

CF/HST/1985/034/Anx 03/02

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CF/HST/1985-034/Anx.03/02

April 1, 1960

UNICEF "QUO VADIS" APPRAISAL REPORT

Introduction

Towards the end of November 1959 Mr. Pate wrote to over ninety members of the professional staff of UNICEF asking for their comments and suggestions regarding UNICEF's future development with special reference to those activities which had proved most successful and those that had fallen short of expectations, to those new fields into which UNICEF might usefully enter, and to the prospects and methods of obtaining increased resources from governmental and other contributions.

Up to the 31st March 1960, 60 replies had been received. These had come in approximately equal numbers from officers borne on the strength of :-

Headquarters (New York)

Regional Offices (Beirut, Bangkok, New York, Paris)

Country Offices.

Attached to this report is a summary of the main points made in the letters received. Any summary must necessarily be a very inadequate reflection of the ideas which the writers of the letters endeavoured to express, in that a summary must ignore the various nuances and qualifications which are so important in emphasizing and modifying what may otherwise seem to be summarized as rather bald comments on current and future activities. Probably, therefore, every officer who has replied to Mr. Pate's letter will be disappointed by the fact that the report does not cover every suggestion made, and feel that it has not done justice to all the views expressed. The only answer which can be made to this criticism is that any such summary must of necessity concentrate on main points. Nevertheless all the letters have received careful study by Mr. Pate.

Already nearly a score of suggestions in the "Quo Vadis" letters have been adopted, some by the Board and some in conferences which took place at Headquarters with the Regional Directors in March; the Field is being advised of this fact through Regional Offices.

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It is natural that officers engaged almost exclusively on a particular field of UNICEF's activities should relate their comments to that field, and possibly regard that as the most important aspect of UNICEF's work. For instance, an officer serving in a country station where malaria control is occupying most of his time, will naturally tend to emphasize the assistance which UNICEF is giving in the malaria eradication campaign. Similarly dairy engineers are mainly concerned very largely with the erection and operation of milk conservation plants and the nutritional activities which are associated with them. Nevertheless, a great many of the letters, even from specialist officers, do endeavour to take a broad view of UNICEF's activities as a whole.

It is worthy of note that no one has taken the opportunity of ventilating any private grievances or referred to any personal problems with which he may be faced. All contributions are written in a co-operative manner, inspired only by a genuine endeavour to offer disinterested advice and suggestions for the ultimate benefit of the organization.

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UNICEF "QUO VADIS" APPRAISAL REPORT

For convenience this analysis of the views submitted by senior staff members regarding UNICEF's present and future work is divided into the following sections :-

- (i) General comments.
- (ii) The most and least effective of existing technical activities.
- (iii) New technical activities proposed or opposed.
- (iv) Administrative suggestions.
- (v) Publicity suggestions.
- (vi) Methods of increasing financial resources.

(i) GENERAL COMMENTS

Whilst some of those who have participated in the exercise feel that the activities which UNICEF is carrying out at the present time fall so far short of the existing needs to be met that it would be foolish to contemplate an early extension into other fields, many of the letters consider that the time has come for UNICEF to take more comprehensive and direct responsibility for helping to meet all the needs of children, whether physical, mental, emotional, including training for adult citizenship.

Various suggestions are made, dealt with later in this report, as to new fields of work into which UNICEF might enter, but these are treated as individual additions to the existing catalogue of activities. Over and above these specific suggestions the view is expressed in more than one letter that we are woefully uninformed of what are the basic needs of children. The suggestion is made that UNICEF should prepare a comprehensive statement of all these basic needs and might even be justified in spending a substantial sum on such a study. Alternatively such a survey might be undertaken on behalf of UNICEF by independent
....consultants.

consultants. If such a study was available it would then be a basis on which UNICEF could take a much greater initiative than at present and examine, with governments, all the fields of child welfare in which UNICEF could help in each particular country.

