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INTRODUCTION

1. The year 1971 marks the twenty-fifth anniversary of UNICEF. Created by the General Assembly in December 1946, UNICEF was the first United Nations organization to provide material assistance, and the first organizational innovation in the social field not specifically envisaged in the United Nations Charter.

2. When UNICEF began, it had ready-made assets of good will. In addition to the desire of the world community to save a generation of children suffering from malnutrition and disease in the war-torn countries, there was also a broader aim. Interest in children was universal and transcended political and other differences. The work of UNICEF was concrete, readily understood, and a symbol of the larger purposes of the United Nations. The fact that financial contributions could be obtained from private sources as well as by Governments made it possible for thousands of individuals in many countries to contribute in a tangible way to a cause which appealed to them. In later years such broad-based support proved to be of inestimable value as UNICEF endeavoured to reflect changing needs and to work in still closer co-operation with the Governments of large numbers of countries.^{1/}

The early years in Europe

3. During its first several years the Fund's resources were devoted necessarily to meeting the emergency needs of children for food and clothing. At the peak of UNICEF operations in Europe,

^{1/} The brief sketch of evolution of UNICEF main policies during its first twenty-five years which is given in paras. _____ is elaborated in a special addendum to this report (E/ICEF/603/Add.9).

some 6 million children received a daily supplementary meal through 50,000 centres in twelve countries. In addition, clothing and shoes, processed from raw materials provided by UNICEF, were provided to 5 million children. More than 8 million children were vaccinated against tuberculosis. Milk collection facilities, dairies, and milk processing plants which were destroyed or had deteriorated during the war were rebuilt. By the end of 1950, UNICEF had devoted over \$112 million to programme aid; of this expenditure, 32 per cent was incurred in Europe.

Focus on developing countries

4. With recovery in Europe well under way by the early fifties, UNICEF moved into the second phase in its development. The principal emphasis was now to be placed on programmes of long-range benefit to the children of developing countries. As opportunities arose, UNICEF resources were directed into fields such as health, nutrition, welfare and education.

5. In health, operations began with mass campaigns against diseases like tuberculosis, yaws, leprosy and malaria which particularly affected children. These were followed by the effort, which is still under way, to create and maintain networks of basic health services. These included maternal and child health, immunization, safe water and waste disposal, health and nutrition education and, most recently, family planning.

6. Aid in nutrition, which first took the form of supplementary child feeding, was later extended to milk conservation. In turn, this led to a growing concern with the development, production and distribution of low-cost high-protein food mixtures and with applied nutrition programmes seeking to educate and help the rural population in producing and preparing foods required for better child nutrition.

7. In social welfare, increasingly, the child, the family and the community came to be seen together, and aid was extended in cities through neighborhood centres, day-care centres and youth clubs, and, in rural areas, through informal training of mothers in better child rearing and home and community improvement, through women's clubs and other self-help activities.

8. Assistance in the field of education was first given in 1961 with the object specially of improving the quality of primary schooling through training of teachers and supervisors, curriculum reform and use of modern technology. Schemes of pre-vocational education training were also supported as a means for equipping adolescents with simple skills of value in their future work.

9. In all areas of long-range development the availability of trained manpower was found to be a critical need. Therefore, in recent years about one-third of UNICEF assistance has been devoted to the direct and indirect support of training facilities for various categories of personnel, and more specially for middle-level and auxiliary staffs.

Role in development

10. The third phase in the evolution of UNICEF was foreshadowed towards the end of the fifties, when increasing concern began to be expressed by the members of the United Nations over the fact that, despite considerable effort, the gap in incomes and welfare between the less and the more developed countries had increased and that the rate of economic and social progress in the developing countries was still far from adequate. At its session in March 1960, the Executive Board of UNICEF felt that the time had come for a general review of the problems of children in the developing countries. Accordingly, it requested the Executive Director to arrange for consultations with individual countries and the technical agencies of the United Nations for the purpose of ascertaining the priority needs of children of the developing countries and identifying the fields in which UNICEF might assist so as to contribute to the greatest possible extent to their present and future welfare. This led to the preparation of a study on The Needs of Children based on reports by six agencies of the United Nations.^{2/}

11. Following the Resolution in December 1961 of the General Assembly designating the sixties as the United Nations Development Decade, in June 1962 the Executive Board of UNICEF adopted a declaration on a Long Term Policy for Children in relation to the

^{2/} UNICEF The Needs of Children. A Survey of the Needs of Children in the Developing Countries (The Free Press of Glencoe, New York, 1963).

