

CF/HST/MON/1988-011

# **HENRY R. LABOUISSSE**

**UNICEF EXECUTIVE DIRECTOR, 1965 - 1979**

**UNICEF HISTORY SERIES  
MONOGRAPH XI**

(86p)

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**HENRY R. LABOUISSÉ,  
UNICEF EXECUTIVE DIRECTOR, 1965-1979**

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## I. INTRODUCTION

Henry R. Labouisse, whose life for more than 40 years had been dedicated to public service in both national and international fields, was UNICEF's second Executive Director. He served for 15 years, from June 1965 to 30 December 1979.

During his tenure, he considerably accelerated an evolution begun under his predecessor, Maurice Pate.<sup>x/</sup> Starting primarily as a humanitarian agency in the United Nations system, UNICEF gradually became a full-fledged partner in the international development community, maintaining its special concern for children. Its programme scope was greatly widened, and its cooperation with governments doubled in amount (measured in terms of dollars of constant value).

In the process, among the most important developments were:

- The introduction of the "country programming approach", involving an analysis of the main problems of children and the possibilities of action in countries receiving UNICEF cooperation;
- Advocacy and support for "basic services" — the essential services that the country should try to deliver to all children, particularly those of families in the lower socio-economic groups. Community responsibility would be fostered in the delivery of these services.
- The "lead" responsibility given to UNICEF by the United Nations General Assembly for the International Year of the Child. The Year, celebrated in 1979, led to a broader UNICEF involvement with issues affecting children and accelerated the movement in UNICEF towards finding more effective ways to protect children against neglect and exploitation.

A major motif of Harry Labouisse's tenure was the endeavor to convince the world as a whole, and especially to make the idea accepted among decision-makers, that children and their proper care and nurture must be an essential component of the development of society.

He also contributed outstandingly to the UNICEF tradition of seeking to help children on both sides of civil conflicts. This often involved delicate political situations, and his skillful diplomatic abilities were an important factor in breaking impasses in a number of instances.

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<sup>x/</sup> An account of this evolution is given in some detail in The Children and the Nations: The Story of UNICEF, by Maggie Black, mainly in Chapters 10 to 16, (UNICEF Edition, 1986).

The bulk of this Monograph (Chapter IV) is devoted to UNICEF's main policy concerns as expressed by Harry Labouisse during his tenure as Executive Director. They are presented in the form of selected key passages from statements he made, often initially to the UNICEF Executive Board. Some of these statements were seminal in the evolution of UNICEF policy. Others recapitulated developments over several years and suggested next steps. They embodied the experience of UNICEF over the years, combined with Labouisse's own experience and sense of values, and his alertness to world-wide economic and social developments as they affected children. They reflected his continuous interchange of ideas with Board members, UNICEF staff, and others concerned with improving the condition of children. In substance they obtained the endorsement of the Board.

Most of the passages in this Monograph have had to be limited to the essential core of the Executive Director's views on key issues. In many instances sentences or paragraphs elaborating on the issues have been shortened or omitted in order to keep this Monograph within reasonable length. Labouisse, of course, had much more to say about these issues at other times, and to a number of audiences.

While this Monograph is primarily issue-oriented, and as such can serve as a basic reference work on policy evolution during a decisive fifteen year period of UNICEF's history, some of the personal characteristics of Harry Labouisse which influenced his leadership of UNICEF are also apparent in this Monograph. In addition to being reflected in the wording of the passages quoted, they emerge in the interviews held with him in which he talked informally about his early family life and his career before he came to UNICEF (Chapter III), in the obituary on him (Chapter II) and the excerpts from eulogies at Memorial Services held for him (Annex).

## II. BIOGRAPHICAL NOTE ON MR. LABOUISSSE ISSUED BY UNICEF FOLLOWING HIS DEATH

Henry R. Labouisse died of cancer on 25 March 1987 in New York City at the age of 83. He had a long and distinguished career in international social and economic affairs culminating in his leadership of UNICEF from 1965 to 1979.

He was known by all who served with him for his integrity and sense of justice, his acute analytical capacity and sound judgement, and his personal warmth and courtesy. When he retired from UNICEF, a senior colleague noted: "There is an almost instant direct human sympathy between him and the people he is talking to — his simplicity and directness of expression, his readiness to listen to arguments and to change his mind, and at the same time, when it is a question of principle, then his readiness to defend it."

Born 11 February, 1904, in New Orleans, Mr. Labouisse graduated from Woodberry Forest School, Virginia, in 1922. He earned a B.A. degree from Princeton University in 1926 and a LL.B. from the Harvard University Law School in 1929. He practiced law for 12 years in New York City.

After the outbreak of the Second World War, he entered public service, joining the Division of Defense Materials of the United States government. He was appointed Counselor for Economic Affairs in the US Embassy in Paris in 1944 and later played a key role in setting up the Marshall Plan in Europe. He served as Chief of the Marshall Plan Special Mission to France from 1953 to 1954.

In 1954, U.N. Secretary-General Dag Hammarskjold appointed Mr. Labouisse Director of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), which was responsible for providing food, shelter, health services and education to some 900,000 refugees. By the time he left in 1958, the standard of living had improved generally throughout the camps, despite severe political and administrative tensions as well as insufficient funds, and UNRWA had managed to put in place an expanded programme of vocational training and develop a reservoir of goodwill for the organization in both the host countries and among the refugees themselves.

Mr. Labouisse became a consultant to the World Bank in 1959 and directed an economic survey of Venezuela, which included, for the first time in such studies, chapters on health and education. In the summer and fall of 1960, at Hammarskjold's request, he was granted a leave of absence by the Bank to serve as Special Adviser in UN efforts to contain the upheavals in Congo (now Zaire) following its independence.

Appointed by President Kennedy as Director of the United States International Co-operation Administration in 1961, Mr. Labouisse played a key role in the preparation of legislation which led

to the establishment of the successor Agency for International Development (USAID). From 1962 to 1965 he served as Ambassador to Greece. He was appointed Executive Director of UNICEF by UN Secretary-General U Thant shortly following the death of the organization's first Executive Director, Maurice Pate, in 1965.

In a world where political tensions often threatened to derail international social and humanitarian initiatives, Harry Labouisse was deeply committed to keeping the issue of children's well-being firmly above the political battlefield. UNICEF had established since its creation a tradition of non-partisan relief to children and mothers in distress on both sides of civil conflict. The war in the Indochina Peninsula, and the Nigerian civil war, were two of the most testing experiences for humanitarian action in the post-colonial world. Labouisse's quiet diplomacy enabled UNICEF to aid children and mothers wherever they happened to be, even when they were outside the control of internationally recognized States.

During the late 1960s and early 1970s, UNICEF became much more involved in longer-term development efforts for children, considerably enlarging the scope and strengthening the effectiveness of its operations. An approach to "basic" or community-based services for children was introduced, which embraced health, safe water, nutrition, education and women's programmes and which emphasized self-help by people and communities, linked to government services for necessary support.

In the mid-1970s, Mr. Labouisse led UNICEF to join with the World Health Organization (WHO) in the development and promotion of the primary health care strategy involving a reorientation of the conventional pattern of health services to reach the large mass of underserved people, especially in the developing countries. These joint efforts received a major impetus in 1978 with the WHO/UNICEF-sponsored Conference at Alma-Ata, USSR, where Ministers of Health and senior health officials of some 140 countries accepted primary health care as the principal means of achieving "Health for All by the Year 2000."

In 1979, the last year of Mr. Labouisse's tenure, the UN General Assembly made UNICEF the lead agency worldwide for the "International Year of the Child." Generating a degree of interest in the well-being of their children in many countries far exceeding original expectations, the Year also led to broader UNICEF advocacy and involvement on issues affecting children, nationally and internationally.

In September 1979, UNICEF, working with the International Committee of the Red Cross on relief operations in Kampuchea, was designated "lead agency" of the United Nations system for this effort, an emergency operation as complex as any in the United Nations' history. Mr. Labouisse brought his very special experience to this intricate and internationally sensitive situation, and helped guide the massive international relief effort in the last months before his retirement.

Mr. Labouisse travelled extensively in the more than 100 countries where UNICEF was providing

assistance. His happiest moments were spent in the field, going from village to village with local people and UNICEF staff members, gaining first-hand knowledge of the impact of the organization's work and also of the inevitable difficulties and shortcomings. During Mr. Labouisse's stewardship, UNICEF income from governments and private contributions increased from \$33 million in 1965 to more than \$250 million in 1979.

For some six years following his retirement from UNICEF, Mr. Labouisse served as Chairman of the Board of the American Farm School, a vocational training center for Greek rural youth in Thessaloniki with which he had become acquainted while serving as US Ambassador.

Mr. Labouisse was first married to Elisabeth Scriven Clark, who died in 1945. He had one daughter, Anne and four grandchildren. In 1954, he married Eve Curie, the youngest daughter of the scientists Pierre and Marie Curie, an author and journalist. He was survived by his wife, his daughter and four grandchildren.

### III. BEFORE UNICEF

#### Excerpts from interviews with Mr. Labouisse<sup>21</sup>

I am not one of these people with a dramatic background. I started off in a rather quiet, unpretentious way of life. My family was reasonably well-to-do, comfortable. My father's family were all from New Orleans. One of our ancestors, Jean-Jacques Labouisse, had come over from France in the latter part of the 18th century. The Labouisses were Huguenots. My mother's family came from Charleston. They also were Huguenots, and their forefathers came over from Europe about the same time.

I was born and brought up in New Orleans, went to school there, and went away to prep school in Virginia. I had two brothers, one four years older, and the other eight years older. But I'm the only one who eventually went North to live. We grew up in the South during the "Jim Crow" era in which there were "colored only" and "whites only" signs in restrooms, restaurants, and so forth. I never felt too much affected by this: my family really had no racial hang-ups.