It is generally felt that UNICEF itself does not exercise sufficient authority in persuading governments of the responsibilities which those governments have towards their children and urging the utilisation of the help which UNICEF could provide in ensuring healthier, happier childhoods and in the preparation of those children for adult citizenship. One warning note in this connection is expressed that there is a danger of the "UNICEF tail wagging the Government dog", and the view is expressed in one letter that governments prefer supplies to technical advice. Nevertheless in view of the limited resources of most of the governments of the under-developed countries and their lack of knowledge and experience of the many problems of child welfare there is a general feeling that UNICEF should undertake more missionary work with Governments to persuade them of the action they should take in the fields of UNICEF's wider competence.

In this connection emphasis is laid upon the importance of UNICEF's cosmopolitan character and its complete freedom from political association, within countries or between countries.

The financial relations between UNICEF and the recipient governments come in for a varying range of comment. Some of the letters lay special emphasis on the great importance of the "matching" principle and suggest that UNICEF's help should only be given where full financial and administrative co-operation is provided by the local Government, and that when governments do not implement their obligations UNICEF's co-operation should be withdrawn. When this co-operation is not fully guaranteed at the outset projects should not be undertaken. Indeed the suggestion is made that in the "plan of operations" there should be a penalty clause against the government in the event of default on its part in carrying out its own responsibility. No

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indication is given as to the authority which would enforce this penalty clause where the government defaulted. On the other hand there is a great deal of sympathy for the difficulties of the recipient governments and the suggestion is made in a number of letters that greater flexibility should be applied in regard to matching and UNICEF should be prepared to meet, in special cases, many of the local costs which the recipient governments are at present required to carry. This undoubtedly runs the risk that UNICEF might be saddled with the whole cost of a project over a considerable number of years and that the undertaking might completely terminate if UNICEF help was withdrawn and no government counterpart activity had been developed. Such a contingency might be anticipated by providing, in the case of poor governments, for UNICEF to undertake a substantial share of local costs at the outset, but on a declining scale over a number of years.

Whilst most of the letters recognise the inadequacy of UNICEF's present resources and the need for a substantial increase in contributions there is a good deal of implied scepticism as to whether this will be achieved over the next few years. Consequently emphasis is laid upon desirability of utilising such resources as are available on projects most likely to be productive. It is in this connection that emphasis is laid on government matching as proof of real interest on the part of the recipient government. Longer term planning is advocated, suggesting that at present the broader implications of our activities receive too little attention. Furthermore, a more critical evaluation of our work country by country, and project by project is desirable. Another suggestion is that UNICEF should not enter into any fields in a particular country where bilateral assistance was being given on a substantial scale. It is also suggested that there is a tendency for UNICEF to concentrate an undue proportion of its resources in assisting the developing countries (e.g. India) and to ignore the really backward countries (e.g. Nepal, Laos, Cambodia and parts of Africa). It is argued that the latter countries are in much greater need of help. At the same time these are the very countries that have the most limited resources in terms of finance, administration and personnel. Nevertheless the suggestion

..... is made that UNICEF

is made that UNICEF missions might visit these specially backward countries to discuss with the governments concerned what action is necessary in the broad field of child welfare and to determine how far the government and UNICEF could cooperate to implement their initiation. In this way a greater proportion of the resources of UNICEF would go to countries and children most in need.

Some of the letters discuss the problem of making greater use of UNICEF's allocated but unspent balances and urge that Headquarters should adopt a more liberal policy of approval of more projects and enter into large and more liberal commitments. The point is made that so long as UNICEF has a large unspent balance in the bank further appeals for additional contributions will not be very successful. Indeed a number of letters complain of the rigidity of Headquarters in its examination and review of projects. Some staff members in regional offices or in the field express the view that wider programmes could safely be undertaken. This matter is further referred to later in the administrative section of this report.