Development Decade. Noting the significant changes that had been under way, the Board felt that help for children and young people could not be regarded as an isolated field of work and must be related to the improvement of conditions in the family, the community and the nation. Proposals for long-term improvement in the conditions of children and young people would be most effective if integrated into over-all national programmes. The measures needed were spread over a number of fields and their effective mobilization on behalf of the rising generation called for coordination at the national as well as at the international level. For its part, UNICEF resolved energetically to press forward to the limits of its resources in support of policies and activities seeking to promote child welfare services as a vital aspect of economic and social progress.

12. In recent years, in co-operation with other organizations of the United Nations, UNICEF has devoted much attention to planning for children and youth as an integral part of over-all national plans and has endeavoured to prepare the ground for the formulation by individual countries of national policies for children, adolescents and youth. The foundations for this effort were laid at the round-table conference at Bellagio in April 1964, followed by regional conferences in Santiago (1965) and Bangkok (1966) and a series of other conferences and seminars at national level and for groups of countries.

13. These discussions have led to a widespread realization that national development policies should take a comprehensive view of the child providing, in the early years, for the necessary care and protection and, in the later years, for adequate preparation for change and modernization. Health, education, skills and welfare services for children and adolescents were of course vital for their future development, but in seeking this objective economic factors were no less important than the social. Moreover, to the extent possible, programmes had to be oriented to the needs of different age-groups and to the varying conditions prevailing in rural and urban areas. In implementing them, special efforts had to be made to reach the family as a whole and to secure the participation of each community and its leaders as well as of non-governmental organizations and voluntary workers. In the nature of things, within each country, the responsibility for determining priorities, taking new initiatives and integrating different aspects of development with one another rested with the Government, but there was also much that UNICEF could do, in co-operation with other members of the United Nations development system, to assist and stimulate. This approach has helped UNICEF to deploy its limited resources in a flexible manner, in keeping with the plans and requirements of each country.

Development trends in the sixties

14. Early in the decade, tentative proposals for action outlined by the various agencies of the United Nations were brought together in a report of the Secretary-General.^{3/} Being based on a global view of the possibilities of development in different fields, these proposals were necessarily indicative in nature and, at this point of time, they could not be directly related to regional or sectoral appraisals of problems encountered by individual countries or groups of countries. The proposals for the First Development Decade envisaged greater attention to the development of human resources and to the improvement of social conditions. Children and young people were described as the main potential agents and beneficiaries of all economic and social development programmes and the need for coordinated planning for the younger generation, cutting across the conventional sectors of governmental administration and development planning, was stressed. Nevertheless, the principal economic objective proposed for the decade - an average growth rate of 5 per cent per annum for the developing countries - remained more or less apart from other objectives.

15. An interim assessment prepared by the Secretary-General in 1966 on behalf of the Administrative Committee on Coordination,

^{3/} United Nations: The United Nations Development Decade. Proposals for Action. (New York, 1962, Sales No. 62II B.2).

while noting some favorable developments, recorded the difficulties which had been experienced and the slow pace of progress realized in several directions.^{4/} Surveys and reports on economic and social trends prepared by the organizations of the United Nations through the second half of the decade have drawn attention to several critical problems and furnished valuable insights. However, systematic appraisals of the course of development over the decade of the sixties and the lessons to be stressed in relation to each sector and to each region have yet to be brought together. In part, this may be explained by inadequacies in information and the inherent difficulties of international and interregional comparisons. Yet it is to be hoped that before the present decade is too far advanced, the various agencies of the United Nations, including the regional economic commissions, will make a special effort to present the necessary appraisals and propose work programmes such as could facilitate continuing assessment of economic and social data bearing on development and thus assist both developed and developing countries in evolving and implementing appropriate policies at the national and international level.

16. At the end of the sixties, widespread poverty and the factors which account for it, or accentuate it, continue to

^{4/} United Nations. Economic and Social Council, United Nations Development Decade, Interim Report prepared by the Secretary-General (E/4196, 5 May 1966, mimeographed).

dominate the efforts of UNICEF and other organizations of the United Nations, as of individual developing countries, to secure the welfare and raise the level of productivity of children, adolescents and youth. Statistics of national per capita income are seldom a satisfactory basis for comparison. However, even allowing for deficiencies in data, it is worth recalling that in countries assisted by UNICEF, in terms of population, 60 per cent had, in 1968, an average per capita income per annum of US \$ 100 or less, 74 per cent of \$200 or less, and 84 per cent of \$300 or less. About 98 per cent of the population with an average income of US \$ 200 or less lives in Asia and Africa.

