is handled by the UNICEF Packing and Assembly Centre in Copenhagen (UNIPAC). This facility makes possible the procurement, in advance of orders from the field for particular projects, of some 4,500 standard types of items. UNIPAC also has a special stockpile of supplies for use in emergencies. Considerable savings are achieved through bulk purchases and long-term agreements with suppliers. Better quality control is also ensured. In addition, many of the supplies are shipped from UNIPAC in the form of kits or sets suitable for direct onforwarding by the receiving country to health centres, villages, schools or other institutions in the assisted programme making possible speedier delivery to end-users. Packaging of sets also reduces the internal administrative and handling costs for distribution of the supplies within the country. Up-to-date specifications, based upon market research, are maintained for the standard items in a computerized illustrated UNIPAC catalogue, together with a price list for use by UNICEF field staff and government officials. UNIPAC has a separate budget.

#### Transport

340. The provision of transport is often an important element of supplies, particularly in rural areas. Since automobiles and trucks are expensive both for UNICEF and the Governments concerned, especially in regard to their operating and maintenance costs, their provision is mainly limited to supervision, and to training schemes. Emphasis is increasingly placed on the provision of bicycles, motorbikes and other more economical types of transport.

341. In some instances, UNICEF also provides technical advice, training aid and equipment for transport management to ministries which use UNICEF vehicles. This includes vehicle control, maintenance and repair. Aid is also available for the maintenance of other types of programme equipment, especially hospital and laboratory equipment.

#### Local procurement and production

342. UNICEF is increasing its purchase of locally available and locally produced items. They are often better suited for use in a programme than imported supplies because users are familiar with them, repair facilities are available etc. and they are therefore particularly suitable for community-based services. Local purchases may speed up delivery of a critical item and some can also be a means of stimulating local production that will facilitate the continuation of project activities beyond the stage of receiving UNICEF material co-operation. 60/

343. Support for local production is an important aspect of some programmes. This is the case, for example, in a number of places for: vaccines, pumps and piping for rural water supplies, village food preservation and storage, iodinating salt, and oral rehydration salts, textbooks, production of science teaching and other educational supplies, and audio-visual aids for health and nutrition education.

#### Supply evaluation

344. Supplies are observed in use in the field on a sample basis and users' comments are collected. There is also a quality control system when supplies are received at UNIPAC.

#### Reimbursable procurement

345. Through "reimbursable procurement", UNICEF purchasing services are available to Governments, other agencies in the United Nations system and non-governmental organizations working in fields of benefit to children. A small handling charge is added by UNICEF to the cost of the supplies to cover the costs of extra administration and documentation. Reimbursable procurement services can help in the continuation of previously assisted projects, and they are a form of co-operation for children's services with countries in a GNP range beyond that requiring the usual forms of UNICEF aid.

#### Reporting

346. Supply operations are reported annually. Expenditure on supplies is shown in the annual UNICEF financial report. In the past, the operation and budget of UNIPAC were reviewed in a separated budget document, however, starting with the budget biennium 1984-1985, budget estimates for the Integrated Supply Centre have been included in the biennial budget estimates for UNICEF as a whole.

## XVI. Budgets

### Adoption of new budget format

347. Until 1981 UNICEF had four annual "budgets" - for programme support, administrative services, the Greeting Card Operation, and the Copenhagen Packing and Assembly Centre (UNIPAC). The bulk of UNICEF expenditures - those for participation in programmes, as described in chapter XIV, do not appear in the "budgets" (except for programme support services).

348. At its 1979 session the Board, following a recommendation by the Joint Inspection Unit (JIU), approved in principle the adoption of biennial budget cycles beginning with the 1982-1983 biennium, with a procedure for annual revisions. It also approved a presentation of the budget organized by main types of function, in order to provide a better understanding of the relationships among functions and a better system of estimating and monitoring personnel requirements. The four major functional divisions are:

- (a) overall policy making, direction, co-ordination and control (part I),
- (b) external relations (part II),
- (c) general administration (part III), and
- (d) programme preparation, implementation and evaluation (part IV).

349. Three of the previous budgets are now combined in this way, leaving only the Greeting Card Operation with a separate annual budget because of its analogy with a business operation.

350. In the past and through 1981, the costs of field services inputs to programmes (described in the two following paragraphs) were included in the "programme support" budget. The JIU considered that a distinction between administrative costs and programme support costs seemed unsatisfactory as a guide to policy and action. Most programme support costs were, in fact, costs of implementing the programmes themselves. The new budget format, beginning with the 1982-1983 biennium, no longer makes a distinction between administrative and programme support costs, although, as mentioned above, part III brings together all costs relating to "general administration".

### Programme inputs by field offices

351. A major concern of the UNICEF field staff has always been with the material aspects of UNICEF co-operation. Following the preparation of a programme, including a plan of operations and the approval of UNICEF participation, UNICEF staff prepare supply and cash assistance lists in consultation with the ministries, call-forward assistance as required, arrange for the payment of training stipends and other non-supply assistance, and for local procurement, make field observations on the progress of the projects including the use of supplies, and help resolve local problems which they may encounter during their field observations. They may also provide some support for the government's supply logistics (including warehousing, distribution, accounting and maintenance).

352. Increasingly important, however, are the services provided by UNICEF field staff of an advisory nature. This, as referred to elsewhere in this report (see index) involves participation by the country representative, supported where required by staff from the regional office or headquarters. It includes consultation, analysis and planning with a number of government ministries regarding opportunities for improving the situation of children as part of a country's development efforts; the fitting of activities to be proposed for UNICEF co-operation into these efforts; and co-operation to improve management and delivery of services and, for monitoring and evaluation. The advisory services they provide in connection with programmes with which UNICEF is co-operating are also available for policies and services benefiting children for which UNICEF is not providing material assistance.

#### Gross and net budgets

353. Budgets are presented on both a gross and net basis. In accordance with the budget procedures of the United Nations, the Board approves and commits funds for the budgets on a gross basis. The net basis is obtained by deducting certain revenue: net income from staff assessment; contributions from Governments toward local office budget expenses; handling charges made for reimbursable procurement and other services performed by UNICEF for Governments or other organizations; and various other income items arising from the budget. This revenue, which goes into general resources, amounts to about 15 per cent of the gross budget. The real cost to UNICEF is the net basis.

XVII. UNICEF secretariat: organization and personnel questions

Main management trends

354. Following a management survey of UNICEF, which was completed in 1975, a number of measures were made to strengthen the management of UNICEF. These involved increased delegation to field offices, accompanied by appropriate staffing, training and supervisory support; improvement of budget preparation, and greater responsibility of heads of offices for budget control; more attention to personnel management and planning; and a refining of financial monitoring. 61/

355. At the 1980 Board session the new Executive Director, in giving his preliminary views on the changing demands on UNICEF, pointed out that UNICEF faced the need to enhance the capabilities of its staff for the organization's evolving role in working for a widespread improvement in the situation of children as part of national development, extending beyond the coverage of programmes in which UNICEF participated.

356. Additionally, the Executive Director felt that UNICEF needed to strengthen the exchange of programming experience in order to work more efficiently with countries and with major financial institutions as they moved into fields of UNICEF's particular concern. In due course the secretariat would require in New York and the regions a small core of outstanding professionals with extensive field experience covering more disciplines than represented by present staff. The secretariat also needed to enhance its outreach ability for work with other aid agencies and non-governmental organizations in advocacy, the exchange of experience and sometimes joint programming. It needed more systematic in-service training, and more staff from developing countries, more women and more young people.