In the family there was an interest in broad social issues. During the First World War, my father was the volunteer head of the regional American Red Cross. I was brought up to try to do things of a civic nature. I remember, during World War I, one of my first public speeches was made in what they called the "Four Minute Man", selling Liberty Bonds. I won a prize for selling bonds. My father also wanted all of us boys to work. In the summer, we went up to Lake Champlain and we boys helped to take care of the family place in Westport. I use to run a vegetable garden and all the vegetables that the family couldn't eat I sold in the neighborhood and to the local markets. I've always had a special feeling about farm life and nature. I like to see things grow.

It was real hard work to organize this garden, which was quite big. Sometimes I couldn't do all the ploughing and planting by myself: I would get someone to do that, then I ran the thing. Before the First World War, and during it, we often had huge numbers of guests down for week-ends and I used to produce all the food for everybody. Although comfortably well off, we didn't have an automobile until I was in my early teens.

Later on, when I was in law school, I was also secretary for my father in the summertime, taking dictation, writing his letters, keeping his checkbook, etc. My father was in the cotton business in New Orleans. He was a man of tremendous integrity. He once tried to stop a financial panic in New Orleans, I think it was in about 1907, when there was a great run on the markets. He tried to prevent it, though he risked losing all his money by continuing to buy in order to stop the rush of sales. He did lose a lot of money but he helped stop the panic. He was always quite an example to me because of the way he cared about other people.

After graduating from Princeton I went to Harvard Law School. I liked the law. I liked legal processes of thought. I always felt it was very helpful, no matter what you were going to do later, to get that kind of training. While at Harvard Law I hadn't yet made up my mind about my future, so that was one more reason for me to continue being educated a little longer.

When I left law school, my first thought was to go back to New Orleans to practice law. The leading firm in the New Orleans had offered me a job; so I didn't look for work in New York at that time. But, the head of the New Orleans firm said he wanted me to go to Tulane University for a year to study the Louisiana code and Louisiana law, which are somewhat different from the common law in other States of the U.S. By then, I had had enough of studying and felt it was time to start earning my own living, so I decided to come to New York.

This was in August 1929, just before the great stock market crash. I had a cousin, a former Secretary of State, who was a partner in a New York law firm. He offered me a job. I thought his offer bordered a little on nepotism and I didn't take it. My cousin then gave me the names of other firms in New York and I started working in September 1929 at \$2100 a year, which was reasonably good, in those days, for a young man just out of law school. When Christmas time came, the little envelope was brought around in which, normally, you'd get a raise as a Christmas present — but this time I got a little note saying that, unfortunately, because of what happened in October, and on into the depression, my salary had been cut \$300. So I was now getting \$1800 a year instead.

I intended to practice law in New York for a couple of years and then go back to New Orleans — but I just never did that. I stayed on with my firm for about 12 years. I wasn't terribly happy with big New York corporate practice: we did a lot of corporate mortgage work and I thought this left something to be desired. But, you know, when you start something, you like to see it through. Also, I wanted to become a partner in the firm, so I stuck on until that happened.

In 1935 I had married Betsy Clark. She came from a wealthy family — the Clark money came from the Singer Company. Our daughter, Anne, was born in 1938.

A year later, World War II was on in Europe. I had a great friend from New Orleans, Walter Butterworth, who was in the Foreign Service. He was posted in the U.S. Embassy in London. He kept suggesting that I come to Washington to work for the Government, but I was hesitant. Dean Acheson was then Assistant Secretary of State in charge of Economic Affairs and Tom Finletter, a lawyer from New York, was starting a new economic operation in the State Department called the Division of Defense Materials. The idea was to acquire war materials from various countries and also to prevent such materials from going to the Germans. I finally decided to join the team and I started working in Washington in August 1941. I thought I would work for the Government for a year or two. But then came Pearl Harbor, America was in the war and I just never went back to practice law again.

I want to go back to an earlier episode which greatly increased my interest in social problems. When Betsy and I were first married we lived on 68th Street between 2nd and 3rd Avenue in New York City, and there was a settlement house — a neighborhood house — on 70th Street between 1st and 2nd Avenue called the Lenox Hill Neighborhood Association. I had worked over there quite a lot with Betsy. The paid resident head was a wonderful woman called Rosalie Manning, but the Board, in those days, was mostly a “society” Board. It had a lot of big business men, some of whom were involved with mortgages on property in that neighborhood — in those so-called “railroad flats” that went straight through. Miss Manning felt that the people who owned these buildings and the people that held the mortgages weren’t treating the tenants properly. She was quite a forceful lady and she antagonized the Board, so the Board decided to get rid of her. Betsy and I opposed this very strongly and finally, one day, at a Board meeting — after a very unpleasant discussion where I thought most members were being unfair — I was asked if I would be prepared to take over. That was kind of a shocker. I was only in my thirties at the time, and this was a big responsibility. I asked for some time to think it over.

The settlement house served people of about 25 different nationalities who lived in that area — Hungarian, Germans, Irish, you name it. I strongly felt Miss Manning was right. I got together some young friends of ours, and they said they would support us — then I said to the Board, yes, we would take over. I didn’t want to be the head, so I persuaded a friend of mine, who also had a certain amount of money, to agree to be president. I became vice-president, and we ran the Association for a while. A group of people about my age, some of them younger, in their twenties, really pitched in. It was their first confrontation with charity or social work, and they gave a lot to it. They raised quite some money and the whole thing hummed along. Miss Manning stayed on. It was wonderful! This was my first active venture into social work and it influenced me profoundly.

Back now, to the war. In 1944, I was asked by the State Department to go to Paris as Minister of Economic Affairs in the American Embassy; this was just after Paris had been liberated and the war was still going on. I said there were three reasons why I shouldn’t go: I wasn’t an economist, my

French wasn't all that good, and we had this young child — about five at the time. I didn't know if we wanted to move right away. They said, well, don't think it over more than overnight. I felt under pressure — and finally I decided we would go. I went to Paris alone in the early fall of 1944. My wife and daughter were to join me later. But this was the time when Betsy became very ill: she never did come over, and she died in September 1945 of cancer. I had returned to Washington, where I continued to work for the State Department.

In June 1947, General Marshall made a speech at Harvard, launching the idea of what became known as the Marshall Plan. As originally conceived, it was addressed to all countries of Europe, but the Eastern Europeans decided not to participate. I was part of the State Department team which worked on formulating the Plan. We spent the whole winter preparing what we were going to present to the Congress. It was a new kind of approach: our Government asking the Congress to take a long-term financial commitment — over four years — to help putting the war-devastated European countries back on their feet. It finally did go through Congress thanks to the bipartisan approach.

During the winter of 1948, I was sent to Paris from time to time to follow the creation of what was to be known as the Organization for European Economic Co-operation, (OEEC), which later became the Organization for Economic Co-operation and Development (OECD). The theory was that European countries ought to form an organization to deal co-operatively with some of their new problems. The U.S. were not a member of OEEC and didn't want to be, but I sat in for our Government with two or three associates. That is the way I got to know Dag Hammarskjold: he was then representing Sweden in the discussions on the Marshall Plan. After the Marshall Plan legislation was passed by the Congress, I was back in the State Department as Co-ordinator for Foreign Aid and Assistance, with a staff of about twelve people. In 1951, I was sent once again to Paris as head of the Marshall Plan mission to France. I was there for three years.

In 1954 Dag Hammarskjold, who had recently been named Secretary-General of the United Nations, was looking for someone to go to the Middle East to head the UN agency for Palestinian Refugees — UNRWA. For some reason, he decided I was the person to do it. I hadn't really followed that situation and it was a rather unknown territory to me but Hammarskjold was quite insistent — I think because he always believed in dealing with people he knew and trusted. He asked the U.S. Government to release me and they said okay. So I left for Beirut, and that was how I started my UN connection.

During that same year, Eve Curie and I were married. A French author and journalist, she was the youngest daughter of the scientists Pierre and Marie Curie. We lived our first years together in the Middle East.

UNRWA gave me first-hand experience with refugee conditions, with health, nutrition, education, and children's problems. It made me face directly the problems of poverty and underdevelopment. Just one example: In the UN legislation, the refugees were defined as Palestinians "who lost their homes and means of livelihood" as a result of the events of 1946, 47 and 48, and of the establishment of the State of Israel in 1948. UNRWA was told to take care of the refugee population, but we were

limited to that official definition. Now, in the border villages, if a man still lived in his home in Arab land but with all his former fields on the Israeli side or the demarcation line, he could not be recognized as a refugee. As director of UNRWA, I could do nothing for that category, so we called on UNICEF to help at least the children in those particular villages. They provided skim milk powder as well as other items and the UNICEF office in Paris did some purchasing for UNRWA in general. That was the first contact I had with UNICEF.

In UNRWA, human problems confronted us daily. The refugees suffered great deprivations, physically, morally, and spiritually. Our UN Agency, established to look after them, was primarily concerned with their physical well-being, with food, with shelter, with education for the children. We tried not to get involved in the acute political problems which were the main concern of a great many of the refugees, and particularly of their leaders.

Let me just mention the kinds of things that UNRWA did. We had on our rolls roughly 900,000 registered refugees (about 500,000 in Jordan, a little over 200,000 in the Gaza Strip, over 100,000 in Syria, and over 100,000 in Lebanon). We provided rations for them — mostly what we called “dry rations”, that is flour, some rice, beans, and so on, plus a small amount of butter or other fats. The total cost of the distribution of food came to roughly \$18 a person a year.

The next item of importance, obviously, was health. We ran our own clinics, we also made arrangements with local hospitals in the host countries for some refugee care. This was mostly done through relations with governments, or with church groups. In all health matters, we had the technical help of WHO.

Now about education: we provided, throughout the area, education for grammar school age and some secondary schooling. Most of the secondary schooling, as I recall, was done in schools of the host countries to which we paid stipends based on numbers of pupils. But the primary schools really were run by UNRWA, with the technical help of UNESCO. We also established some vocational training schools. The total cost of running all of our operations, including shelter to which I will come in a moment, was, in those days, \$27 a person a year — food, health, education, shelter.