17. Although there are common underlying economic and social problems as between developing countries, dissimilarities in patterns of growth, in levels of income and consumption, and in education, health and other aspects of development are even more striking. Over the past decade, much the greater part of the population of developing countries suffered from the effects of extremely low rates of growth amounting, in some cases, to prolonged stagnation. Thus, the inherent economic situation of several countries has seriously impeded their efforts to develop their human resources and to provide for the welfare of the young. For a number of countries with moderate levels of per capita income, in which overall growth rates have been

apparently satisfactory, uneven development as between urban and rural areas, the distribution policies actually followed, and allocations of public and private resources between economic and social development, have had adverse effects on the welfare of children and adolescents, specially among the less privileged sections of the community.

18. While limitations arising from economic conditions and policies are not to be under-estimated, in a large number of developing countries, considerable efforts were made over the decade of the sixties to strengthen the social infra-structures, specially in health and education, and to undertake extensive manpower training programmes to operate newly established services. The available data indicate that the progress achieved in establishing health services, though still meagre in relation to needs, has been appreciable in comparison with the past. Community welfare services have also received attention, specially in the rural areas. In several countries, beginning with an extraordinarily small base in education and literacy, high rates of increase in school enrolment have been a common feature. In turn, these have brought to the fore a series of new tasks, notably, the need to reform schools, to introduce new curricula and adapt education to the needs of the rural community, to develop supplementary systems of non-formal education and, above all, to provide employment opportunities on a rapidly increasing scale.

19. Despite common features and the lessons which different countries and regions can derive from one another, it is clear that each country has to evolve an appropriate combination of programmes and policies for the welfare and development of its children, adolescents and youth, keeping in view its total economic and social context. In the main, these programmes and policies must be pursued steadily over a long period of years; at the same time, they have to be continuously refined and strengthened in the light of actual experience. In all sectors, the coverage has to be expanded at the same time as the quality of the services provided is upgraded and delivery systems are improved.

20. These considerations have been generally kept in view in determining the areas to which UNICEF resources should be applied though, obviously, conditions in different countries have not been equally conducive to long-term development policies. UNICEF programme expenditures during the period 1961-1970 amounted to over \$300 million compared to \$150 million during 1951-1960. Since UNICEF assistance involves participation in a wide range of development activities undertaken by individual countries and the proportions of total expenditure as well as the nature of the contribution made by them must vary considerably, programme statistics which are currently in use are subject to many limitations. Often, UNICEF's contribution, though

essential to the undertaking involves only modest financial outlays. Nevertheless, the following statistics serve at least to convey a very broad impression of the dimensions of UNICEF assistance in the development of services for the welfare of children and adolescents and some of the important directions in which UNICEF has been able to support the efforts of many developing countries over the decade 1961-1970.

	<u>1961-1970</u>
A. <u>Health</u>	
1. <u>Assistance in equipment</u>	
- Rural health centres	5,581
- Rural sub-centres	25,424
- Urban health centres and institutions above rural health centres	2,613
- Training institutions	1,030
2. <u>Assistance in supplies</u>	
in 1960	19,020
in 1970	40,218
B. <u>Education and Pre-vocational training</u>	
<u>Assistance in equipment</u>	
- Educational institutions	55,689
- Pre-vocational training centres	624
C. <u>Nutrition</u>	
<u>Assistance in equipment</u>	
- Schools	5,826
- Other centres, including demonstration centres and training institutions	4,633

1961-1970

D. Family and child welfare services

Institutions assisted 6,254

E. Communicable diseases

1. Number of beneficiaries

- BCG vaccination	225 million
- Yaws	14.9 million
- Trachoma	36.4 million

2. Leprosy: Number under treatment

in 1960	0.9 million
in 1970	1.86 million

3. Malaria: Population protected

in 1960	60 million
in 1970	67 million

21. The support given by UNICEF, within the limits of its resources, to the efforts of many countries in the training of personnel, expansion of services, provision of facilities for teaching and demonstration, reform of education, and experimental projects in several fields, has proved significant for their overall development. There has been an encouraging trend for individual countries to maintain and extend services initially established with UNICEF assistance, thus enabling UNICEF to move its own resources into new and important fields to which sufficient attention could not be given earlier.