Personnel planning

357. The medium-term plan includes personnel, recruitment, and training plans. Trends to be taken account of in current planning include an increasing volume of programme participation and qualitative changes. Especially relevant in their implications for personnel planning are the following: greater involvement of UNICEF field officers in working with national ministries 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 (e.g., 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; greater attention to programme implementation and evaluation of service output and impact with consequent correction of programmes; and the production of case studies on country programming experiences.

358. Consequently a mix of skills is needed in UNICEF staff. Part of the increased workload is met by recruitment of staff with good professional backgrounds. Part is met by an expanded programme for the training and orientation of UNICEF staff.

359. Account is taken in UNICEF personnel practice of General Assembly resolutions 33/143 and 35/210 on personnel questions. Sections applicable to UNICEF include the need to recruit more staff members from un-represented and under-represented countries, which in UNICEF includes some developing countries and some donor countries that are significantly under-represented relative to the country's contribution to UNICEF. They also include the section in the General Assembly resolution on women, presenting the desirability of increasing the proportion of women particularly in senior levels, in accordance with the principles and equitable geographical distribution. Help is being given to facilitate the employment of spouses in the country of the field office where the staff member is working.

#### Headquarters and field organization

360. A report on the organization of the UNICEF secretariat at headquarters and in the field is prepared and up-dated periodically. 62/ The budget estimates and the country programme profiles provide additional information. The latter provide information on work-load and staffing for field offices.

#### Executive staff co-ordination

361. In addition to weekly Executive Staff meetings at headquarters, there are three functional management committees to co-ordinate and review progress systematically in key areas of activity related to the Committee, including development of policy documents being prepared for the Executive Board; to consider new issues that arise, and to recommend action as necessary to appropriate divisions; to report on progress to the Executive Staff meeting and recommend policy changes. The three committees have the following scope:

(a) External Relations - programme funding, information, greeting cards operation, relations with international agencies and non-governmental organizations. The Committee also serves as a point of co-ordination of matters relating to UNICEF National Committees;

(b) Programme - programme development and planning, programme field services. This includes recommendations concerning policies of co-operation, the progress and substance of major studies being prepared for the Executive Board in the programme field, programme preparation, programme status, evaluation, programme relationships with Governments and other agencies in the United Nations system and selected programme submissions to the Executive Board;

(c) Operations - supply, procurement and logistics; financial management and monitoring; personnel and administration; budget preparation and performance; organization and management services; internal audit; and performance appraisal of the management of divisions and field offices.

Geneva Office

362. The Geneva Office is an extension of headquarters and the global focal point for UNICEF relations with National Committees. On behalf of the Executive Director it acts in Europe in relations with Governments, the EEC, the OECD, other United Nations organizations and NGOs. It works in accordance with priorities and approaches in Europe agreed with the respective offices and divisions in New York.

Regional offices

363. The regional directors function as a "senior professional colleague" in relation to the UNICEF representatives in the region, providing leadership, advice, co-ordination, supervision of major matters, performance appraisal, and through his office, various advisory services. They also function in the region as the Executive Director's representative in a broad general sense and undertake special assignments on his behalf. They review the annual plan of work of the representatives in his region and visit offices in the region when they or the representative concerned consider it to be necessary. The regional directors also perform the function of a UNICEF representative in countries directly served by his office.

Offices of UNICEF representatives

364. Throughout the area served by their offices, the UNICEF representatives apply UNICEF policies of programme co-operation and advisory services, and arrange the delivery of UNICEF inputs. They are accountable for their overall performance to the Executive Director through the regional directors. They receive advice and guidance from the regional directors. The representatives communicate directly with the relevant divisions at headquarters as necessary for operations and follows their functional guidance.

365. The UNICEF representatives' offices are the key field units for advocacy, advice, programming, and implementation including logistics and evaluation, this places authority as close as possible to the point where co-operation is provided. In connection with direct programme co-operation, the UNICEF representatives are responsible for the preparation of recommendations for assistance, preparation of plans of operation, supply lists, call-forwards of supply and non-supply assistance, arranging for local procurement, reviews of programme implementation and results, etc. As has been set forth elsewhere in this report, 63/ the UNICEF representatives maintain close contact with various ministries in relation to promotion and planning of services benefiting children. The representatives' offices are also responsible for information and project support communications, for seeking contributions to UNICEF from the countries served by the office, and for other forms of country/UNICEF co-operation. The UNICEF representatives can seek advice and guidance from the UNICEF regional director as well as from other appropriate sources.

366. A UNICEF representatives' office usually has several programme officers, international and/or national. The work is often divided geographically, (i.e., each officer serves projects in certain countries, or certain states or provinces of a large country). It may also be organized in



a matrix by main programme sectors. So far as possible, the assignment of staff to an office is made to provide it with people of different backgrounds, (e.g., experience with health or education projects, or with the co-ordination of projects by the social division of the planning commission). Depending on the size of the office, it may also have specialized staff for supply control, administration and finance, and project support communications/information.

#### Sub-offices

367. In some countries where UNICEF does not have a representative, national sub-offices or national liaison offices have been established. These offices are closely supervised by the UNICEF representative, who is normally located in a neighbouring country. They are usually staffed with a programme officer and local supporting staff, who are "core" staff members of UNICEF. In some larger countries, district sub-offices have been established within the country in provincial or district centres (e.g. in Bangladesh, India, Pakistan, the Sudan, or Zaire). These offices are supervised by the UNICEF representative in the capital and are normally staffed with project funded staff.

#### Rotation of staff

368. International professional staff members in established posts usually do four- to six-year tours of duty in a field office before being reassigned, exceptions may be made in hardship posts. Rotation of staff through headquarters is more difficult for categories of staff for whose functions the staffing tables of field offices provide few posts at levels comparable with those required at headquarters (e.g., finance, budget, personnel, purchasing).

369. Approximately two-thirds of UNICEF's professional "core" staff and three-fourths of its general service staff are in offices outside headquarters. The various staff categories are listed below, with the sources of their financing:

#### Categories of staff

##### A. Staffing table posts (financed from regular budgets)

Established posts:  
(regular "core" staff  
required on a  
continuing basis)

Categories of staff  
international professional  
national officers  
general service  
manual/custodial

Short-term personnel:  
(normally less than  
12 months)

short-term professional  
consultants (int'l.  
or local)  
general service

/...

B. Project personnel (financed from programme funds)

international professional  
national officers  
consultants (int'l. or local)  
general service

C. Sponsored personnel and volunteers

junior professional officers (JPOs) (financed by sponsors)  
programme associates (financed in part by sponsors)

370. The national officers (employed in accordance with the "100" and "200" series of the United Nations staff rules) are nationals of the country in which they serve, doing professional work and paid on local scales amounting to the best prevailing rates in comparative posts.

371. Project posts are filled in accordance with the "200 series" of the United Nations staff rules. They are integral components of a UNICEF assisted programme for whatever duration their use continues to be agreed by the recipient country, by UNICEF and (in the case of project personnel for supplementary funded projects) by the donor country. Project personnel are used to:

- (a) perform technical functions related to a particular project e.g. master drillers helping in the use of well drilling equipment;
- (b) provide assistance for a temporarily enlarged volume of work in a country, e.g. during a period of relief and rehabilitation, or severe financial difficulties affecting social services;
- (c) meet requirements for noted projects financed by specific-purpose contributions;
- (d) perform temporary functions that are not yet established as being a long-term requirement; and
- (e) assist in project delivery in the field in areas remote from UNICEF office.

372. The costs of project personnel are charged to programmes, and provision should be included for this personnel in the programme recommendations. Estimates of the number of project personnel required are included in the section of the country programme profile relating to the budget of each office, so that account may be taken of project personnel as well as core staffing table personnel in planning to handle the workload of the office. At the time this section of the profile is prepared, only an estimate can be given of the number of project personnel required. The number of project personnel may fluctuate in accordance with requirements of the project at different times.