On the question of shelter, many people think of the refugees as living just in camps. My recollection is that less than 50% of the total 900,000 lived in UNRWA-supported camps. The balance, scattered in five neighboring countries, lived with families, relatives, friends — often in city slums. Those living in cities or near the cities usually would get some sort of work. This helped them to survive on the rations we gave them, by supplementing them with extra food.

The problems we had then — in the fifties — were relatively simple compared to the problems which exist now among the refugee population. At the time, there was no PLO and the Palestinians were not particularly organized. The refugees used to say constantly “When can we go back to our homes?” This is the sort of situation we were faced with, in those early days.

How did we deal with it? One day at a time, one problem at a time. I always tried to keep out of the political clashes and antagonisms, while remaining thoroughly aware of the political problems. I never took sides: I did show some sympathy for the situation in which the refugees found themselves, but I was never critical of any one country and I tried to maintain as much of a balance as I could between the forces at play. I also tried to calm things down as much as possible, and to be completely honest with the refugees. I think they finally accepted me.

On the whole, I think we did the best we could under the circumstances. I had the great good fortune of having a marvelous staff working with me. Most of them were already with UNRWA when I came but I also brought some new people — one of whom was Sherry Moe. The whole team worked very hard, under conditions that had no precedent.

I travelled very widely and often, throughout the area. I visited every camp, every one of the 57 camps. I visited the schools, the hospitals, and all our other installations. You had to be very close to the problem in order to deal with it.

When I first joined UNRWA in 1954, Hammarskjold had suggested that I go for a year. I had said I would do that but when I tried to talk to him about leaving at the end of the year, he did not want to hear about it. I eventually stayed for four years. I was about 54 at that time and I felt the need to come back and live in the States, where my young daughter was in boarding school.

In 1959 I joined the World Bank as a consultant. I had known Eugene Black, the President of the Bank, for some years and he and some of his senior associates urged me to come to work with them. At that particular moment, the Government of Venezuela had requested the Bank to conduct an economic survey of that country, and I was appointed to head this team. I worked at this for over a year. What especially interested me during this mission were the matters of priorities in the use of funds. For example, the programs of Venezuela in the health field called for the construction of sophisticated hospitals. Our team felt that it was much better to build a number of small clinics in rural areas which would serve people far removed from the cities, as there were already large hospitals that were not fully utilized. The thought was to bring services closer to the people. One of the things we tried to stress was the importance of health, of education, of basic services in relation with economic progress. Industrial development, the building of new roads, of steel mills and the like is not enough: a country is made of people, and they need help for their own development. That is a philosophy I always had. I tried to express it in my acceptance speech, when UNICEF was awarded the Nobel Peace Prize.

In the summer of 1960, Dag Hammarskjold suddenly asked me to come to New York to help him with the Congo situation, which was just coming to a head. He borrowed me from the Bank for a few months. Then Gene Black suggested that I become a representative of the World Bank for Africa. I was just about to start in that new capacity when, in November 1960, I was asked to come and talk to the Kennedy team in Washington. My career at the World Bank thus ended in early 1961.

I had received a call from Dean Rusk, who was designated to be Kennedy's Secretary of State. I went to see him and he said that the new President would like me to become the head of the International Cooperation Administration (ICA). At that time the foreign aid complex was spread out into several parts: there was the ICA, the Development Loan Fund, The Commerce Department, and the Agricultural Department. I was offered to be the head of ICA, which was the main cog in this wheel, and I accepted.

The Kennedy Administration had decided to reorganize the whole structure of foreign aid and I was asked to head a task force to do this. I worked on that at the same time as trying to run ICA. President Kennedy's original idea was to have all US foreign assistance brought together under one agency, including economic and military aid. This was the way our task force started. But then, the White House contact on the Hill reported that the programs would not go through the Congress if merged. So the military was separated out and the new agency which we restructured and proposed is, in fact, the present USAID. Some members of the White House staff wanted me, at the same time, to shake up the old ICA and get rid of many of the people who had worked there over many years. This I was not prepared to do. So someone else was appointed the head of the new agency, USAID, which replaced ICA in early 1962.

Dean Rusk discussed several positions with me, both in Washington and overseas. After reviewing various possibilities, we agreed on my being appointed Ambassador to Greece. My years in Greece were to be enormously interesting and rewarding for me and for Eve.

In November 1964, when I had been the American Ambassador in Athens going on three years, I received a long letter from Maurice Pate. He wrote that he intended to retire, after some 18 years as Executive Director of UNICEF, and that he was looking for a successor. He expressed some of his ideas about UNICEF, and asked me if I would be interested in succeeding him. I must say this came as a terrific surprise to me because I didn't know Maurice Pate all that well. He said in his letter that he thought that I would be approved by the Secretary-General, by the United States Government, and by the UNICEF Board and staff.

My first contact with Maurice Pate went back to my UNRWA DAYS. As I mentioned earlier, I had been in touch with UNICEF to see if they could provide some assistance to Palestinian children in certain border villages. In addition, the UNICEF office in Beirut gave us locally a lot of help. From time to time, when I touched base in New York, Maurice invited me to lunch at the Union League club. The more I thought about the work of UNICEF and its objectives, and about Maurice's surprising offer, the more I felt I should consider it. I decided to be back to New York and to talk to Maurice. When I saw him, he seemed somewhat worn-out and in ill health. He was a good salesman for UNICEF and he persuaded me that this would be very interesting and challenging job. I supposed one of the reasons Maurice Pate had thought of me in the first place and had written me that letter, is that he knew I had been interested in development, and was familiar with my UN background.

While in the United States, and before making my decision, I had several informal talks about

UNICEF with US and UN officials. I saw Hubert Humphrey on the day he had retired from the Senate because he had just been nominated as Vice President to run with President Johnson. In his view, the three agencies of the United Nations which were very good were UNICEF, WHO, and ILO. When I met with Secretary of State Dean Rusk, he urged me to take the job and assured me that UNICEF had the full support of the US Government. Paul Hoffman, the head of the UN Special Fund, also encouraged me. He emphasized the importance of UNICEF and said he would look forward to our working together as UN colleagues. During my discussions with Maurice Pate, I had asked him why someone from within the organization couldn't take over from him. I particularly had in mind his deputy, Dick Heyward, with whom I was very much impressed. He told me that Dick would in fact prefer to continue as Deputy.

So I decided to come to UNICEF, after being assured that my age was not going to be a stumbling block. (I was already past 60, which was the official UN retirement age.) At the time, I was hoping to take my new post toward the end of 1965. I wanted to have some more time in Greece. Unfortunately, Maurice Pate died suddenly in February and Zena Harman, who was then Chairman of the Executive Board of UNICEF, flew to Athens to see me. She pressed me to come to UNICEF as soon as possible. Our very positive and useful talks increased my understanding of the working of the Board and of the Agency's administration. I hastened my preparations for the move to New York and I officially started working with UNICEF at the Board meeting of June 1965.

#### IV. MR. LABOUISSSE AS EXECUTIVE DIRECTOR

*The first two statements in this Chapter are the full texts of Mr. Labouisse's first statement to the Executive Board, in June 1965, and several months later, his acceptance speech for UNICEF of the Nobel Prize, in December 1965. These basically set the tone for his approach to meeting the objectives of UNICEF and for his administration of the organization. The third statement, made in May 1966, expresses his conviction about UNICEF's contribution to development. It is an extract from his opening address to the first UNICEF Board Session for which he had full responsibility for the Secretariat's input.*

#### **"Maiden" Speech to the Executive Board, 14 June 1965<sup>21</sup>**

This is my first opportunity to meet with this Board in regular session and to tell you how very happy I am to become a member of the UNICEF family. I have met some of you informally and have already benefited from our exchanges of views. I look forward to meeting and getting to know each of you, and I hope that we will develop rapidly a close working relationship.

I shall not attempt on this occasion to address you on the substantive work of UNICEF. After only a few busy days in my new assignment, I do not yet feel qualified to do so. The substantive part of our presentation will be handled by Mr. Heyward and other members of the UNICEF staff. I shall

confine myself largely to listening and learning. However, I should like, a little later, to make a few observations of a general nature. But, first, I want to say something about the man I succeed, the man whose vision, inspiration and constant efforts have made UNICEF such a remarkable institution. Some of you knew Maurice Pate intimately — far better than I did. But all of us in this room — and many hundreds elsewhere — know of his great achievements and outstanding qualities as a man. It is in the latter context that I want to remember Maurice Pate — as a great human being, a man whose quality of heart and understanding and whose personal integrity were — and remain — examples for all. His leadership, carried out under the authority of the Executive Board, accomplished, over the years, a sort of miracle, reflected by the outstanding record of UNICEF and by its reputation in the world.

I know that it will not be easy to follow in the footsteps of such a person; the difficulty is emphasized when I bear in mind the long years he served in this post. However, I can assure you that I shall do my best to lead and to carry forward the work of UNICEF and to adapt it to the changing pattern of events.

When Maurice Pate first suggested to me that I succeed him as Executive Director following his prospective retirement, I was very tempted, yet hesitant. I was at the time busily engaged and extremely interested in a work which I liked, and was not desirous of change. However, after further talks with Mr. Pate, with Secretary-General U Thant, the Chairman of this Board, officials of UNICEF and others, and after my own Government confirmed to me the importance it attached to the work of UNICEF, I came to the decision that I would accept the Directorship if this should be the desire of the Executive Board.

The original understanding was that I would not assume this post until next fall. However, after the tragic death of Maurice Pate, I was asked to come to New York at an earlier date and, with some difficulty, my time-table of work was drastically re-arranged. To be frank, I feel somewhat out of breath: because there had been no transition time between my former and present posts, I still lacked the necessary background of reading and studying. But I enter my new work whole-heartedly and with real enthusiasm.