A number of comments are made regarding the Executive Board and the Programme Committee. It is recognised that as these two bodies are manned by government delegates it is for the governments concerned to select their representatives. Nevertheless the view is expressed that it would be helpful if more delegations included individuals having direct experience of the technical aspects of UNICEF's work. It was also felt that the Secretariat of UNICEF could do much in educating the government representatives outside Board and Programme Committee meetings. One suggestion is that there should be a small informal committee of important Board members who could regularly meet senior members of the staff and be kept more adequately informed of UNICEF's work, objectives and ambitions.

In later sections of this report the question of publicity, whether designed to influence the general public or directed to governments, is discussed. In the present context reference might be made to the broader question of the limited resources which governments of under-developed countries allocate to social welfare schemes as compared with their expenditures on defense and political

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objectives, and the necessity for educational meetings by UNICEF officers with ministers and senior officials. The accusation is made that UNICEF officers tend to contact one department only, and then not always the Minister and senior officials of that department. Field officers, it is suggested, often aim too low - either because they do not have the appropriate diplomatic status or lack the necessary experience. Other departments than these normally contacted (usually Health) are interested in various aspects of the needs of the rising generation. We are urged, in one letter, to be less influenced by the myth that governments must first request help, and to take the initiative with influential members of governments, irrespective of their departments, in proposing new ventures. In another case attention is drawn to the fact that in many under-developed countries children represent 40% to 50% of the population, so that help given in general fields directly benefits the children. This principle has of course been recognised in the malaria eradication campaign.

One further idea is mentioned and that is that UNICEF might usefully be less directly associated with both contributing and recipient governments. A suggestion is made that the organisation might be divided into two parts, one directly associated with Governments as at present, and one appealing for private support (to organisations such as food firms). The latter might operate in the same way as do the larger charities in collecting contributions by advertising, personal approaches, etc. and in the disbursement of such special funds enter into direct responsibilities, like a bank, in financing measures of economic development which bear upon child welfare.

(ii) UNICEF'S EXISTING ACTIVITIES

As already mentioned the views of those who commented on UNICEF's current activities were coloured to a certain extent by their own particular assignments. Nevertheless even those directly concerned with specific activities often referred to other phases of UNICEF's work outside their own immediate responsibilities. On the whole there was little dissatisfaction with the work now being undertaken, the general view being that all existing activities are

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making a material contribution to child welfare and that on the whole they are being efficiently and economically operated.

One general comment was to the effect that UNICEF should concentrate on projects with a low per caput cost as compared with those involving high per caput expenditure for a relatively small number of beneficiaries. Whilst it is true that some projects, benefitting limited numbers, are very expensive in relation to the number of beneficiaries (premature babies, polio victims) it would not be wise to adopt as the sole criterion of UNICEF's assistance the benefitting of the largest possible number at the lowest possible cost. The nature of the service rendered may in the long run be just as important as the number who are being helped.

Pleas are made for much wider extension of some existing activities, in preference to extending UNICEF's help into new fields. For instance the suggestion is made for the inauguration of a ten-year milk conservation programme for India costing from \$2,800,000 to \$3,500,000 a year, the additional resources needed to implement this programme being provided by contributing governments in the form of the equipment and supplies needed. Details are given. Similarly the suggestion is made for an Indian programme for the total eradication of leprosy. Emphasis is also laid on the importance of the malaria eradication campaign and the desirability of covering as wide an area as possible. One letter suggests that an additional \$3,000,000 could be devoted to this work forthwith, over and above the present \$10,000,000 ceiling. (The Executive Director believes that for the balance of UNICEF's assistance, this ceiling should certainly be retained).

General support is expressed for MCH schemes and one critic pointed out that help in this field is receiving a diminishing share of UNICEF's resources. Another criticism is that Headquarters is disposed to authorise only those projects which form part of an integrated programme, whereas, it is argued, every maternity and child welfare centre established produces beneficial results.

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Emphasis is laid, in some of the letters, on the importance of providing transport to bring beneficiaries to maternity and child welfare centres and criticism is made of the limitations laid down that such transport can only be given where the number of beneficiaries amounts to a specified figure, irrespective of the size of the area in which the beneficiaries live. This limitation, it is alleged, is a severe handicap on the effectiveness of MCW centres in rural areas.