373. Sponsored personnel may serve in an assistant programme or supply capacity, in an outposted field function (e.g., maintaining liaison with local authorities; dealing with the delivery of supplies), or they may work in some specialized task such as information, project support communication or nutrition. There are two types of sponsored personnel coming from outside the country in which they are stationed: "junior professional officers" (JPOs) and "programme associates". Both are appointed for one or two-year assignments. The total cost of JPOs is reimbursed by sponsoring Governments with which UNICEF has concluded special agreements for this purpose. The programme associates are primarily recruited through United Nations Volunteers (UNV) and their living cost is shared between a national sponsoring organization and UNICEF. The UNICEF share of the costs is charged either to the budget, or to the programme if the programme associate is working on a specific programme.

#### Appointments, promotions and grading of staff

374. The Appointment and Promotion Committee, together with a system of annual staff review, was reorganized in 1975. In addition to making recommendations to the Executive Director on appointments and promotions, the Committee, which includes field representation on its professional panels, makes recommendations for the career development of individuals. It also makes suggestions, arising out of its consideration of particular cases, bearing on related personnel policy and procedural issues.

375. Outside headquarters the appointment and promotion of local staff is the responsibility of the head of the office. In some offices, particularly the larger ones, the head of the office has the advice of an appointments and promotions committee or some similar arrangement.

#### Grading of posts

376. The UNICEF budgets follow the general staffing table classification standards of the United Nations system. A review, with staff participation, of the grading of all posts in UNICEF began in 1978. The purpose, in accordance with that of the job classification exercise being undertaken throughout the United Nations system, was to establish a more systematic way of ensuring that there was a proper relationship between the responsibilities called for in the post and the grade assigned to it, that posts with the same level of responsibilities were given the same grade, and that job titles had a clearly defined meaning throughout the organization. The first phase of the exercise was completed at the end of 1979, and a maintenance procedure was instituted.

#### Sharing of knowledge and experience

377. Efforts are underway to systematize the exchange of knowledge and experience among field staff and between the field and headquarters, contributing to the professional capabilities of the staff. Among such efforts are regional staff meetings, visits in the field by senior staff, workshops for programme formulation, programme evaluation workshops, participation in technical meetings, library services, and the preparation and publication of case studies (which is beginning in the UNICEF publication, *Les Carnets de l'enfance/Assignment Children*).

378. The following regular consultations take place: (a) meetings twice a year of regional directors with the Executive Director and headquarters' senior staff; (b) attendance of some senior headquarters staff at the regional staff meetings held annually in the field; (c) membership of some field staff on the Appointment and Promotion Committee; and (d) a meeting every two years of field information officers with headquarters information staff.

379. In September 1980 some sixty staff members drawn from all regions and representing different disciplines and various kinds of experience attended a six-day meeting called by the Executive Director to discuss UNICEF's role and tasks in the 1980's and beyond. A regional meeting was held in Europe in January 1981.

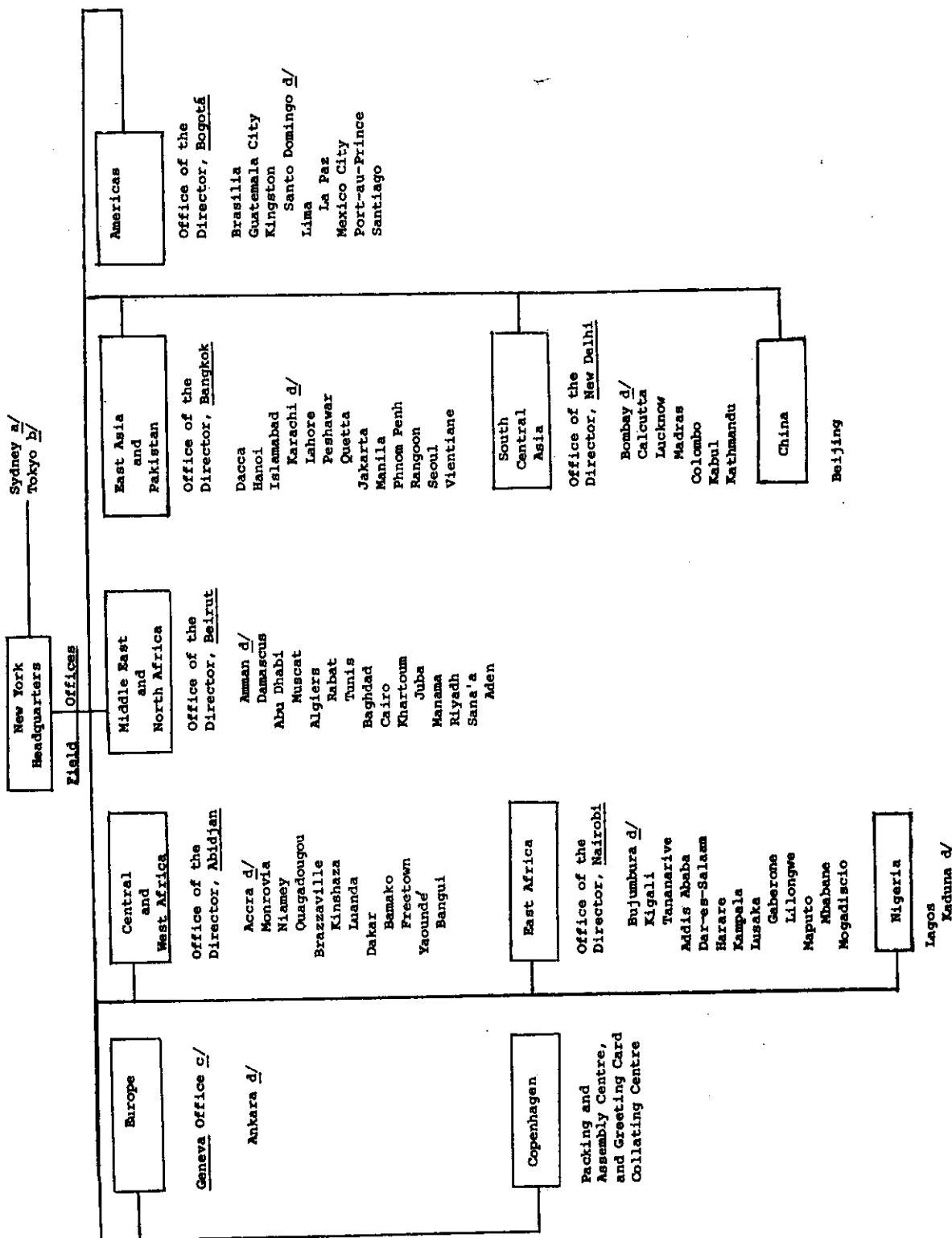
380. In addition, "knowledge networks" have been developed to encourage field staff to carry on lateral exchanges with each other on selected programme issues (e.g., reaching children of the urban poor; women's activities; education; programme preparation and evaluation). This is done through correspondence and, in some instances, special interregional or intercountry meetings.

#### Management/staff relations

381. Staff members participate in decision-making processes on administrative matters affecting staff through the UNICEF Global Staff Association both at headquarters and in an increasing number of field offices, through local committees of the Association. A Joint Consultative Committee (JCC), comprising representatives of the Division of Personnel and Administration and the Global Staff Association, meets on a regular basis to review administrative matters that affect conditions of work and employment and staff welfare and morale. Similarly, in larger duty stations, joint management/staff committees are organized to deal with matters of local concern. UNICEF staff also participate in the United Nations Staff Council, electing a number of representatives annually to serve both UNICEF field and headquarters staff.