As I believe you know, I am not a stranger to the United Nations — nor to the needs of the developing countries and particularly of their children. During the four years that I headed UNRWA, a large part of my responsibilities related to children. About one-half of the 900,000 or more Palestine refugees in our care were 15 years of age or younger. Among the services provided by UNRWA for these children and their mothers were health services, maternity centres, environmental sanitation, education, vocational training and the like. Many of the UNICEF programmes I heard discussed by our Programme Committee last week were familiar echoes of my life from 1954 to 1958.

Again, in 1959 and 1960, when I led a team from the World Bank to carry out an economic survey of Venezuela, I found myself very closely engaged in problems affecting children and youth. A substantial portion of my mission's report dealt with matters in the fields of health, sanitation and

education, particular attention being given to the problems created by the mushrooming of shantytowns on the outskirts of the urban centres.

Those two experiences within the United Nations family, together with my experience in United States Foreign Aid Programme, make me confident that I have something to contribute to the work of UNICEF. Allow me to tell you today how proud I am that the Board should have given me its trust in this assignment.

This renewal of my association with the practical work of the United Nations does not solely represent to me an interesting and challenging post. It also expresses my faith in the United Nations as an organization, as an irreplaceable "way of life" for the peoples of the world. To my mind, the true international civil servant holds an important key to the future — for I am convinced that the only real hope for us all lies in the ability and willingness of men and women of various outlooks, cultures and backgrounds to work together in mutual trust and friendship.

Let us come back now to our specific task. Although I have deliberately chosen not to comment in detail on the substantive side of UNICEF's work, I would like to outline briefly how I intend to go about my work. I shall try to learn and absorb as much as possible, as rapidly as possible. To this end, I plan to travel widely in order to see programmes in action in the field, as well as to visit interested Government officials in both the developing and the more developed countries.

I shall also seek the advice and guidance of the members of this Board, whenever feasible, and not just through formal contacts such as the annual meetings. For example, it seems to me that it might be a good idea to ask Board Representatives to meet with me informally when I return from certain trips in order that we may discuss matters of common interest. Also, it may prove desirable, from time to time, to seek advice from members or groups of members of the Board on matters which are of their special competence. Conversely, I will always welcome eagerly any advice or guidance that individual members may feel disposed to give to me.

With respect to the Specialized Agencies, the Special Fund and other parts of the United Nations family, it is my intention to seek the closest possible collaboration with them, both at Headquarters level and in the field. All my life, in whatever assignment, I have sought to make team play a guiding principle of my work. I consider it particularly important for United Nations agencies to conserve their limited resources by making every effort to avoid duplication, overlapping and other wasteful practices. There are enormous tasks to do for all agencies, and we must co-ordinate our efforts to the greatest extent possible.

I want also to work closely with the UNICEF National Committees and Non-Governmental Organizations who have done and are doing so much for the cause of UNICEF. May I take this opportunity to thank them from the bottom of my heart for all that they have done and for their continued support. They may be sure that I shall be in touch with them as soon as and as often as circumstances permit.

It would perhaps be well for me to stop at this point. However, because the priority needs of the children of the world are so great — and they are constantly increasing — I want to touch for a moment on a matter of serious concern to me — finances. Sitting through the Programme Committee meetings last week — and talking with our Regional Directors — I have been impressed with the great interest of Governments in education and vocational training as among the most important problems of children and youth. At best, I believe that UNICEF will be able to meet only a small part of the requests which will come forward in this very important field. We could not meet them all even if we wanted to cut down on the equally important aid in the fields of health and nutrition — and I doubt that anyone would wish us to take a backward step there. But this is not the whole story. Later on at this session, the Board will be discussing how to do more for the pre-school child and also for the children living in the deplorable conditions of shanty-towns, for whom, I am told, very little has been done so far.

But all this takes money; and it is perfectly clear to me — from comments by members of the Programme Committee as well as from talks with our Directors and members of Headquarters staff — that if UNICEF is to do a reasonably adequate job in helping to meet the minimum needs of children, an appreciable increase in income will be necessary. I cannot suggest to you at this time, with any degree of certitude, what the order of magnitude of that increase should be. However, we are undertaking a study for the purpose of determining, in the light of conditions existing at this time, the priority needs of children that UNICEF should try to meet. Because there are so many imponderables, this is not a simple task and it will take time. But we need not await the results of that study in order to recognize the necessity for action. As Mr. Heyward will make clear later on, UNICEF is spending substantially less in 1965 than it did in 1964, due to limited resources. Consequently, let me urge each representative sitting in this room — whether governmental or voluntary — to do everything possible with his or her Government, and with the public, to help bring about an early and significant increase of our income. For my part, I will naturally do all that I can to help. But in the final analysis we must look to you.

Just a few more words, by way of conclusion.

I have been with UNICEF for two weeks tomorrow — which is a very short time. But it has been enough for me to be profoundly impressed by the professional competence and fine qualities of the UNICEF international staff at all levels. I am fortunate indeed to have been called to work with and to lead such men and women. They already have my admiration and my friendship. I pray that I will not disappoint them, and that I will not disappoint you.

## Acceptance Speech, Nobel Peace Prize

Oslo, 10 December 1965<sup>4</sup>

It is a great privilege to represent here today the United Nations Children's Fund and, on its behalf, to receive the Nobel Peace Prize for 1965. I speak for the entire staff of UNICEF, as for our Executive Board, in expressing our profound gratitude to the Nobel Committee of the Norwegian Storting.

May I also say how very much we wish that my predecessor, Maurice Pate, could be here with us. This great practical idealist was UNICEF's architect and builder. To work for children, Maurice Pate devoted much of his life and at that work he died last January, a few months before his scheduled retirement. We miss him poignantly in Oslo today.

Created in 1946 to provide urgent relief for the children of war-ravaged Europe, UNICEF was soon given the task of assisting the children of the developing countries who live in the shadow of disease, hunger, ignorance and poverty.

We know from Alfred Nobel's own childhood what care and tireless effort can mean in enabling a fragile, sickly boy to attain great heights in later life. Nobel's parents succeeded in overcoming the ill fortune which beset their son: everything that could be done for him, was done. He lived, and his name today is associated with mankind's highest achievements.

Had Alfred Nobel been born, not in 1833 but even in 1965, in a steamy, isolated village of Asia, Africa, Latin America, what would be his chances of survival and of success?

The hard reality is that, in more than one hundred developing countries of the world, the odds that confront the average child today — not to say a sickly one — are still overwhelming. They are 4 to 1 against his receiving any medical attention, at birth or afterwards. Even if he survives until school age, the chances are 2 to 1 that he will get no education at all; if he does get into school, the chances are about 3 to 1 that he will not complete the elementary grades. Almost certainly he will have to work for a living by the time he is twelve. He will work to eat — to eat badly and not enough. And his life will, on the average, end in about 40 years.

Such statistics make us face the staggering waste of human energy and talent which drains, year in, year out, the very nations which need them most. The developing countries are making a courageous effort to catch up with the industrial ones. To them, to us, the word "development" is a symbol of hope; it brings to mind new roads, power plants, and steel mills, stepped up production in farming and industry. But development means, above all, people — not numbers of people but quality of people. One of the crucial factors in the progress of a country is the development of the child, the adult of tomorrow — tomorrow's engineers, doctors, progressive farmers, teachers, scientists, social leaders. That is the great task in which UNICEF is taking a share.

Now, an underprivileged child may benefit from many different things: from a mass vaccination campaign, from improved nutrition, from a new well in his village providing clean water to drink, from a book, from a good teacher in a modernized school, from a small clinic serving his neighborhood. In its efforts to help meet these needs, UNICEF concentrates on helping governments establish or expand their own services for children. Assisted governments contribute, on the average, more than 2 1/2 times as much as does UNICEF to each given project. Our Agency's contribution consists of such things as medicines and medical equipment, jeeps and bicycles for public health and community development workers, science kits and other equipment for pilot schools, tools for vocational training, pipes and pumps for village sanitation, the stipends to pay for the training of teachers — or of teachers' teachers.

UNICEF aid comes marvelously alive in the field when you see, for instance, a whole pilot region raising its standards simultaneously in education, nutrition, sanitation and health, with everyone lending a hand, from the local teachers and doctors to the poorest families of the jungle villages — all this with the help of our supplies and of advice from United Nations experts. The "fraternity of nations" that Alfred Nobel, in his will, dreamt to see promoted is truly there in action. On our UNICEF staff we have men and women of 71 different nationalities and, on our Board, 30 nations. One hundred and twenty-one governments contribute on a purely voluntary basis to our budget, and 118 countries receive our assistance while, in turn, doing their share of the financing and of the work. Such world-wide cooperation contributes, in itself, to a better understanding within the family of Men.

But to me, the great, the most important meaning of this Nobel award is the solemn recognition that the welfare of today's children is inseparably linked with the peace of tomorrow's world. The sufferings and privations to which I have referred to do not ennoble: they frustrate and embitter. The longer the world tolerates the slow war of attrition which poverty and ignorance now wage against 8000 million children in the developing countries, the more likely it becomes that our hope for lasting peace will be the ultimate casualty.

It is not just in those countries, of course, but in all countries, rich and poor alike, that we, adults, should constantly ask ourselves: is our society doing, or failing to do, all that is possible to equip our children with the weapons for peace? When our children grow up, will they have trained and informed minds, liberated from the old prejudices and hatreds? Will they trust their own civilization? Will they be prepared to trust and understand others? This is an area way beyond the mandate of our Agency — but not beyond the probing of our own conscience, as individuals.

We of UNICEF accept the Nobel Prize for peace with humility, knowing how little we are able to do and how immense are the needs. We accept it with gratitude towards the governments who are the fountain-heads of our financing, towards the specialized agencies of the United Nations that provide us with their advice, towards the national committees, the non-governmental organizations and the very many individuals who give us invaluable support.

The people and the government of Norway deserve our special thanks — for Norway, in 1964, gave

us the highest contribution per capita of population of all our contributing governments. We are proud of your interest and your trust.