The view is also expressed that while maternity and child welfare services are valuable and produce lasting results they do not always catch the public imagination and so do not contribute to the full appreciation of UNICEF's help which would be justified. Nevertheless this very fact of their long term benefits is frequently quoted as their special merit.

In the field of disease control, malaria naturally enjoys most frequent mention. This is not surprising, bearing in mind the large proportion of UNICEF's resources devoted to this campaign. The view is, however, expressed that, valuable as disease control campaigns are, they tend to create the impression that we are a subordinate supply organisation of WHO and also that they do not leave a lasting impression once the initial stage is over. The public, so it is argued, come to regard the help provided in fighting disease as normal and not a particularly spectacular contribution to child welfare. On the other hand, some of the letters pay special tribute to the appreciation expressed regarding UNICEF's work in combatting leprosy, yaws, trachoma, tuberculosis and similar diseases. Moreover the immediate benefits of the help which UNICEF is rendering in fighting these diseases is more immediately obvious to sufferers and their families than are the slower benefits accruing from such long term programmes as maternity and child welfare.

.... There is almost -

There is almost universal tribute to the value of UNICEF's help in the nutrition field. Milk schemes are described in one letter as "UNICEF's backbone". The main criticism is that it falls far short of the needs of the children concerned, particularly in rural areas. Some letters suggest that the administration of distribution schemes by government and local authorities leaves much to be desired. Serious concern is expressed regarding the possibility that the distribution of skim milk powder will have to be materially reduced or even discontinued in certain circumstances as the result of developments in the "surplus" position in the United States, although one letter regards the distribution of this product as much less valuable than measures to develop local milk supplies or even UNICEF's MCW and disease control projects. Emphasis is naturally laid on the importance of developing in the countries concerned alternative sources of protein foods to take the place of skim milk powder, although it is recognised that the production of substantial quantities of such alternative protein foods is likely to take a long time.

The suggestion is made that MCP schemes could be made more effective by improved methods of financing, whereby the government concerned and UNICEF would jointly guarantee the full cost at the outset and the development and operation of such projects administered by a joint Board. One letter emphasises the importance of expanding nutritional activities and milk distribution schemes in Brazil where malnutrition in children is particularly marked. Other countries similarly mentioned are Ceylon, Pakistan, Burma, and Africa (generally). Several letters point to the fact that milk conservation schemes not only confer benefits on the consumers of the milk but also assist in the agricultural development of the countries concerned, thereby rendering material assistance to economic progress.

Outside the fields of maternity and child welfare, disease control and nutrition, the letters do not make much reference to UNICEF's other activities. Emphasis is everywhere laid upon the importance of training in relation to the fields in which UNICEF is rendering assistance (midwives, nutrition education,

....auxiliary personnel

auxiliary personnel, etc.). On the other hand one letter doubts the value of UNICEF concentrating too much on training activities, holding the view that these should be a matter for the local government itself to organize and finance.

In the review of UNICEF's existing activities varying references are made to environmental sanitation. Some letters suggest it as a "new activity" which UNICEF should undertake. In others emphasis is laid on the importance of improved water supplies and also on the improvement of sanitary systems as a necessary contribution to child health. One letter links up environmental sanitation with irrigation schemes designed to improve food production and suggests that UNICEF should give considerable help to such a combined objective. On the other hand the view is expressed in some letters that UNICEF is not in a position to render any great assistance in the field of environmental sanitation, having regard to the enormous cost of installing safe water supplies and modern sanitary systems.

(iii) NEW TECHNICAL ACTIVITIES

Some of the letters classify as "new activities" work which is already being undertaken in certain fields, but of which the author of the letter was probably unaware. For instance the suggestion is made that UNICEF should provide support and assistance for community development schemes, overlooking the fact that in a number of countries UNICEF's maternity and child welfare activities as well as its nutrition programmes are directly associated with such schemes. The same comment applies to environmental sanitation.