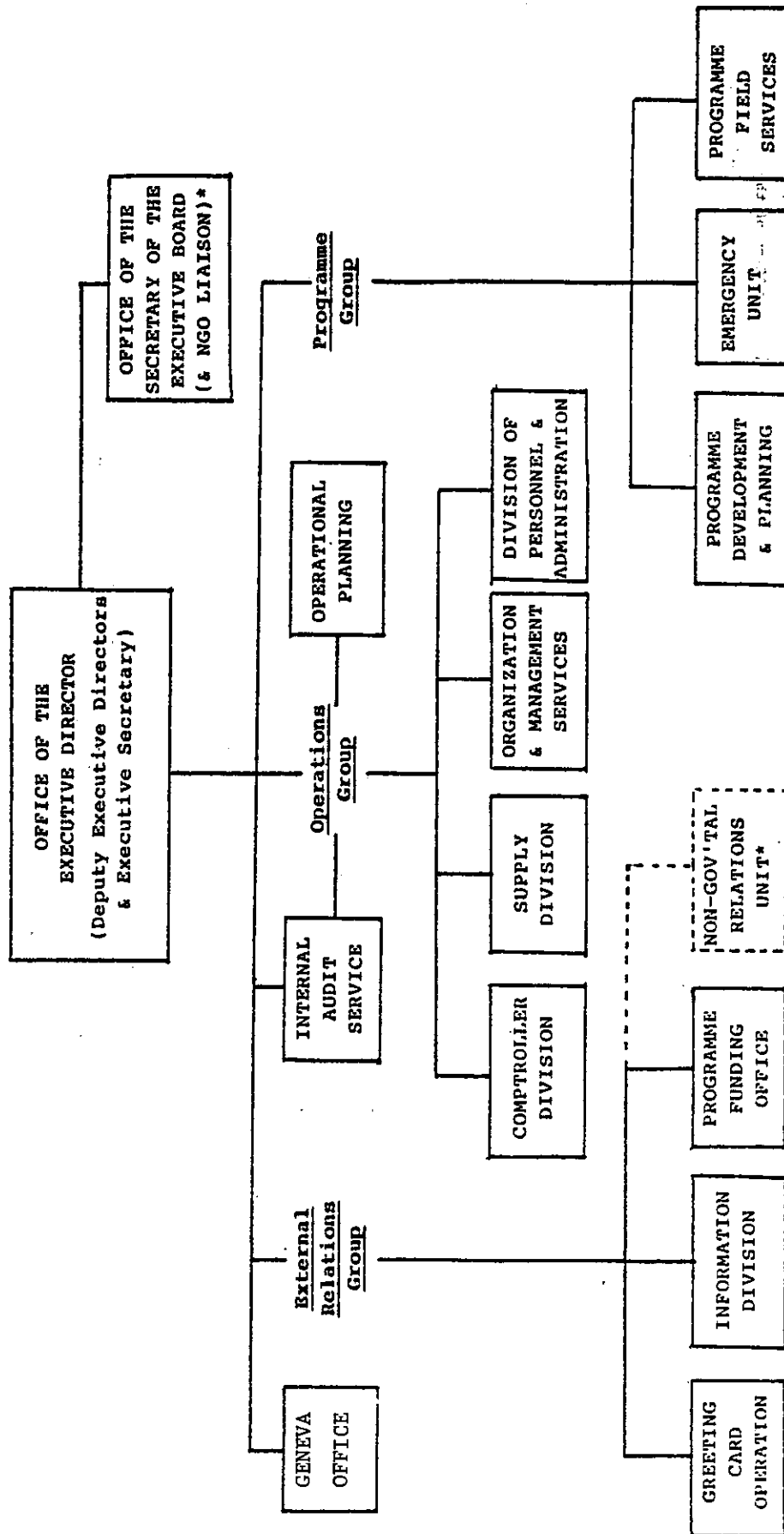
382. On the basis of consultations with staff representatives, the Executive Director established new recourse and grievance procedures in March 1978. They were designed to provide a systematic way in which staff members could seek to resolve personal work-related problems or grievances, such as those related to conditions of service, interpersonal relations including rebuttal of periodic performance appraisal reports, allegations of discrimination, etc.

Chart I  
 Organization of UNICEF secretariat



<sup>a/</sup> Joint UNICEF/UNIC/UNHCR office.  
<sup>b/</sup> Joint UNICEF/UNDP/UNHCR office  
<sup>c/</sup> The work of this office mainly relates to "headquarters" functions (fund-raising, information, relations with National Committees and non-governmental organizations, relations with specialized agencies, procurement and finance, etc.).  
<sup>d/</sup> Indenting indicates sub-office.

Chart II  
Organization of UNICEF secretariat  
New York headquarters



\* Change to be proposed in the budget estimates for the biennium 1984-1985.

## XVIII. Greeting Card Operation

### Purposes

383. The objectives of the UNICEF Greeting Card Operation (GCO) are to promote awareness of the common interests of children throughout the world and the needs of children in developing countries; to promote interest in and appreciation of art and design of different countries; to increase public support of UNICEF and provide UNICEF with additional resources; and to provide opportunities for volunteers to become personally involved in United Nations work.

### Organization

384. The Greeting Card Operation has its headquarters in New York and a regional office for Europe in Geneva (see chart III). It maintains production facilities in Denmark and France and sales offices in Brazil, Colombia, India and Mexico.

### Marketing

385. UNICEF greeting cards, calendars, stationery, and other related items produced by the GCO are marketed in 125 different countries by National Committees for UNICEF, non-governmental organizations, and UNICEF offices.

386. The National Committees are the principal sales agents. Working agreements on marketing are established with the Committees, which set forth conditions of delivery, distribution, sales and discounts. Many Committees have an extensive network of sub-committees or other outlets in their countries staffed by concerned individuals who act as sales volunteers. The total number of volunteers runs into many thousands and is a major factor in reducing the sales expenses.

387. In some countries where National Committees do not exist and where the market potential is high, the GCO establishes its own sales offices which sell directly to the public and business houses and co-ordinate the efforts of local volunteers. In other countries arrangements may be made with a non-governmental organization to carry out the sales campaign.

388. Generally, sales are made on a consignment (sale or return) basis to the Committees and other sales agents. The sales agents in turn sell to the general public through a variety of outlets: banks, schools, supermarkets and other sales points manned by volunteers, and through mail order programmes. Sales to business firms can be in large quantities when the cards, often imprinted with the firm's own logo, are sent to customers or clients.

389. Marketing sections maintained by GCO in New York and Geneva assist the Committees and other sales agents in preparing market plans, including market tests of designs proposed for sale, preparing forecasts of sales, selection of product-mix and setting appropriate sales prices.

### Design collection and selection

390. An Art and Design section is maintained at the New York headquarters of GCO. Design collection and selection, which attempts to reflect the interests and talents of people in all areas where there are markets and to affirm UNICEF's universal concerns, involves the following steps:

(a) in the light of market analysis, contemporary and museum designs from main market areas are collected. The use of the design is contributed to UNICEF;

(b) on the advice of an international art committee, composed of seven National Committee or UNICEF sales representatives and seven people working professionally in a field of art and graphics, a selection of approved designs is made subject to the agreement of the Executive Director of UNICEF;

(c) selection by European and North American National Committees is made from among the approved designs of those deemed suitable for their markets. Collections are also prepared for sale in Latin America, Asia and African markets with the participation of UNICEF representatives of the areas involved.

### Operations

391. The GCO provides stocks of the sales items to the sales outlets: cards (with different formats, treatments and price ranges) for year-end greetings and for year-round use; engagement calendars; packs of stationery; and special educational products. Promotional materials, such as brochures, posters, point-of-sale banners and other selling aids developed by the GCO marketing division are also supplied. The operations department (which includes procurement, quality control, and storage) ensures fulfilment of commitments made to National Committees and sales outlets for delivery of products to meet their sales plans.