To all of us in UNICEF the prize will be a wonderful incentive to greater efforts, in the name of peace. You have given us new strength. You have reinforced our profound belief that, each time UNICEF contributes, however modestly, to giving today's children a chance to grow into useful and happier citizens, it contributes to removing some of the seeds of the world tension and future conflicts.

### UNICEF as a Development Agency

#### May 1966 to the Executive Board<sup>27</sup>

There are two main themes that characterize our work: the humanitarian — predominant in the beginning and, of course, ever-present; second, the development of human resources — a prerequisite to economic and social development.

I am glad to note that there appears to be taking place a certain convergence between UNICEF's line of activity and that of organizations concerned with economic development as such. Not so long ago, this development was thought of almost exclusively in physical terms: the construction of roads, dams, communication facilities, steel mills, and the like. It was also assumed that the benefits of this development would, through some entirely natural process, filter down to all segments of the population including children. More recently it has been appreciated that the first resource that must be developed is the human resource — the child of today, the adult of tomorrow — tomorrow's doctors, teachers, engineers, scientists, progressive farmers, administrators. This process must start with the child at his earliest stage of life if his true potential is ever to be realized. It is now also more widely appreciated that societies must make a much more deliberate effort to ensure that the benefits of development are passed on to their children.

Development, as experience has shown, is a complex process of trying to do many things at once while also establishing priorities in the use of scarce resources. These generalities take on vital significance when one visits any rural village or exploding shanty-town. You all know well the plight of children in too many of these areas, the grinding poverty in which they live, the terrible perils they face in early years from disease or from inadequate or improper food, their slender chances for a decent education and preparation for life. But when this strange and exciting process we call development has taken hold, surprising things happen. Village girls are trained as nurses or midwives and run a clinic for their fellow villagers, children are inoculated, the village gives its labor to dig a well of clean water, the older youths build a proper school themselves, teachers are upgraded and better adapted curricula initiated in the schools, and so on. All of these activities reinforce one another, and more and more, they are being done in a given area and at the same time. This is because the benefits from proper feeding are lost if a child is continually infected with parasites from contaminated water. And a sick or hungry child can hardly learn, while a healthy one without a school is also wasting his life.

### April 1973 to the Executive Board<sup>v</sup>

If we compare UNICEF's role and position today with what it was three years, five years or many more years ago, we see considerable growth — in terms of income and expenditures, in the diversity and sophistication of the assistance it provides, in the direct and indirect influence it exerts in more than a hundred countries toward making the developing world a better place to live for the successive generations of the very young. Our responsibilities have increased. I will venture to say that our position within the great family of the United Nations has acquired more weight — perhaps because of that combination of down-to-earth, practical work both in long-term programmes and in emergencies, with a great deal of thinking and serious studies about the main problems facing the children of today's world. We in UNICEF have been convinced for a long time that "development is people" and that the child is its essential element. The trend of national and multinational thinking on development is going in that direction and sometimes I believe that UNICEF's work and persuasion played a modest but real part in encouraging the trend at all levels, from big conferences and cabinet meetings, down to the upgraded primary school and to the smallest rural health centre.

### May 1977 to the Executive Board<sup>v</sup>

I believe that, as a result of the major changes in perspective regarding the development process which UNICEF itself has encouraged, UNICEF is now accepted as a real partner by the other organizations in the United Nations system and, more importantly, by governments. This stems not only from our steadfast advocacy of the cause of children, but also, quite simply, from UNICEF's ability to deliver the kind of assistance that governments need and want. And, generally speaking, the assistance is delivered with reasonable speed.

## **Programme Matters**

### **Planning for Children in National Development and the "Country Programming Approach"**

#### May 1966 to the Executive Board<sup>v</sup>

Our role in the field of development planning is not to duplicate the work of others nor to advocate

separate sectors for children. It is rather to focus attention on the important places of children and youth in development efforts, to encourage countries to take fuller account of them in their national development plans and, this done, to make sure UNICEF's own assistance is in line with and gives full support to the priorities established in these plans.

Where countries have development plans or programmes (and most of the countries UNICEF is helping do), the hope is through national examination of problems of children and youth, to attain:

- more attention of policy makers to children and youth as future human resources;
- more national funds for children and youth, used more efficiently;
- a better framework and clearer priorities for the use of UNICEF assistance;
- encouragement of more bilateral aid to go to children's and youth problems.

We want concentration within each country. Different countries may desire concentration on different priorities. The priorities of each country must of course remain paramount. I believe the planning effort will help us to do this. The "integrated" projects may also show us how to take account of many aspects of children's needs within a single comprehensive project.

On the forward planning level, the first task of UNICEF in the developing countries, is to keep raising the question of children and youth in relation to their development programmes, and helping with a systematic analysis of this problem.

Nowadays, stress is being put on the need for development programmes to be comprehensive. As part of a comprehensive development programme within a country, there should be a national policy for children and youth. This policy will normally be carried out through the Ministries of Health, Education, Social Welfare, Agriculture, Labour, etc. But by means of a coherent policy, the investment becomes much more effective than in a series of separate actions. For example, the type of service needs to be adapted to the different areas of the country — development areas, traditional rural areas, or shanty-towns — and each type of community should participate in and contribute as much as possible to different services that will benefit their children. Moreover, the different services have to work closely together, because many of the areas cannot support financially, at the early stages of their development, a series of fully developed separate services.

#### December 1968 to the Third Committee of the General Assembly<sup>2/</sup>

What UNICEF is seeking to do is to combine the primarily humanitarian task of protecting children from the diseases, hazards and handicaps to which they are vulnerable, with the broader development tasks of preparing a new generation which will be able to cope in a creative way with the complex demands of a developing society. Programmes to protect and prepare children and youth if they are an integral part of development planning, will both contribute to, and benefit by, national development.

There is beginning to be an understanding of this in a number of countries. This has been encouraged by the conferences, workshops, studies and training grants which UNICEF, in co-operation with the other agencies in the United Nations family, has helped support in the past several years. Further educational efforts along these lines are still required. At the same time we are entering a new stage of action at the country level — that of helping government ministries and departments integrate programmes for children and youth into national development efforts, and making the most effective use of UNICEF and other aid within that context. This approach is still only at its beginning stages, and a great deal more effort is required before its results become apparent in a substantial way.

#### March 1971 to the Executive Board<sup>10</sup>

UNICEF aid, in its first phase, had naturally been conceived of in a rather short-term perspective. In the second phase, after 1950, projects were increasingly related to long-term needs, but they still remained relatively isolated endeavours, except for the important mass disease control programmes. In a third phase of UNICEF evolution, during the Sixties, the concept of aid to children as a part of national development was gradually recognized. This new approach was based mainly on the premise that projects benefiting children would be more effective if they took into greater account the interrelation between health, nutrition, education, community development and social welfare services; and also the interrelation between these and other aspects of national policy. It was influenced also by a global survey of children's needs undertaken at the request of the Board by UNICEF's first Executive Director, Maurice Pate, which revealed that many developing countries placed a high priority on some children's needs not then eligible for UNICEF aid. In 1961, the Executive Board decided that UNICEF should be more flexible in its approach to children's problems. It also decided that it would be better if each Government first determined its own priorities and strategies for meeting the needs of its children, with UNICEF aid being provided for situations agreed to be the most important and ripe for action in that particular country, whether or not they fell within a field previously helped by the Fund.

It was also agreed that UNICEF-aided projects should reflect a comprehensive view of the child, both in terms of his vulnerability to hazards and hardships, and as a future agent for economic and social change. The projects should form an integral part of the country's over-all development effort, both contributing to this effort and enabling the young to benefit from it. Wherever possible, projects should be within the framework of a systematic national policy for children and youth. Programmes should be designed to meet the specific needs of various groups of children, e.g. those in different age groups, in rural areas, peri-urban and shanty-towns, out-of-school children, girls, etc. Government funds and machinery were, of course, essential, but they were not enough; it was important that the projects also mobilize other resources and release local community energy through educating parents and stimulating action by community leaders, volunteers and non-governmental organizations.

The role of UNICEF has thus been much wider than the total volume of its direct assistance may suggest. By means of material assistance and, even more, through consultation, advice and exchange of experience, UNICEF has focused attention on the critical needs of children. It has stimulated efforts by each developing country on behalf of its own children, and provided programme support with a "multiplier" effect, i.e. spurring action by other elements in social and economic development, as well as leading to additional experience and more trained staff. This, UNICEF hoped, would prepare the country's base for expanding the areas of service to children both in quality and coverage which, in turn, could stimulate further investments of substantial size from other sources.

This broadening of policy has come to be known as the "country approach", with UNICEF-assisted programmes benefiting children and adolescents as part of the main stream of national development. It was reaffirmed and strengthened as a result of the Board discussion during its 1967 session of the report on "UNICEF Assistance Policies". The guiding principles of the policy were also clarified at the round-table conference at Bellagio in April 1964, followed by regional conferences in Santiago (1965) and Bangkok (1966), by conferences and seminars of groups of countries in Addis Ababa (1966) and Beirut (1970), and by a series of other conferences and seminars at national levels.

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 to assist and stimulate, in co-operation, with other members of the United Nations development system and with the national Governments. This approach has helped UNICEF to deploy its limited resources in a flexible manner, in keeping with the plans and requirements of each country.

September 1979 to the Conference of the Inter-Parliamentary Union, Caracas, Venezuela,<sup>11</sup>

We in UNICEF are deeply convinced that an ever-present concern for children — which really means a concern for the future of the world — should be kept alive at all levels of a given society: executive branch, parliament, provincial and local authorities, voluntary groups and, last but not least, the smallest and most remote villages or urban communities.

Speaking from our UNICEF experience, we feel, for example, that practically every national ministry of government has a share of responsibility for policies affecting children directly or indirectly. The roles of health, education and social welfare ministries are self-evident; agriculture has a crucial part to play — in countries where malnutrition prevails — in the promotion of crops with the best nutritional value, and the encouragement of family food production. Less commonly recognized are the vital roles of the ministry of justice (with respect to legal protection and the rights of the child) and of the ministry in charge of regional and local administration — usually the ministry of the

interior. At the level of general policy direction and leadership, the responsibility of ministries of planning, finance and, above all, the Presidency, is once again evident.