Some letters, influenced by a consciousness of the coming population problem and the criticism that WHO and UNICEF are increasing the seriousness of this problem, feel that more attention will have to be given in future to this question and increased emphasis laid on parental responsibility for ensuring that their children enjoy a good start in life, and for a realization that the fall in infant mortality as well as changing economic circumstances are likely profoundly to effect demographic developments. Clearly the whole responsibility in regard to population and family growth lies with the parents, although governments, possibly assisted and advised by outside organizations, should be

.... able to

able to educate parents as to their responsibilities to their offspring. If parents could be made to realize that the quality of their offspring is more important than the quantity that many more of their children are likely to survive infancy, and that there will not be the same economic pressure for increased numbers of juvenile workers in agricultural employment, an automatic decrease in the birth rate might result. Nevertheless it is hardly necessary to repeat the problems involved arising out of current religious, cultural, economic and other considerations.

The discussions which took place before and at the meeting of the UNICEF Executive Board in March 1959 on the subject of education have not been without effect on staff members. There is a very general recognition of the opinion that UNICEF cannot limit its responsibilities to the physical condition of children, but that it must sooner or later take within its cognizance the provision of help in the development of children's minds and characters and in problems of mental health. In very many letters emphasis is laid upon the importance of UNICEF giving help in the educational field - with special attention to training in living and craftsmanship. No very clear indications are supplied as to the form and scope of this help. Probably a great deal of study of local situations and circumstances is necessary (such as Miss Chesters is undertaking in the field of social welfare) before anything in the way of detailed educational plans could be prepared. It is recognized that UNICEF could not take over the responsibilities for educating the children of the world. That is the responsibility of parents and national governments. It is, however, generally felt that assistance might be given in the recruitment and training of teachers, and that this assistance should not necessarily be limited to the restrictions laid down in the resolution of the Executive Board of last March, but be of such a nature as to enable those entering the teaching profession to become fully qualified instructors of young people in all aspects of intellectual, social and emotional development. Scholarships and fellowships in other countries for the study of educational practices are also advocated.

At the same time one or two letters warn against UNICEF venturing into the educational field, on the grounds that its resources are limited and that there is still much to be done in the fields of maternity and child welfare,

..... disease control

disease control and nutrition. These letters argue that until we have done all we can to improve the physical condition of children we should leave mental improvement to other bodies and organisations.

Emphasis is also laid on the importance of social work amongst homeless children, orphans, delinquents, cripples, and those whose parents have been absorbed into industrial developments. The importance of housing is mentioned, with the suggestion that UNICEF could assist in creating better and happier homes. Nevertheless the view is also expressed that opportunities in these fields are very limited.

One or two suggestions are made that UNICEF should give more assistance in the field of food production, by assisting in the development of agricultural extension services, the provision of agricultural machinery, the improvement of roads for food distribution, the establishment of irrigation schemes and co-operative organisations. The danger here is that such activities might duplicate the work which FAC is at present undertaking.

It may, however, be said that the "new activities" suggested for UNICEF do not reveal any strikingly novel ideas. But perhaps, as Solomon said, there is nothing new under the sun! Education, social welfare, etc., have been matters of discussion amongst members of the Secretariat and members of the Executive Board for some time and any advance into these field has so far been ruled out either on the grounds of policy or of limited financial resources. Nevertheless the interest expressed in these matters shows that a powerful ferment is at work which expresses a growing restiveness with present limitations. Many of the letters imply that until a comprehensive study of all the basic needs of children has been undertaken it is difficult to suggest where UNICEF's influence should be adopted in regard to the different fields in which help could be given.

(iv) ADMINISTRATIVE SUGGESTIONS

The various suggestions regarding improvements which might be adopted in the administrative system of UNICEF naturally vary with the source from which they come.

... In this section

In this section of the report an attempt is made to group and integrate them. In this same section will be included such comments as have been made in the various letters on the selection, purchase and despatch of equipment and supplies.