### Production

392. Printing and die-cutting is done by outside contractors. Finishing facilities are maintained in New York and in Copenhagen, where the production department manages the overprinting, collating and packaging of greeting cards.

### Finance and administration

393. The GCO finance and administration section prepares and monitors the annual budget; prepares financial reports; maintains the accounts; exercises inventory control; runs a management information system; and performs personnel and administrative functions.



Financial arrangements

394. The GCO, while self-financing, maintains no separate working capital. The operation is funded by an advance from the working capital of UNICEF. The campaign year, also the financial year, is from 1 May to 30 April. The financial statements of the GCO are submitted for audit and certification to the United Nations Board of Auditors. The Committee on Administration and Finance reviews the financial statements and recommends to the Board approval of the annual budget of the GCO.

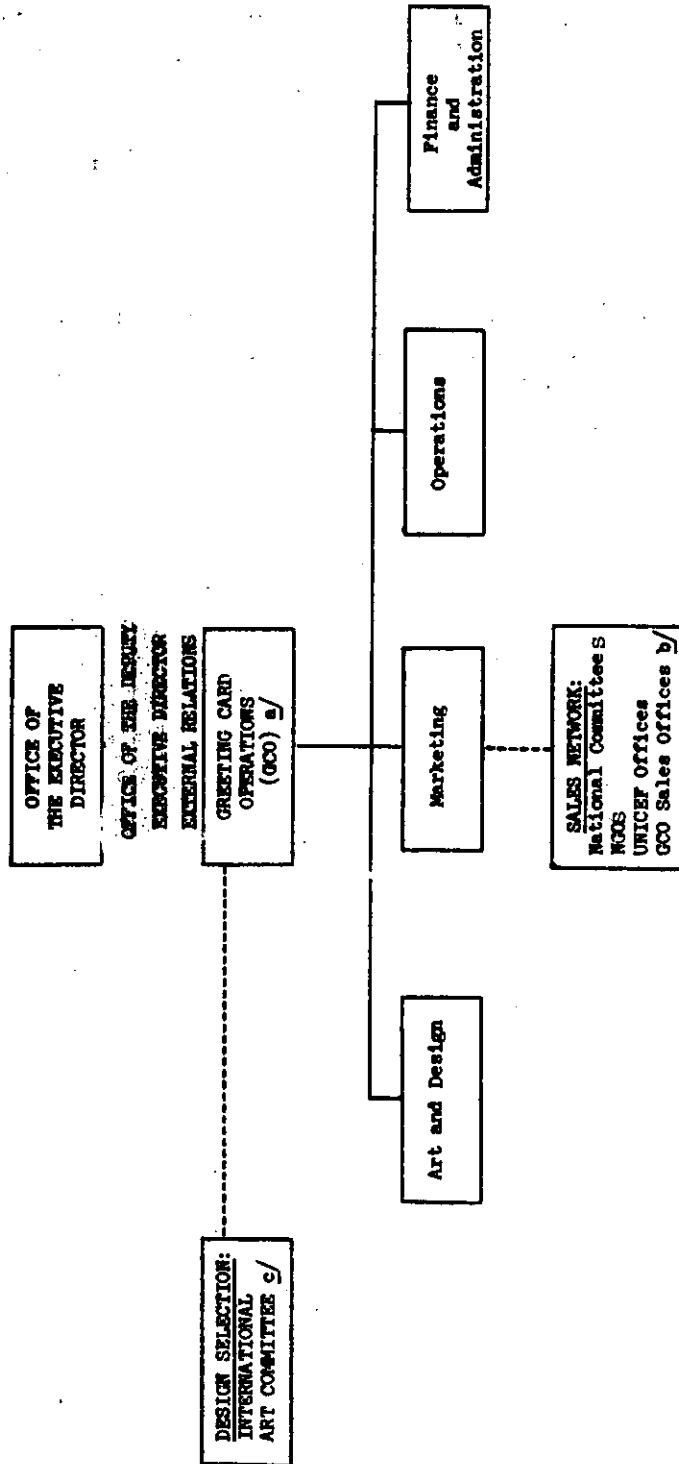
395. Each year the Executive Director transfers to the general resources of UNICEF the net income from the previous year's sales campaign. The operational income consists of gross sales revenues minus agreed discounts to consignees, budget expenses, and duties and taxes. The net income consists of operational income plus miscellaneous income deriving from staff assessment, suppliers' discounts and exchange gains and losses. 64/

Documentation

396. The documentation annually submitted to the Board on the GCO consists of: budget estimates, provisional report on season ending 30 April of calendar year in which the Board is meeting, financial report and accounts on season ending 30 April of the preceding calendar year, report of the Board of Auditors, comments of the Advisory Committee on Administrative and Budgetary Questions (ACABQ) and observations of the Executive Director on the audit report and the ACABQ comments.

Chart III

Greeting Card Operation



a/ The Greeting Card Operation also operates from the UNICEF Geneva Office and facilities in Copenhagen, Denmark, and Helsingør, Denmark.

b/ - GCO markets cards and related items in 125 countries. It maintains its own sales offices in Bogota, Delhi, Mexico City, Rio de Janeiro and Sao Paulo.

c/ See para. 390.

Notes

1/ The legislative base for UNICEF is primarily contained in four General Assembly resolutions. These resolutions are referred to in paras. 1, 5, 7, 14, 15, 27, 28 and 279; relevant excerpts are reproduced in annex III. The full texts of General Assembly and Economic and Social Council resolutions on UNICEF from the inception of the Fund in December 1946 through 1980 are given in E/ICEF/Misc.175/Rev.2 and E/ICEF/Misc.175/Rev.2/Add.1 and Add.2.

2/ 1946-1959, E/ICEF/337/Rev.2, 1960-1973, E/ICEF/L.1309, 1974-1977, E/ICEF/L.1309/Add.1, 1978-1979, E/ICEF/L.1309/Add.2.

3/ Reporting to the Economic and Social Council is in accordance with a request of the General Assembly resolution 802 (VIII), section 5(b), October 1953.

4/ The full report on the special session is contained in document E/ICEF/694.

5/ E/ICEF/639, para. 163, May 1975; the rules of procedure of the Board are contained in document E/ICEF/177/Rev.4.

6/ E/ICEF/651, paras. 202-203, May-June 1977.

7/ For a more detailed discussion, see chapter XVII on the UNICEF secretariat.

8/ For a more detailed discussion, see chapter XIV on UNICEF finances.

9/ For a more detailed discussion, see part II on programme matters.

10/ See paras. 77-87.

11/ See paras. 52-53.

12/ See paras. 46-48.

13/ For a discussion of plans of operations, see paras. 260-261.

14/ See para. 86.

15/ This is related to the more general question of UNICEF's identity and organizational structure. In this connexion, the 1977 UNICEF Board report reads as follows: "The Executive Director called the Board's attention to the view he had expressed to the Ad Hoc Committee on the Restructuring of the Economic and Social Sectors of the United Nations System, namely, that to the extent that the consolidation of funds in the United Nations system might be considered or recommended, UNICEF, for the foreseeable future, should retain its separate identity, operating procedures and organizational structure. That position was fully supported by a large number of delegations which felt that UNICEF must continue its unique role as an independent advocate for children's needs and be free to continue helping to meet them with its flexible and responsive methods of operation." (E/ICEF/651, para. 21)

/...