But the role of the executive branch of Governments is only part of the picture — and Governments can only function effectively if parliaments and the people of the country support their programmes.

### Strategy for UNICEF Programme Cooperation

#### December 1968 to the Third Committee of the General Assembly<sup>12/</sup>

We believe it necessary to take a comprehensive view of children's problems and focus attention on the child as a whole — as a complete human being. The child's needs should not be compartmentalized according to the concerns of one ministry or another, one agency or another, or of this or that project. Each government ministry — health, education, agriculture, social welfare, community development, labour — should not only give serious attention in its own work to what can be done for children, but, in addition, should have close links with other government ministries in which joint or complementary programmes can be developed. The purpose of this "intersectoral" approach is not just to avoid dispersion of action, bottlenecks and gaps — essential as that is. This approach has an additional value: that of uniting together knowledge and skills from different professions and disciplines, and providing services which are mutually reinforcing. Integration of health, nutrition, education and welfare services may well be the only approach that can be afforded in a number of countries, particularly for the rural areas. Experience has shown that programmes focused on the child constitute a good basis for achieving this integration.

Some stages of a child's growth tend to receive more attention than others, reflecting in part where the responsibilities of particular government ministries or departments begin and end. For example, more is usually done for children at both infancy and school age than at the pre-school age or at the age of school leaving. In planning for children it is necessary to balance what is done for children at every growth stage, from birth to adolescence without neglecting any stage because the progress made in one stage can be undone by neglect in another — as, unfortunately, is now very often the case.

It is equally important to recognize that the priority needs of children in the various social and economic and geographic sectors of a country often differ. In most countries there are specially disadvantaged groups of children who may be totally by-passed as the nation progresses, or whose problems are aggravated by rapid social change. To remedy this it is necessary to devise goals and programmes tailored to the specific needs of the differing groups as, for example, in agricultural areas in the context of rural development programmes, industrial areas, shanty-towns, and so on. Of considerable importance is the need to pay special attention to girls whose understanding and co-operation as future mothers will be essential if children are to be reached, and families enabled to adapt to changed social conditions.

Policy makers in developing countries work under severe limitations: lack of money, lack of trained people, lack of administrative structure and a lack of suitable models. But, at the same time, there is ample experience to show that progress can be accelerated if available human and material resources are used more effectively. Government funds and government machinery alone are not enough, and that is why UNICEF is interested in projects which include not only a serious commitment by the central government but, which, in addition, motivate and educate families, community leaders, and volunteers and which also involve provincial and local governments to the greatest extent feasible.

Another way of accelerating progress is to find better methods for reaching large numbers of children. Developing countries cannot afford to wait several generations to achieve significant coverage in their programmes. This, unfortunately, will be the case if the countries, with the limited resources they can make available for social development, stick to the more traditional approaches, often based upon models from countries with a high per capita income and lower percentages of children in the population. What is needed is greater flexibility, ingenuity, and exploration of unconventional methods. UNICEF is prepared to aid countries with pilot projects and innovative approaches which, if successful, will considerably widen the areas of service to children.

A crucial element in any country's efforts in behalf of its children is a trained staff. It is for this reason that training represents a high priority in UNICEF aid. UNICEF has followed the policy of concentrating its aid for training on schemes set up within the developing countries themselves. UNICEF training aid has been for all levels of work — planning, directing, teaching, professional, supervisory and auxiliary — but the greatest emphasis has been on middle-level and auxiliary staff.

UNICEF's potential influence cannot be measured solely in terms of numbers, whether it be numbers of beneficiaries reached, or health centres established, or trained persons. There are other factors — less tangible — which I believe are of great importance in the long run. These have to do with UNICEF's emphasis on the intersectoral as well as the sectoral approach, on quality as well as quantity, and on the comprehensive view of the child in the context of his family and community and his future role as an active participant in a developing society. They have to do with the role of UNICEF as that of a catalyst — focusing attention on children's needs; encouraging and stimulating efforts by the countries in behalf of their children; providing aid that has a "multiplier effect", that is, leading to additional experience, better staff and improved quality of services upon which countries can expand the scope and geographic coverage of services. They have to do with helping to change social and parental attitudes, with the opening up of young minds, and with the release of community energy.

April 1971 to the Executive Board<sup>13/</sup>

Trying to extend services to the mass of the people will naturally sharpen problems of implementation. The services benefiting children are very much local services. More generally, the mass of the population of all ages can be reached only through local operational levels of government: in large countries, this can be a very long way from the top. You have a federal government, a state government, a district or provincial administration, and usually a still smaller level of local government. The services of concern to UNICEF can be provided effectively only if that last level is well informed, committed, and received the necessary support. This fact may have some bearing on the form of UNICEF liaison with the countries with which we are cooperating.

In my opinion, the evolution of UNICEF's relations with the developing countries will be further affected by the following:

1. While our traditional types of material aid will continue, our assistance will have to be increasingly of a preparatory and catalytic nature, leading to a much larger investment of national resources — supplemented, we hope, with increased resources from the international community.
2. UNICEF and other members of the United Nations family should communicate more and more with regional and national research institutions, which should eventually assume the main share of the development of new patterns of service and of training.
3. UNICEF will be asked to give more non-supply assistance, especially for the training of auxiliary personnel.
4. Countries are increasingly interested in assistance to set up local production of equipment which they require for services benefiting children, in order to establish a basis for their future extension. This is a worthy objective, but it carries its own dangers: if the costs of local production are too high, the expansion of services will be restricted; if quality is not good, development is impeded.

We know from experience that, in the long run, the increases of social services depends to a large extent on an increase in over-all national production. The greatest obstacle to maintaining long-term services benefiting children and to getting paramount results from projects assisted by UNICEF, has been the local recurring costs. Projects, therefore, are most soundly based when they are linked with related production in the country. One conclusion is, that we must try to design projects in a form that can make greater use of local support.

It is quite possible to have an increase in production and in GNP, without any improvement in the welfare and condition of children in large sections of the population. Many countries are now

concerned about a growing gap between their modern sector in certain favoured regions, and other regions that are standing still. To avoid or remedy such situations more requests are likely to come to UNICEF to help children's services in backward areas. But this does not necessarily happen. The practice has been for so long to wait for the central government to provide services from its funds, that it is difficult to change. Of course, with a rising GNP, the central government should budget more for services benefiting children everywhere, but, without local support, it will always be difficult to obtain a wide coverage of effective services.

#### April 1972 to the Executive Board<sup>14</sup>

UNICEF should continue its tradition of readiness to adjust and refine its long-term assistance policies and programmes in the light of new experiences. I think that we have made considerable progress along these lines during the past year. At the risk of over-simplification, it seems to me that there are four main stages in UNICEF assistance. The first is the broad field of helping governments evolve coherent policies for services benefiting children; the second involves the constant exploration of ways to maximize available resources, both internal and external; the third is the programme itself of material and financial cooperation; and the fourth, the continued effort at better programme implementation. UNICEF staff and funds have a role in all four.

Regarding policies for children, there has been a growing awareness over the past four or five years, of how essential programmes benefiting children are in the total development process, and of the importance of integrating them in development plans. UNICEF is by no means responsible alone for this progress, but it can take a certain share of credit: we did initiate, over the years, a series of conferences and country studies to break the ground.

The next basic question concerns resources mobilization: How can sufficient resources be mobilized to do enough, and in time, for children in need? The subject is of infinite scope but we can at least promote some ideas on better utilization of existing human and material resources. For example, we are convinced that much more effective use can be made of what are usually called "auxiliary personnel". The kind of health services, of basic education, of child nutrition that developing countries urgently need, can and must, by necessity, be provided without the elaborate infrastructure of staff and facilities typical of the industrialized countries. Great progress can be made with people well trained, but at less than expert professional level.

What is needed is imaginative and dedicated leadership to involve the young, as well as adults, in a variety of community services. This need not necessarily require large amounts of money. Much can be accomplished with a minimum of investment. Besides, programmes need not await direction from the top. Desperately needed services can also be built from the bottom, provided that local leadership demonstrates their importance to the community, and the way of achieving them.

Regarding programmes, I strongly believe that we should give increased attention to basic services

for children in neglected areas — the rural areas, the slums and shanty towns and, more generally, the least developed countries. Even this field is much too vast for our limited resources, so it is further recommended that UNICEF should assist in the testing of methods, or patterns of service, that show possibilities for multiplication on a wide scale.

### Criteria for Assistance

#### April 1970 to the Executive Board<sup>15/</sup>

Many factors must be weighed in the search for equity and justice in the application of the limited resources available for assistance — and these may vary from case to case.

In essence, we are proposing that UNICEF's representatives should continue to use "orders of magnitude" in discussing with countries the amounts of aid they can reasonably expect during a planning period. In setting these orders of magnitude, I feel there should not be single figures, but rather a range of say 25 per cent for each country as in the past. The basic statistical criteria should be child population. However, for countries with gross national product per inhabitant below \$80, the order of magnitude would according to these proposals be about three times more per child than the average level of UNICEF's allocations per child in the countries with a GNP per capita above \$80 and below \$400. The range of \$80-400 is a medium range. Countries with a GNP per inhabitant of \$400-\$1,000 should continue to be able to receive policy and administrative assistance as well as limited material assistance, especially related to the backward areas, or for pilot projects of broad interest. However, total support to projects in this last category of countries would, in principle, not increase.

In practice, there would not be a sharp distinction among these three categories of countries but rather a sliding scale, especially for countries in the lower range of the middle category, that is from \$80 to \$400. Other factors which would influence the actual order of magnitude of assistance to any one country would include: the intrinsic value of the project; its pilot or demonstrational quality; the efficiency in the use of assistance; the size and geography of the country, the availability of other sources of multilateral or bilateral aid, and the like.