The most general plea is for greater flexibility in administration and a reduction in the amount of red tape to which international organisations seem to be peculiarly addicted. In particular, increased decentralisation is urged, with greater responsibility for country offices. With this is naturally associated the plea for recruiting the best possible type of country officers and ensuring to them a continuing career in the organisation.

Some letters question the desirability of there being more than two levels of authority within UNICEF. It is urged that administrative efficiency would be achieved by limiting the organisation to Headquarters and either regional or country offices, but not both. Associated with this is the plea, assuming that the two tiers would be Headquarters and country offices, for the development of closer association between officers serving in the field and those at Headquarters. Appreciation was expressed by many field officers at the approach which Mr. Pate made to them in asking for their comments and suggestions regarding UNICEF's current activities and future development. Field staff would like to see this approach further developed into a system of regular consultation between senior officers in New York and those serving in distant countries.

The complaint is made that the advice of field officers sometimes is disregarded in regional offices and at Headquarters, notwithstanding the fact that the country officer is much better informed of local conditions and requirements. Some officers feel that the organisation still suffers under the stigma of being "temporary" and that it is not able therefore to attract the best type of officer desired, since a career cannot be guaranteed. But, in fact, UNICEF is a "continuing" organisation and it offers the same system of contracts as the UN. Moreover it is pointed out that salary scales in all international organisations (including UNICEF) have not kept pace with increases in remuneration obtainable

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outside, and that this is also operating to the detriment of UNICEF obtaining staff of the highest possible quality. One suggestion is that UNICEF should recruit young "trainees" who after a period of service in various parts of the organisation would be expected to become field and country representatives.

In connection with the qualifications listed as important in country representatives are :-

- (a) ability to mix on equal terms in the highest political and official circles,
- (b) possession of a fluent knowledge of the local language,
- (c) diplomatic skill in dealing with representatives of other organisations as well as the local populations of the country.

In one case the complaint was made that in the field office conditions are not always satisfactory. The suggestion is also made that there should be a more regular system of rotation amongst outposted officers so that they would not normally spend more than five or six years in the same country. After such a period, it is suggested, they lose a good deal of their independent point of view and have too much assimilated local opinions and inertia.

Various detailed suggestions were made such as the introduction of greater economy in administration, the maintenance of much clearer lines of responsibility than exist at present, where important officers are sometimes ignored, and even the desirability of better time-keeping being maintained by all employees of the organisation.

In the matter of supplies and equipment the complaint is made that the recommendations of country officers, who have most experience as to the type and character of equipment needed, are frequently ignored and purchases made of unsuitable items determined, possibly, by the necessity of making purchases in a particular country where the Fund has a contribution to spend. This leads to field officers sometimes refraining from giving the most suitable advice regarding

....the kinds and

the kinds and sources of the needed equipment, knowing that it might in any case be ignored. Some letters have complained that money has been wasted on the purchase of unnecessarily expensive vehicles. In other cases unsuitable equipment has been supplied. For instance it is urged in one case that hand looms would have been of much greater value to the country people concerned than the sewing machines which were distributed.

The suggestion is also made that much duplication might be avoided in the field by joint services with other Agencies for obtaining and handling supplies.

(v) PUBLICITY SUGGESTIONS

The general impression derived from a study of the letters received is that the public at large should know more about UNICEF; people do show great interest when someone describes its work and its objectives. It is realised that vast advertising campaigns are out of the question, but various suggestions are made for extending the present publicity services of the organisation. Some suggestions are inconsistent with others, but each represents the point of view of the individual concerned, a point of view which is no doubt conditioned largely by the circumstances in which he lives and works.

Whilst it seems to be generally recognised that human beings are the same everywhere and respond to much the same appeal, emphasis is laid upon the importance of adapting that appeal to local conditions. Strong pleas are made not only for more publicity material in the language of the country to which it is supplied but for its preparation in terms which accord with local psychology and local circumstances.