22. As a positive achievement of the decade from 1961 to 1970, it should be said that a number of countries have moved steadily from selection of individual schemes and projects towards the concept of national plans for health, education and other sectors. A few countries have proceeded still further and developed programmes bearing on children as an integral component of their national plans. Increasingly, the main priorities of developing countries are being expressed through medium-term plans; resource allocations also largely follow these plans. In a number of countries the principal emphasis is shifting more and more from selective schemes, undertaken in isolation, to the development of basic social services and facilities, specially in health, MCH, and education, to the extension of coverage and training of personnel as well as to the gradual improvement of services available to the general community.

23. In pointing to these gains in promoting and in creating conditions for the welfare of children, it is necessary to stress that the problems involved are large in magnitude and there are deep-rooted obstacles which will not be overcome without prolonged and far-reaching efforts in many directions. Therefore, whatever has been achieved can be regarded at best as a sound beginning, more promising in some countries, less so in many others. There are several fields of development for which even this claim can only be made with great caution. Among these are provision of facilities for pre-school children,

improvement of environmental sanitation in rural areas, the education of girls, provision of facilities for the education and training of large numbers of school-age children who are wholly outside the school system, vocational preparation of adolescent boys and girls, attention to children in urban slums and shanty-towns and, more generally, the strengthening of resources and capabilities of local communities, specially in the less developed regions, in relation to the welfare of children and adolescents.

24. It has to be acknowledged frankly that, as developing countries endeavour to provide for the needs of children in formulating their development plans, they encounter growing difficulties. To find adequate answers to these is among the principal tasks to be accomplished over the coming years. In absolute terms, the budgetary resources at present devoted directly to the development of children and adolescents or to services which bring indirect benefit to them, are generally small and inadequate. Even where the initial costs are met, perhaps sometimes in part from external resources, services already established are becoming more costly to maintain and involve recurring burdens which, in turn, come in the way of expansion and improvement. The less developed areas and the poorer sections of the population, who are always difficult to reach, continue to be comparatively neglected. Thus, differences in living conditions, in the standard of public services, in income,

skills and opportunities, which are already marked at the start of development, tend to become still larger. Factors which have made for economic growth and development have also served to widen such differences producing, in turn, new stresses and strains within developing countries.

25. Among the main issues thrown up by the experience of the First Development Decade is the importance of correctly determining priorities for the future. It is obvious that the Governments of developing countries have to strive for economic growth and development if they are to make the necessary resources available. At the same time, it is now essential that, within each country, the entire process of economic and social development be so guided and influenced that the development of children and adolescents, who constitute everywhere a great wealth of potential human resources, and the corresponding strengthening of the social base, receive their due share of attention and investment as fundamental elements in the strategy of development. The pursuit of economic and social development as interdependent goals, calling at each stage of formulation and implementation for a unified approach, will be crucial for the welfare and development of children during the coming decade. Therefore, the main focus has to be on discovering and evolving concrete and effective methods, at the national and international level, of translating such an approach within each country into plans and programmes of action which are based on careful assessment of needs, resources and priorities, and on efficient administrative structures and procedures and the participation of local communities and voluntary agencies.

The Second Development Decade

26. The International Development Strategy for the Second Development Decade adopted by the General Assembly of the United Nations provides a framework for international co-operation within which each country can evolve a design of development appropriate to its conditions and calculated both to meet its general economic and social needs and to secure the necessary conditions for the well-being of children, adolescents and youth. In these aspects, by far the most pervasive challenge to be reckoned with is the growth of population. The population of the less developed countries, which stood at about 2,050 million in 1960 and at about 2,500 million in 1970, may have risen to over 3,200 million by 1980.