#### May 1978 to the Executive Board<sup>16/</sup>

Our present guidelines for the use of general resources are that, on the basis of child population, UNICEF should assist programmes in least developed countries (what we refer to as Group I countries) with roughly three times the average value of those assisted in the middle-range of development — referred to in our documents as Group II countries. We are currently implementing this guideline. In fact, when one adds to programmes financed from general resources the additional funds contributed for the financing of noted projects, we are actually providing to

programmes in the least-developed countries some five times as much per child inhabitant as we do to programmes in the middle-range countries. To my mind, this is a very creditable achievement. I do not suggest any change in the current guidelines but I do propose that, in the future, we widen the concept of "least-developed countries". We could move in this direction by increasing to some extent our input to programmes in countries at the lower end of the range, in terms of GNP per capita, among the Group II countries.

### Coordination with Other Agencies in the United Nations System

#### May 1966 to the Executive Board<sup>17/</sup>

Coordination has, in fact, two aspects: negative in the sense of avoiding overlapping, and positive in the sense of deliberately concerted action among the agencies concerned to achieve the greatest impact on and contribution to a country's development. The former seems to have been largely achieved; the latter is a continuing challenge. I consider coordination at the country level to be essential to the effective carrying out of assistance programmes whether they be bilateral or multilateral, and whether they involve supplies or technical advice. I hope and trust that the members of the United Nations family will continue to work closer together in order to ensure adequate planning and coordination. But the United Nations agencies can be truly effective in this effort only if there is a corresponding coordination within governments themselves.

#### May 1969 to the Executive Board<sup>18/</sup>

We in UNICEF are participating as fully as we can in the whole process of inter-agency co-ordination which, as you know, is rightly receiving increasing attention throughout the United Nations system of organizations. Naturally, we concentrate our co-operative effort on matters that are of direct interest to UNICEF and to children. Our essential objectives are to avoid overlapping and duplication and, on the positive side, to participate vigorously in the effort made by the whole United Nations system to solve some of the complex problems of social and economic development. We are endeavouring to play our full part in it, without, of course, losing our identity as an agency focused on assistance to children. With regards to our method of cooperation, there appears to be appreciation in the Economic and Social Council and other bodies of the principles of coordination built into UNICEF's style of work.

### The Basic Services Approach

#### April 1971 to the Executive Board<sup>19/</sup>

Many different reasons and interests converge to promote the extension of basic services for the mass of the people — or, as it concerns UNICEF, the mass of the children — and this irresistible movement has a number of consequences.

For various historical reasons, the existing services in the developing countries have been modelled, to a large extent, on the pattern of the industrialized countries. To reach the mass of the people, these services must now be better adapted to the conditions actually prevailing in the developing countries. For example, many extended services will have to be manned by people who are willing to continue living in rural areas, and this means, in practice, using a substantial proportion of auxiliary personnel. The working out of new patterns of service thus poses an intellectual challenge to the developing countries. We of the United Nations family also have a contribution to make in this field.

One paramount consideration in our thinking should be a constant and bold projection of future requirements: all the service we are assisting should be looked into from the perspective of their growth. What is, for example, the best way to move from rudimentary service to fuller services as the countries' resources develop? This may sound very simple, but it is not. In fact, professional experts in developing countries, and also in our own agencies, have often tended to look at such problems from the point of view of some fixed and static standard of service — a standard that may be ideal, but is often unattainable at present. We must all learn to work with movement, expansion and perpetual change.

Trying to extend services to the mass of the people will naturally sharpen problems of implementation. The services benefiting children are very much local services. More generally, the mass of the population of all ages can be reached only through local operational levels of government: in large countries. This can be a very long way from the top. You have a federal government, a state government, a district or provincial administration, and usually a still smaller level of local government. The services of concern to UNICEF can be provided effectively only if that last level is well informed, committed, and receives the necessary support. This fact may have some bearing on the form of UNICEF liaison with the countries with which we are cooperating.

#### May 1974 to the Executive Board<sup>20/</sup>

The problems affecting the children of the developing countries can be approached from many angles — adequate nutrition, health, suitable education, responsible parenthood, the special problems of the young child, the role of women and so on. We, in UNICEF, are active in all these fields. But from whatever angle we view the situation today, one essential conclusion emerges, namely, the need of these countries for vastly increased assistance to help them maintain, and then enlarge as rapidly as possible, the basic services reaching children. These services can take different forms, depending on the organizational structure of the country. They often consist of fairly modest, multipurpose arrangements. To my mind, what is most important is that they be based at the village level and involve a substantial amount of participation by the villagers themselves, suitably trained. That is

the only way such services can be expanded and maintained at costs that countries can afford on a recurring basis. But they naturally also require appropriate support and supervision from higher levels of government, up to and including the top.

UNICEF has, of course, been advocating and supporting for many years these various forms of social and human development "in depth". Regrettably, the prevailing view among both developing and major contributing countries, as reflected in allocations of resources, has long been that such activities, such improvements, are desirable but not of the first priority. Now — to no surprise of ours — they are revealed to be essential.

November 1976 to the Second Committee of the General Assembly<sup>21/</sup>

Our assistance reaches countries in depth, it goes to the right places and the right people. But to be realistic and candid, I must qualify that statement by saying that our assistance, and that of all other multi-lateral and bilateral carriers of aid, have only reached, per force, some of the right places, some of the right people. So have the efforts of the governments themselves. Many developing countries, with significant assistance from the international community, have made major investments in the social infrastructure — the construction of schools, hospitals, health centres and the like. UNICEF, in cooperation with the concerned technical organizations of the United Nations system, has participated in this process, helping in the design of services and in providing supplies and equipment as well as funds for training. Much has been accomplished, but it is nonetheless clear that results are insufficient, that a large proportion of development problems remain unsolved. Statistics on unmet need all give us the same message: in the poorest countries, not enough people, not enough children benefit from development.

The "basic services" concept is not something new or untried; it is an approach based on the realities of the problems confronting us all and on experiences already taking place. The main objective of this concept is to find effective ways of reaching the children and the families presently unreached and to provide them with essential services at initial costs that the national governments, helped by the international community, can afford; and at recurring costs which the governments and local communities will be able to bear on their own in the long run. The costs are relatively modest and well within capabilities.

The main distinguishing element in this approach — the new dimension — is the emphasis on the involvement and active participation of the people of the communities; the use of responsible volunteers or part-time workers in providing a group of services essential to the well-being of children; and the reorientation of the national structure to direct and support this approach, using more para-professional workers. What we are speaking about are services at the level of the villages or the urban community in the fields of maternal and child health care, safe water supply, waste disposal,

better food production and nutrition, literacy and elementary education, along with simple measures to lighten the daily tasks of women and girls and to support the improvement of their position.

There is no single, all-purpose model for providing basic services to the communities so far untouched. The approach can be made to work in different political or economic settings and systems, provided there is a collective will and determination to begin and get going. And the services do not require building up new or cumbersome institutions. In most countries, the infrastructure already exists to some degree: what must be added and made important are the "antennae" — the local individuals in each village or urban area usually on a volunteer or part-time basis.

In many countries, the existing government structure comprises a national or ministerial level; a supervisory level; and a network of government cadres and workers in direct contact with a limited proportion of the population. The problem is not just to extend this infrastructure: it is, in a sense, to begin building at the other end, at the village end and in the city slums, and to mobilize the interest and the creative spirit of the people whose daily lives should be made much easier by the services to come.

Basic services should not, by any means, be seen as second rate services: they should be seen as the starting point from which, as economic progress takes place, more extensive and complete services will be added. In fact, the services themselves, once created, contribute to the development process: they are labor-intensive; they rapidly improve living conditions; they initiate various steps in development such as road-building, irrigation, land improvement; they bring in a simple technology adapted to the village needs and capabilities; they give more responsibility to women. Most important, basic services focus on children. We all know that the first five years of life are the crucial, formative years and that a child deprived of food and of elementary health care may be hurt for life, if he or she survives childhood, and never grows into a normal adult.

#### Reflections from a field observation trip :(December 1971)<sup>22</sup>

I have taken a good number of field trips for UNICEF in Asia, Africa, and Latin America. They were all extremely rewarding and they always taught me something new about the way in which UNICEF assistance worked or — in some instances — did not work well enough.

We often speak, in our reports, of the "catalytic" role of UNICEF. What we mean is that, even though the total volume of our assistance to any given country is quite modest, our contribution in supplies, in expertise and in money can make a difference between the success or failure of a project and can also attract other investments to the same field of development related to children. But for this to happen, there must be a confident and creative co-operation between our government and UNICEF representatives; there must be exchanges of ideas and, on both sides, a willingness to experiment with

the aim of adapting to the conditions prevailing in the area. In countries where the spirit of self-help is apparent, I have seen the signs of this intelligent co-operation between our excellent staff and the men and women in the country whose task it is to think in terms of development and progress. And it warmed my heart to hear government officials speak of UNICEF not as a distant, impersonal international agency but as a trusted friend.

I have seen many examples of UNICEF participation in development projects, in the fields of education, health, applied nutrition and still others. They were not all 100 percent successful. How could they be? But what has impressed me is the deep interest with which officials, educators, medical men and women, social workers, spoke of development problems in their region, and also their appreciative comments on UNICEF cooperation with their country.

## Fields of Cooperation

### Child Health

#### :Primary health care

#### September 1978 at the Opening Ceremony of the International Conference on Primary Health Care Alma Ata, 6 September 1978<sup>23/</sup>

The obvious reason why we, in UNICEF are so involved in the matter of primary health care is that health care, equitably extended to all, is essential for the well-being of children and is the very basis of development in almost any field. It therefore makes me happy that this Conference should bring together not only delegates specialized in health problems but also government and other representatives responsible for some of the diverse activities which, combined, make over-all development possible.