- 16/ The implications of this for personnel planning are discussed in para. 357.
- 17/ See also paras. 231-232.
- 18/ Over 130 non-governmental organizations had such consultative status in 1982.
- 19/ Declaration by the Board on long-term policy for children in relation to the Second Development Decade, Board report on its June 1962 session, E/ICEF/454/Rev.1, para. 12.
- 20/ Declaration by the Board on long-term policy for children in relation to the Second Development Decade, Board report on its June 1962 session, E/ICEF/454/Rev.1, para. 12.
- 21/ Board report on its June 1964 session, E/ICEF/500, para. 16.
- 22/ Board report on its April 1971 session, E/ICEF/612, para. 23.
- 23/ Board report on its May 1972 session, E/ICEF/624, para. 20. The concept of basic services was elaborated by the Board in 1975 and 1976, see section on basic services, paras. 168-174.
- 24/ Board report on its May 1979 session, E/ICEF/661, paras. 41-42.
- 25/ Board report on its May 1980 session, E/ICEF/673, para. 38.
- 26/ See also paras. 103-105.
- 27/ See General Assembly resolution 35/56, 5 December 1980, annex, para. 163.
- 28/ In some countries, UNICEF field offices may also have dealings with other national authorities, such as semi-autonomous foundations and institutes, as well as with universities and NGOs on matters relating to the various fields of co-operation.
- 29/ See Alma-Ata 1978, Primary Health Care, Geneva, WHO, 1978, 79 pages.
- 30/ See WHO reports on the selection of essential drugs. The first report, WHO Technical Report Series, No. 615, 1977, is periodically updated.
- 31/ A number of these activities are elaborated upon elsewhere in this "Overview", see index.
- 32/ UNICEF has agreed with the World Food Programme (WFP) that all requests for food aid for children are, in the first place, to be referred to that organization. However, emergency situations continue to arise in which it becomes necessary for UNICEF to seek special donations of children's foods, over and above what WFP is in a position to supply. Over recent years, there have been generous donations of such foods from Canada and the United States, and European Economic Community, Belgium, Switzerland, and several other countries.
- 33/ Joint WHO/UNICEF meeting on Infant and Young Child Feeding, Geneva, WHO, 1979, para. 7.

34/ A background paper for the meeting (WHO document FHE ICF/79.3) was prepared by WHO and UNICEF. A report on the meeting is available, Joint WHO/UNICEF meeting on Infant and Young Child Feeding, Geneva, World Health Organization, 1979, 55 pages.

35/ With the object, inter alia, of reducing the proportion of low-birth weight babies, who are more susceptible to illness and problems of growth and development.

36/ At the 1981 session, the Executive Director recommended that the fund be increased to \$5 million.

37/ See para. 288.

38/ Except for child nutrition, see para. 115, and responsible parenthood and family planning, see paras. 145-147.

39/ A more detailed discussion is contained in A Strategy for Basic Services, UNICEF, 1976, 33 pp. The General Assembly in 1975, 1976 and 1977 adopted resolutions which endorsed basic services; excerpts from these resolutions are reproduced in annex IV.

40/ At the 1982 session, the Board had before it a report assessing UNICEF's involvement in services benefiting children in low-income urban areas.

41/ An impairment is a loss or abnormality of body part or function. Impairments can lead to disabilities (i.e. difficulties in the performance of normal activities) and to handicaps, which interfere with doing what is expected at a particular time of one's life.

42/ For an elaboration of this, see paras. 352, 364-367.

43/ Supply operations are more fully discussed in chapter XV.

44/ For other aspects of this subject, see discussion of global assessments undertaken by UNICEF, para. 171 and monitoring implementation, paras. 271-273.

45/ "Public consumption" or governmental expenditure averages 13 per cent of GNP in low-income developing countries, a percentage no higher than in middle-income countries. Thus public expenditure reflects the low level of GNP per inhabitant. World Bank, World Development Report 1978, table 5.

46/ In 1980, there were 63 countries in this group with a child population of some 193 million. This compares with an estimate of 370 million children in poverty derived from World Bank estimates applying to a wider range of "low-income" developing countries.

47/ In 1980, there were 37 countries in this group, with a child population of 641 million. All but five had a GNP per capital above \$300. China is not included in these totals, although its GNP falls in this category, because it is not foreseen that UNICEF co-operation in programmes there will be based on child population (323 million).

48/ In 1980, there were 10 countries in this group, with a child population of 127 million.

49/ The levels of aid for past years, and planned for the future for the three groups are reported each year to the Board in the Report of the Executive Director.

50/ These countries typically had a GNP per inhabitant of around \$3,000, but much higher in some capital-surplus oil producers.

51/ The World Development Report 1980 shows 28 per cent of population with access to safe water in low-income countries, and 60 per cent in middle-income countries.

52/ For a more detailed discussion of the financial plan, see paras. 314-316.

53/ In financial reports prior to 1979, "income" did not include supplementary funds for specific-purpose contributions if unspent balances were to be returned, such contributions were listed as a category of funds-in-trust, what is now called "income" was called "revenue".

54/ A description of the UNICEF fund-raising system is contained in a report by the Executive Director, discussed at the 1977 Board session (E/ICEF/L.1354 and Add.1). The report of the Board's consideration of the subject is contained in the Board's report E/ICEF/651, paras. 154-163.

55/ See report of the Board on its 1977 session, E/ICEF/651, para. 160(b). The appeal has been endorsed by the General Assembly (resolution 32/110).

56/ The latest edition was issued at the May 1982 Board session.

57/ The liquidity provision is discussed below, paras. 309-312.

58/ These estimates relate to income and expenditure from general resources only, because commitments financed from specific-purpose contributions are "fully funded".

59/ Because of timing problems, the Committee on Administration and Finance reviews the financial report of the calendar year preceeding the Board session in May, before it has available the observations on them of the Board of Auditors and the ACABQ. It discusses these observations and the Executive Director's comments on them at its next session.

60/ See para. 272.

61/ A summary of these measures was given in a report by the Executive Director to the 1978 Board session (E/ICEF/AB/L.184).

62/ The 1981 version, E/ICEF/Misc.158/Rev.4, is currently being revised.

63/ See paras. 106-109, 214, 216, 352 and 357.

64/ The net income from the 1981 season (ending 30 April 1982) was \$17.8 million.

/...

Annex I

SELECTED DEFINITIONS

1. This annex discusses the use of terms in UNICEF documentation referring to children, programmes, projects and fields of assistance.
2. The term child in UNICEF statistics refers to the period 0-15 years of age (from birth and up to and including those 15 years of age). In the country programme profiles provided Board members annually on each country the child population statistics are further broken down as follows: 0-6, infants and young children; 7-12, elementary school age; and 13-15, young adolescents. Figures are also given for the 16-18 youth age group. The number of children aged 0-15 amounts on the average to 45 per cent of the population of countries having projects in which UNICEF co-operates.
3. In UNICEF's co-operation with countries, the needs of children are considered from various points of view - physical, social and "developmental" (personality, potential, capacities, education), - and therefore, from a programming point of view, various age groupings are taken into account. One of the most important of these groupings are infants and young children (aged 0-6) who account for approximately 23 per cent of the total population of the countries having programmes in which UNICEF co-operates.
4. Infants are statistically those aged 0-1. In some respects, their needs begin to merge with those of young children at 4 to 6 months of age, when they begin to need semi-solid food as well as mother's milk. The group 6 months to 3 years is particularly vulnerable from the point of view of nutrition and health.
5. Young children can be defined as 1-5 or 1-6 years of age. UNICEF finds 1-6 a more convenient grouping because the majority of children do not start school before age 7 in developing countries.
6. School-age population. The elementary or primary school-age population is taken as those aged 7-12. They account for approximately 15 per cent of the population of developing countries. Many countries are in the process of adding additional years to the primary school, often called "middle" school.
7. Youth. The lower end of the youth spectrum, those aged 13-15 years inclusive, is of more interest to UNICEF than older youth. It comprises approximately 7 per cent of the population of developing countries.
8. Services are usually organized by countries on a sectoral or functional basis, (e.g., to meet the needs of young children, school-age children, etc.) and there is ordinarily no strict cut-off by age of the children they serve.
9. A country programme as used in UNICEF documentation refers to the totality of UNICEF co-operation in a country directed to a variety of activities and services related to children. In its co-operation, UNICEF encourages a comprehensive approach towards improving the situation of children. Within a programme, a specific activity or series of activities may, for reasons of convenient identification, be referred to as a project. In that sense, a project is an element or aspect of a country programme.
10. Fields of co-operation (or categories of co-operation) refer to sectoral or other assistance groupings (e.g., child health, emergency relief) discussed in UNICEF documentation and for which commitment and expenditure figures are given (see chapter VIII). Within these fields, there may be subfields or subcategories (e.g., "water supply" under child health or "non-formal education" under education).