27. These demographic trends have profound significance for different groups among children and adolescents:

Population trends in relation to children and adolescents

<u>Age-group</u>	<u>Less developed countries</u>			<u>UNICEF assisted countries</u>		
	<u>Population</u> (million)		<u>Proportion of</u> <u>total popula-</u> <u>tion in 1970 -</u> %	<u>Population</u> (million)		<u>Proportion of</u> <u>total popula-</u> <u>tion in 1970</u> %
	<u>1970</u>	<u>1980</u>		<u>1970</u>	<u>1980</u>	
<u>Pre-school children</u> (0-6 years)	552	681	21.7	419	540	23.0
<u>Elementary school-</u> <u>age children</u> (7-12 years)	382	494	15.0	280	380	15.4
<u>Adolescents</u> (13-15 years)	173	216	6.8	123	163	6.7
(16-18 years)	158	194	6.2	113	146	6.2
<u>Total</u>						
up to 15 years	1107	1391	43.5	822	1083	45.2
up to 18 years	1265	1585	49.8	935	1229	51.4

28. The coming decade brings new promise of material advance. In most of the developing countries, economic and social infrastructures, industrial capacities and the availability of trained manpower will continue to be strengthened. In a number of countries in Asia, recent progress in plant breeding and agricultural research and in the spread of high-yielding varieties of cereal crops, often described as the "Green Revolution", will exert growing influence on farm practices and on the production of foodgrains. Being in their nature uneven in spread and coverage, these developments will benefit some sections of the rural community far more than others. Thus, in most developing countries, the prevailing contrasts are likely to be further sharpened leading, in turn, to new social, economic and even political tensions. With the numbers to be reckoned with during the seventies and beyond, in each country, the task of extending education, health and welfare, and establishing more equal conditions for the entire population, is likely to become more rather than less difficult. There will also be new and serious problems affecting the environment to which resources will have to be devoted.

29. The effects of these various developments will be felt most acutely by the young. Therefore, because of their changing situation, in addition to overall measures, it will become even more essential to prepare programmes and policies to meet the specific needs of different age-groups. The rapid growth of population in urban areas and specially in urban slums and shanty

towns, and the marked deterioration in living conditions resulting from it, will call for measures directed towards children in cities and towns at the same time as the development of rural areas is stepped up and diversified. Through the next decade, in view of the problems of employment, industrialization and technological change, in almost all developing countries, millions of children and adolescents, already exposed to health hazards and lack of educational and economic opportunity, are likely to face still greater uncertainty and frustration.

30. These and other developments, which can be readily foreseen, place a heavy responsibility on individual developing countries as well as on the developed countries and the international community as a whole. The very scale of the tasks ahead calls for a sense of urgency and an intensity of effort and for resources far exceeding any envisaged in the past. It also points to the need for a more long-term view, involving an objective appraisal of past development and future needs, and closely related to the probable course, over the next decade, of

economic growth, social trends and technological developments in different regions. A general survey of the situation and needs of children and adolescents in different regions and in different sectors of development, undertaken at appropriate intervals, could serve as a benchmark for assessing gains and pointing to tasks which should receive greater attention both nationally and internationally. Such a survey could attempt to bring together information bearing on various problems affecting children and adolescents as well as data indicating the levels of development reached, the principal gaps observed, and the directions in which efforts on the part of developing countries and international organizations need to be accelerated. UNICEF hopes to present the first such survey to the Executive Board early in 1973.

31. Following the decision of the Executive Board last year, UNICEF is currently engaged in an assessment of its assistance policies in relation to the programmes of individual countries concerning the welfare of children and adolescents. In addition, in line with similar work being undertaken by the specialized agencies of the United Nations and in co-operation with them, UNICEF has recently initiated studies relating to the problems of children and adolescents over the next ten to fifteen years. On the basis of these studies, it is hoped to prepare a broad perspective of development for children and adolescents for the Second Development Decade.

32. It is apparent that the results of action or inaction during the coming years will influence decisively the pace and direction of economic and social development and the quality of life. It is, therefore, hoped that in the light of the assessment of UNICEF-assisted development programmes in developing countries and the perspective of development referred to above, at its session in 1972, the Executive Board may find it possible to review the main directions of a long-range policy for the welfare and development of children and adolescents and youth within the framework of the total strategy for economic and social planning and development over the Second Development Decade. Conclusions emerging from such a review could materially assist UNICEF in doubling the scale of participation in the efforts of developing countries over the next five years, as has been already contemplated by the Executive Board at its session in 1971. In co-operation with other organizations of the United Nations, UNICEF could thus endeavour not only to give fuller support to the development programmes of individual countries, but also assist them in planning more comprehensively and with a longer time perspective for the welfare and development of children, adolescents and youth viewed as one of the integrating sectors of social and economic policy.