It is appreciated that much of the UNICEF publicity material is prepared primarily for use in the United States which contributes so large a proportion of UNICEF's resources, and whilst most of the arguments used in such promotion matter are of universal application, difficulties are sometimes aroused in other countries by too much emphasis on United States concepts. For instance the expression of values in dollars, frequent comparison with United States demographic and health conditions, reference to United States organisations and institutions make the readers of such material in other countries feel that it is alien to their own interests. This would seem to refer to reprints of American magazine articles and pamphlets which have been contributed to UNICEF and distributed in limited quantities to the field. UNICEF today publishes basic information material in 20 languages. In issuing information in different countries more attention should be given to the vernacular press than is the case at the present time.

...Some letters plead

Some letters plead for the preparation of special publicity for particular groups - e.g. agricultural organisations in countries like Denmark, commercial and business circles in the industrialised countries, officials and ministers in the more developed nations, school children, and members of the legal professions. On the other hand others plead for a more general type of publicity approach which makes an appeal, by virtue of its human argument, to members of all classes. Some letters suggest that publicity, whether in the form of printed matter or press releases provided for particular countries, should be more closely associated with the progress of UNICEF projects in the countries in question.

UNICEF officers, whilst on home leave, are urged to make special efforts to deliver speeches, give radio and television broadcasts in their own countries on what UNICEF is doing in the territories in which they work. The view seems to be generally held that individuals members of the organisation often could do ^{much} more in their own countries to increase interest in UNICEF than they are doing at the present time. It is only fair to say that many of our staff are doing excellent educational work in their home countries.

Some criticism is made of the arguments at present advanced. One officer feels that too much emphasis is placed upon the help that can be given for various units of currency. Another complains that there are too many sob stories about individual cases. Not enough emphasis is laid, so another letter urges, upon the more spectacular aspects of UNICEF's work in particular projects and particular countries.

General tribute is paid to the public information value of the greeting cards. The comment is made that the cards alone do not sufficiently emphasise the UNICEF story, and that most recipients (not the purchasers) just remember them as similar to all other cards bearing the name of a publishing house, a firm of designers, or an established artist. The word "UNICEF" is remembered but what it stands for is not appreciated by the recipient. To meet this the suggestion is made that each card, should in addition to the greetings, say something about UNICEF's work and achievements. The suggestion is also made

... that UNICEF might

that UNICEF might prepare and issue a UNICEF calendar each year, each month telling something of UNICEF's activities in different fields. The proposal is even put forward in one letter that UNICEF should undertake paid advertising campaigns, but this suggestion clearly ignores the cost. The fact is that UNICEF receives much free advertising through publications of N.G.O.'s, business publications, and the press-radio-television in general.

It is suggested that the opportunity should be taken whenever international meetings are held (such as the U.N. Assembly, Agency Conferences, professional and technical meetings) for some intervention or speech to be made in regard to UNICEF's related work, in the hope that not only would those present be informed but that outside publicity might also follow.

(vi) METHODS OF INCREASING FINANCIAL RESOURCES

Everyone recognises that UNICEF's resources fall far short of the amounts required to meet the needs of the world's children. While most letters express the view that measures could be taken to increase these resources, both from governments and private donors, a good deal of scepticism exists as to the likelihood of a substantial rise in UNICEF's total contributions during the next few years. Attention is drawn to the competing claims by other international organisations (new and old) as well as by private bodies for voluntary contributions from governments.

General preference is expressed for the maintenance of the voluntary principal, as compared with an assessed income in which each country contributes a prescribed share, but some letters argue that if UNICEF's resources were provided out of a total overall budget of the United Nations a larger amount might be available for UNICEF activities. One letter definitely proposes that the Executive Board should fix the contributions of countries to UNICEF on the basis of a compulsory quantum related to national circumstances, (national income figure, budget expenditure, size of population, estimate of resources, etc.).