Annex II

UNICEF DOCUMENTATION

1. This annex outlines the series of documents prepared in connection with sessions of the UNICEF Executive Board and its Committees.

2. General series (E/ICEF/ ): This series receives the widest distribution and is used for:

(a) Rules of procedure of the Board (currently E/ICEF/177/Rev.4).

(b) Annotated provisional agenda of Board session. This provides document references to each agenda item and gives a suggested timetable and order of business for Board and Committee proceedings.

(c) The Report of the Executive Director. This report provides a review of the previous year's activities and, with the medium-term plan, forms the main documentation basis for the Board's general debate.

(d) The medium-term work plan.

(e) The supply operations report.

(f) The Report of the Board. The report on the regular annual session is reviewed by the Economic and Social Council and has, therefore, a dual symbol (E/ , E/ICEF/ ). It is issued as a Supplement to the Official Records of the Economic and Social Council.

(g) Report of the Board on its organizational meeting to elect officers and committees held after the annual Board session.

(h) Other documents which warrant general circulation; e.g., statements made at the Opening Ceremony of 1979 Executive Board session, Mexico City, the "Overview".

Summary records of Board proceedings are issued in the general series E/ICEF/SR.

3. Limited series (E/ICEF/L. ): This series includes reports and recommendations on policies presented by the Executive Director to the Board, progress reports prepared by the Regional Directors, various information papers and the documentation prepared for the Board's annual organizational meeting. Also in this series are reports of the Joint Committee on Health Policy which are published every two years and related papers.



4. Programme Committee series (E/ICEF/P/L. ): This series includes the agenda of the Programme Committee, country programme profiles and other documentation coming before the Programme Committee. A programme "round-up" paper which lists the commitments recommended is issued for each session in this series. The Programme Committee Chairman's statement to the Board appears as a conference room paper. The Committee's conclusions are reflected in the report of the Board. Summary records of the Committee have been issued in the series E/ICEF/C.1/SR. Beginning with the 1980 session, the Committee dispensed with summary records except for specific agenda items of a policy nature.
5. Committee on Administration and Finance series (E/ICEF/AB/L. ): This series includes the provisional agenda of the Committee on Administration and Finance, financial reports, the financial plan, budgets and other documentation coming before the Committee on Administration and Finance. The report of the Committee, which reflects the discussion in the Committee, is in this series; normally there are no summary records. The provisional agenda of the Committee gives the symbol numbers of the documents to be considered by the Committee. The UNICEF and GCO financial report and accounts and the report of the Board of Auditors are issued initially in the E/ICEF/AB/L. series and later as a Supplement to the Official Records of the General Assembly and are considered by the Fifth Committee.
6. Conference room paper series (E/ICEF/CRP/ ): This series consists of documentation issued at Board sessions primarily for participants but which in some instances are of wider interest. Although the series contains some information documents circulated in advance of the session, much of it consists of in-session documentation (e.g., statements by the Executive Director during the session, statements by the Board and Committee Chairmen, draft conclusions arising from the Board's consideration of various agenda items, Board and Committee session attendance lists).
7. NGO series (E/ICEF/NGO/ ): This series consists of statements to the Board by the Chairman of the NGO Committee on UNICEF and those submitted to the Board by NGOs in consultative status with UNICEF.
8. Information series (E/ICEF/INF/ ): This series contains checklists of UNICEF documents. They are issued at the conclusion of each Board session. Provisional checklists of documents being prepared for each Board session are issued in the E/ICEF/CRP series.
9. Other series: An example of other documentation series is that for the Special Meeting on the Children in Latin America and the Caribbean, held in Mexico City in connection with the 1979 Board session, issued as the E/ICEF/LATAM/79/ series. A UNICEF miscellaneous series (E/ICEF/Misc. ) is also sometimes used for circulation of information documents to Board members, mostly between Board sessions.
10. The main UNICEF regular information publications are listed in para. 58.

Annex III

EXCERPTS FROM GENERAL ASSEMBLY RESOLUTIONS ESTABLISHING  
THE LEGISLATIVE BASE FOR UNICEF

A

57 (I). Establishment of an International  
Children's Emergency Fund

I. The General Assembly,

Having considered the resolution adopted by the Economic and Social Council at its third session recommending the creation of an International Children's Emergency Fund to be utilized for the benefit of children and adolescents of countries which were the victims of aggression, and recognizing the desirability of establishing such a Fund in accordance with Article 55 of the Charter of the United Nations,

Decides, therefore:

1. There is hereby created an International Children's Emergency Fund to be utilized and administered, to the extent of its available resources:

(a) For the benefit of children and adolescents of countries which were victims of aggression and in order to assist in their rehabilitation;

(b) For the benefit of children and adolescents of countries at present receiving assistance from the United Nations Relief and Rehabilitation Administration;

(c) For child health purposes generally, giving high priority to the children of countries victims of aggression.

2. (a) The Fund shall consist of any assets made available by UNRRA or any voluntary contributions made available by Governments, voluntary agencies, individual or other sources. It shall be authorized to receive funds, contributions of other assistance from any of the foregoing sources, to make expenditures and to finance or arrange for the provision of supplies, material, services and technical assistance for the furtherance of the foregoing purposes, to facilitate and co-ordinate activities relating thereto, and, generally, to acquire, hold or transfer property, and to take any other legal action necessary or useful in the performance of its objects and purposes;

/...

(b) The Fund, in agreement with the Governments concerned, shall take such measures as are deemed appropriate to ensure the proper utilization and distribution of supplies or other assistance which it provides. Supplies or other assistance shall be made available to Governments upon approval by the Fund of the plans of operation drawn up by the Governments concerned. Provision shall be made for:

(i) The submission to the Fund of such reports on the use of supplies and other assistance as the Fund may from time to time require;

(ii) Equitable and efficient dispensation or distribution of all supplies or other assistance, on the basis of need, without discrimination because of race, creed, nationality status or political belief;

(c) The Fund shall not engage in activity in any country except in consultation with, and with the consent of, the Government concerned;

(d) The Fund shall appeal to all voluntary relief agencies to continue and intensify their activities and shall take the necessary measures in order to co-operate with these agencies.

3. (a) The Fund shall be administered by an Executive Director under policies, including the determination of programmes and allocation of funds, established by an Executive Board in accordance with such principles as may be laid down by the Economic and Social Council...

...

6. The Secretary-General shall submit to the General Assembly an annual audit of the accounts of the Fund.

7. The Executive Board shall make periodic reports of its operations at such times and in such form as the Economic and Social Council shall provide.

...

The effective operation of the Fund is dependent upon the financial resources which are put at its disposal;

II. Therefore,

The General Assembly expresses the earnest hope that Governments, voluntary agencies and private individuals will give the Fund their generous support.

Fifty-sixth plenary meeting  
11 December 1946

/...

B

417(V). Continuing needs of children: United Nations  
International Children's Emergency Fund

The General Assembly,

...

Recognizing the necessity for continued action to relieve the sufferings of children, particularly in under-developed countries and countries that have been subjected to the devastation of war and to other calamities,

1. Reaffirms its approval of the policy of the Executive Board of the United Nations International Children's Emergency Fund to devote a greater share of the Fund's resources to the development of programmes outside Europe,

...

6. Decides:

(a) That the Executive Board of the Fund shall be ... designated by the Economic and Social Council for appropriate terms, with due regard to geographical distribution and to the representation of the major contributing and recipient countries,

(b) ... the Board, in accordance with such principles as may be laid down by the Economic and Social Council ... shall, with due regard to the urgency of the needs and available resources, formulate the policies, determine the programmes and allocate the resources of the Fund for the purpose of meeting, through the provision of supplies, training and advice, emergency and long-range needs of children and their continuing needs particularly in under-developed countries, with a view to strengthening, wherever this may be appropriate, the permanent child health and child welfare programmes of the countries receiving assistance,

...

314th plenary meeting  
1 December 1950

/...

C

802 (VIII). United Nations Children's Fund (UNICEF)

The General Assembly,

...

Considering the urgent need for continuing the work of UNICEF,  
particularly in the under-developed regions of the world,

...

2. Reaffirms the pertinent provisions of General Assembly  
resolutions 57 (I) and 417 (V), with the exception of any reference to  
time-limits contained in these resolutions;

3. Decides to change the name of the organization to the United  
Nations Children's Fund, retaining the symbol UNICEF;

4. Requests the Economic and Social Council to continue to review  
periodically the work of UNICEF and to make recommendations to the  
General Assembly as appropriate,

...

452nd plenary meeting  
6 October 1953

/...

D

36/244 Enlargement of the Executive Board of the  
United Nations Children's Fund

The General Assembly,

Convinced that a strengthened and expanded United Nations Children's Fund necessitates the increased participation of Member States in the work of the Executive Board of the Fund,

Recalling its resolution 417 (V) of December 1950, which established the importance of constituting the Executive Board with due regard to geographical distribution and to the representation of the major contributing and recipient countries,

Noting that the composition of the Executive Board was last considered by the General Assembly at its eleventh session, when the General Assembly adopted resolution 1038 (XI) of 7 December 1956, replacing paragraph 6(a) of resolution 417 (V),

1. Decides, without prejudice to arrangements which may be made in other bodies, to enlarge the membership of the Executive Board of the United Nations Children's Fund to 41 members, to be elected from States Members of the United Nations or members of specialized agencies or of the International Atomic Energy Agency, subject to the following conditions:

- (a) Nine seats for African States;
- (b) Nine seats for Asian States;
- (c) Four seats for Eastern European States;
- (d) Six seats for Latin American States;
- (e) Twelve seats for Western European and other States;
- (f) One seat to be rotated among the five regional groups, in the following order: (i) African States; (ii) Latin American States; (iii) Asian States; (iv) Western European and other States; (v) Eastern European States;
- (g) Without prejudice to the terms of the States already elected, elections to these 41 seats shall be for a term of three years and retiring members shall be eligible for re-election;

2. Requests the Economic and Social Council to elect, at its first regular session of 1982, the additional 11 members of the Executive Board. a/

110th plenary meeting  
28 April 1982

a/ See Economic and Social Council decision 1982/126 of 6 May 1982.

Annex IV

GENERAL ASSEMBLY RESOLUTIONS ENDORSING  
THE BASIC SERVICES APPROACH

A

Excerpts from resolution 3408 (XXX), November 1975

Activities of the United Nations Children's Fund to expand  
basic services for children in developing countries

The General Assembly,

...

Recognizing that the provision of basic services for children in developing countries, as proposed by the United Nations Children's Fund in the annex to the appeal of its Executive Board to the General Assembly at its seventh special session, constitutes an important link in the development process,

Convinced of the consequent need for action at the national and international levels to assist in the expansion of these basic services for children as a means of promoting development,

Affirming that the enlargement of these basic services is a feasible, practical and effective means of responding to Economic and Social Council resolutions 1880 (LVII) and 1964 (LIX) and General Assembly resolution 3250 (XXIX),

Believing that the external assistance required to support these services is within the capacity of the international community,

1. Endorses the approaches to the expansion of basic services for children set forth in the annex to the appeal of the Executive Board of the United Nations Children's Fund, entitled "Basic services for children in developing countries", a/ which embodies proposals for expanding children's services in the fields of maternal and child health, nutrition, water supply, basic education and supporting services for women, utilizing the material and human resources available in developing countries, at costs which developing countries can ultimately afford,

2. Urges the developed countries and others in a position to do so to provide, through bilateral and multilateral channels and particularly through the United Nations Children's Fund, external assistance, at a level more commensurate with the needs of developing countries, in support of the efforts of developing countries to expand their basic services for children,

3. Invites the Executive Board of the United Nations Children's Fund to consider this matter in depth at its next session and to submit a report, through the Economic and Social Council, to the General Assembly at its thirty-first session.

/...

B

Resolution 31/167, December 1976

Expansion of basic services provided by the United Nations  
Children's Fund in developing countries

The General Assembly,

Recalling its resolution 3408 (XXX) of 28 November 1975 in which it, inter alia, invited the Executive Board of the United Nations Children's Fund to consider in depth the matter of basic services for children in developing countries,

Recognizing that the provision of basic services constitutes an important link in the development process,

Noting that the basic services concept represents the extension, to a number of developmental activities benefiting children, of the same principles as those adopted by the World Health Assembly at its twenty-eighth session held at Geneva from 13 to 30 May 1975 and by the Executive Board of the United Nations Children's Fund at its session held in New York from 14 to 30 May 1975 b/ in connexion with the approach to be followed in meeting basic health needs,

Convinced that the basic services concept and strategy, while providing guidelines for future action by the United Nations Children's Fund, are equally appropriate for adoption by agencies and authorities concerned with the promotion of programmes for human development in developing countries,

Stressing the importance of increased international co-operation in support of basic services as a vital component of social and economic development,

Believing that the external assistance required to support these services should be within the capacity of the international community,

1. Urges the developing countries to incorporate the basic services concept and approach in their national development plans and strategies;
2. Urges the developed countries and others in a position to do so to provide through bilateral and multilateral channels, including the United Nations Children's Fund, external assistance to supplement the efforts of developing countries in launching or expanding basic services benefiting children;
3. Urges the international community to recognize its responsibility for increased co-operative action to promote social and economic development through its support of basic services at the international and the country programming level.

/...



C

Excerpts from resolution 32/110, December 1977

32/110. United Nations Children's Fund

The General Assembly,

...

Deeply concerned about the magnitude of the unmet needs of children in developing countries and the effects that a failure to meet these needs could have on the long-term development process,

Believing therefore that meeting these needs should be taken fully into consideration in the drafting of a new international development strategy,

Believing moreover that the basic services approach, as elaborated by the United Nations Children's Fund, deserves full support because it contributes to the meeting of essential human needs,

...

1. Commends the United Nations Children's Fund for its initiative in regard to the elaboration and implementation of the basic services approach for children as part of a comprehensive development strategy,

2. Urges developing countries that have not already done so to incorporate, as appropriate, this concept and approach in their national development plans and strategies,

...

a/ Official Records of the Economic and Social Council, Fifty-seventh Session, Supplement No. 9 (E/5528), annex I.

b/ Official Records of the Economic and Social Council, Fifty-ninth Session, Supplement No. 6 (E/5698).

/...

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