... The point is

The point is made that UNICEF's appeal to governments (and also to private contributors) has fallen between two stools. There is the humanitarian appeal to assist children because they are small and helpless; there is the economic argument that the steps taken to ensure healthy, well-educated children are the best investment which can be made to ultimate economic development. A number of letters, however, express the opinion that the latter argument has not been very effective with member governments. Possibly it has not been sufficiently well expressed, or it may be that the contribution which the expenditure of UNICEF thus makes to economic development is so small, in relation to the financial needs of countries, that it is regarded as an unconvincing argument.

Reference is also made to the argument, which has been used in the past, to the effect that the expenditure of UNICEF on equipment and supplies in particular countries considerably exceeds that country's contribution. As, however, UNICEF's expenditure on these items represents so small a share of the total export trade of the country in question, this argument has cut little ice with the governments or with industrial and commercial interests.

Whilst some of the letters urge the further development of these economic arguments, the general feeling is that more support will be shown towards UNICEF if its appeal rests upon the broad basis of ensuring to the children of the world a happy, healthy childhood linked with preparation for their adult responsibilities in the communities of which they will become members.

One letter makes the interesting suggestion that UNICEF should follow the example of TAB, which in the Philippines has obtained large sums from the government to be expended in the Philippines themselves on economic development. To accept contributions earmarked for local expenditure is of course against UNICEF's present policy, but a substantial expansion of activities in particular countries might be possible on the basis of special additional contributions from the governments of those countries for local projects.

...Reimbursable procurement

Reimbursable procurement, as undertaken by UNICEF for countries is that analogue of what TAB does by providing additional experts at government expense. It appeared that only exceptional circumstances could require UNICEF to assume responsibility for local expenditure of a special local contribution.

A further suggestion is that countries might be willing to contribute supplies and equipment in kind for particular projects (e.g. a milk conservation campaign in India) in addition to their financial donations. Any such arrangement would involve very complicated supervision and co-ordination, but it is argued that such a plan might win the support of important industrial concerns, and increase the scale of UNICEF's assistance.

While it is recognised that the recipient countries cannot make large contributions to UNICEF, some letters urge that too little attempt has been made to obtain increased amounts by UNICEF regional and country officers. A further suggestion is that a UNICEF finance mission might visit all countries, in turn, to discuss the question of the needs of UNICEF, the possibility of increasing the government's contribution and the possibility of undertaking additional local projects.

A number of letters plead for a greater effort by UNICEF to collect contributions from non-government sources. The effort of the refugee organization to collect voluntary contributions from the general public this year is quoted as an example of what can be done if a drive is properly organised and placed under individuals with professional experience. One letter feels that the "Trick or Treat" campaign in the United States might be adapted to conditions in other countries and associated in each case with some appropriate national event and occurrence. An interesting proposal is that organisations and individuals might be willing to make substantial contributions to "earmarked" projects falling within already approved UNICEF programmes in operation in various countries thus releasing already allocated funds for use in other activities.

... The general implication

The general implication of the comments regarding contributions from private sources seems rather to express the feeling that UNICEF has no policy on this matter. It does not definitely appeal to the general public for funds; nevertheless it is prepared to accept any sums which organisations and individuals are ready to contribute. A clarification of UNICEF's policy in this matter would be helpful not only to UNICEF officers in the different countries but also to National Committees and other bodies interested in the furtherance of UNICEF's aims.

Reference has already been made to the unspent (but allocated) balances held by UNICEF in the bank. This is referred to in connection with the problem of persuading governments to increase their contributions. It is pointed out that the only basis on which governments can be persuaded to respond to UNICEF's needs is to adopt a policy of overspending (naturally on necessary undertakings) so that it is always in immediate and pressing need of funds.

Reference is made to the influence of one contributor upon another, whether in the governmental or the public field. The suggestion is made that a further increase in the United Kingdom contribution would be a stimulus to other countries. Seeing that the United Kingdom has already announced an increase in its contribution for 1960 it will be interesting to see what effect this has on the contributions of other governments.