In our co-operation with Governments, the health sector accounts for more than half of our entire programme expenditure. Over the past three decades, we have, for example, helped supply literally hundreds of thousands of health centres with equipment and drugs, most of them in rural areas. We have supported the training of over 1 million health workers. We are encouraging measures to improve child nutrition. In some 80 countries, we are providing equipment and materials for clean water programmes benefiting millions of village families. This work is, of course, multiplied many times by the financial, technical and human efforts of the Governments with which we co-operate and by assistance from bilateral sources and from numerous international organizations.

In many sectors, much has been accomplished by countries in recent times. And yet, when we

appraise the over-all health situation in today's developing world, the statistics could well lead us to despair.

The developing countries have come to realize that the conventional approach inherited from industrialized countries was hopelessly inappropriate when it came to meet, within a reasonable period of time, the health-care needs of their vast populations.

To my mind, one of the most significant events for the developing countries in recent years has been the recognition by Governments and by most aid-providing organizations that simpler, more direct and much more decentralized actions must be taken promptly to bring to those most in need the essential health services they have never known so far. A report by WHO and UNICEF in 1974-1975 identified some of the components of this alternative approach. But we were not discovering anything; we were recognizing a necessity apparent to many and which was already leading to new patterns of services.

A number of countries have had experience with this approach and are applying it either nationwide or in some limited areas. They do so each in their own way, depending on their political systems, their cultural patterns, their social philosophy — and their financial resources.

We have a great deal to learn from them. It is, however, my conviction that, in spite of our different backgrounds and beliefs, we can all agree on what it will take in any country, under whatever regime, to make nationwide primary health care a reality.

It will take first a drastic reordering of priorities and a change of attitudes at all levels of Governments and legislatures, beginning by the very top where the crucial political decisions are made. It will take the training or retraining of many professionals used to concepts and routines no longer relevant. It will take, of course, increased budgetary funds for the expansion of services supporting health, and for ensuring their effective use. The problem is not just to extend the existing infrastructure of health services, generally very limited: it is, in a sense, to begin building at the other end, at the village end and in the city slums and to mobilize, in the process, the interest and the creative spirit of the very people whose health will be improved and lives transformed by the services to come.

No service can exist in isolation, and primary health care can have only partial success if it is not supported by vigorous and concerted action from other branches of the government structure. In UNICEF's work for promoting simple, basic services at the grass roots level, we are acutely aware of the fact that development consists of interrelated efforts in many different fields. Almost every development activity can contribute, directly or indirectly, to better health — but some of the concerned ministries too often omit a health component in their programmes. Obvious examples of necessary action are the promotion of better agriculture and of crops with good nutritional value, with special attention to family food supply and to local food storage; the provision of safe water and improved sanitation; better housing; the reduction of the work load of women in villages; elementary

health education of children and adults through the schools, through direct community action and the mass media — and of course the promotion of responsible parenthood which should be integrated into primary health care itself.

The problem we are dealing with is not insoluble. I have absolutely no doubt that, in any country where the Government is determined to make and keep the necessary political commitments, it is now feasible to improve drastically the health of its entire population. If we have the will, the goal of health care for all could and should be reached before the end of this century.

#### March 1979 to the Executive Board<sup>24/</sup>

Among the various health activities that receive UNICEF aid, a few deserve special mention because they represent a trend or new technological developments.

#### **—Expanded programme of immunization (EPI)**

Well over 40 developing countries are now committed to EPI and a rapid increase has been recorded in requests for vaccines and for co-operation in country EPI programmes. Furthermore, WHO and UNICEF have achieved the first significant results in the development of cold-chain technology, which still constitutes a main bottleneck in EPI.

A newly designed thermometer for the monitoring of the temperature of refrigerators has been produced as well as an efficient vaccine carrier — a cold box built to WHO specifications. A top-loading refrigerator is also being developed which will have greater reliability in areas with fluctuating electric power.

#### **—Control of diarrhoeal diseases**

Diarrhoeal diseases are very widespread and a major cause of infant and young child mortality. New impetus now is being given to a long-term programme of control in association with WHO. Clean water, sanitation and associated measures contribute to prevention. PHC provides a means for the management of cases; mothers learn how to use oral rehydration therapy to replace acute diarrhoeal losses of fluid. A simple mixture of "oral rehydration salts" (ORS) is required. Since 1975, 20 million packages have been provided and it is expected that requests to UNICEF will soon reach 10 million packages per year. This, however, is a small amount in relation to the need. It is estimated that there are over 340 million children under 5 who experience diarrhoeal diseases and to meet their needs, several doses each year, or over 800 million packages of ORS are required. UNICEF is encouraging local ORS production. Also, in this field UNICEF has complemented its material assistance with

support to technical development.

#### —Essential drugs

As defined by WHO, "essential drugs" are medicines, including vaccines that are indispensable for effective health care with different lists being required at different levels of the system (e.g., district hospital, health center, or "village pharmacy"). Assistance for national manufacture of essential drugs as well as group purchasing has been requested by Afghanistan, Burma, Egypt, Rwanda and by a number of countries. To respond better to future requests for assistance in the supply of essential drugs, UNICEF and WHO are developing a system of joint or co-ordinated interventions.

#### —Communicable diseases control

Control of communicable diseases affecting children continues to require UNICEF aid. UNICEF assistance in the supply of drugs for tuberculosis, trachoma and leprosy registers a downward trend; dapson resistance to dapson therapy cases in leprosy has necessitated the provision of clofazimine in a few countries.

Malaria is on a serious comeback in many countries with a consequent increase in requests for antimalarial drugs which ranges between 30 and 50 per cent over previous years, and remains quite small in relation to the need. Within its current policy on malaria, UNICEF is also co-operating in training, provision of some laboratory equipment and environmental measures.

UNICEF's participation in communicable diseases control is not uniform in all countries where communicable diseases are prevalent. This may be due to local circumstances including the perception of these health problems by the UNICEF staff or the decision of Governments to use alternate sources of aid. On the other hand, these activities are of utmost importance in public health and will constitute a sizeable component of PHC.

In this perspective it will be necessary to more clearly define UNICEF priority and policies of intervention in this field especially in the effort to unify these health activities under PHC. This is particularly true in the case of malaria, which is — again — reported from quite a few countries as one of the main killers of children.

#### Water Supply and Sanitation

##### March 1979 to the Executive Board<sup>25/</sup>

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 due to lack of sanitation, which also contribute to child malnutrition. Thus, the provision of safe water is one of the most effective and economical ways to help child health within the framework of primary health care.

Other benefits of sufficient water are also relevant to children's well-being. An accessible water supply is a great convenience; lessens the drudgery of mothers, makes possible their use of more time for other activities and 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. Thus safe water has the potential of becoming a "leading edge", following which other services can be gradually organized. In several of the larger countries, UNICEF's involvement has been a significant element in the support of large-scale national efforts. In other countries it has often led on to, or has been supplementary to, larger-scale inputs from bilateral and other major sources of external funding.

Improvements in children's health are incompletely achieved with improvements in water supply and the disposal of waste water. Also involved are personal hygiene, appropriate disposal of excreta, household cleanliness, food storage and handling, disposal of solid wastes (garbage) and the environment around the house. UNICEF therefore also co-operates in environmental sanitation measures, especially disposal of waste water and human waste (e.g., by provision of water-seal pans and slabs for latrines). The convenience of appropriate environmental sanitation in terms of physical improvement of the environment and the privacy gained, especially for women, can be important motivations for the involvement of the people. However, environmental sanitation has not yet aroused sufficient support among most of the communities involved. To encourage this support, UNICEF co-operates in health and sanitation education, the orientation of community level workers, and the diffusion of information through women's organizations.

UNICEF's co-operation has been limited to rural and peri-urban areas (where wells and latrines can be used) because UNICEF does not have sufficient resources to co-operate in the construction of large-scale urban water supply or sanitation systems. Moreover, where water rates can be levied, a water works scheme may be "bankable" and eligible for other sources of aid.

The use and transfer of appropriate technologies is encouraged for water supply and sanitation schemes as part of the promotion of village-level technology connected with activities in other related fields, such as home food conservation and measures for saving fuel.

UNICEF participates in the "Co-operative Action for the International Drinking Water and Sanitation Decade" adopted at the Mar del Plata Conference, in 1977, with the global target of bringing access to water and sanitation to everyone by the end of the decade. The global target requires external co-operation on a far larger scale than can come from any one source. Therefore, UNICEF is ready to help countries programme for bilateral aid, and undertake other preparatory steps

for universal coverage. UNICEF may also join with bilateral aid in a co-ordinated programme.

:Responsible Parenthood and Family Planning

August 1974 Statement Prepared for the World Population Conference,  
Bucharest, Romania<sup>26/</sup>

To my mind, the very foundation of responsible parenthood is that parents should believe in the probability for each of their children to grow up to a good adult life. Experience seems to indicate that, when parents have a reasonable certainty that the children they want will survive as healthy individuals, they will be strongly motivated to limit the total number of their children.

Why is it that, even in some countries which have national policies for population control and have conducted family planning campaigns for many years, results are still so very far from even beginning to be noticed? There are many answers to this, for we are dealing with an extremely difficult and complex task which involved reaching, educating and motivating entire generations. But even though I am not a population expert, I shall venture to give you my own opinion. I strongly believe that one of the reasons why, in many cases, family planning programmes have only a very limited impact, is that they have been developed in isolation and are not linked tightly enough with other social and medical services of primary importance to the population concerned. It is my deep conviction that a national family planning programme, to be accepted and to be successful, must be placed within the context of a whole range of activities aimed at improving the health, nutrition and well-being of children already in the family as well as the health, the status and the educational level of women. If the whole life prospect of children and their parents can be shown to be improving, the chances for success of family planning programmes will be greatly advanced. In other words, the two activities — improvement of basic services for the family and promotion of family planning — should be mutually supporting, as they can very well be made to be.

I would like to suggest five broad areas of activities for more vigorous and effective expansion by concerned countries.

- (a) Extension of maternal and child health care is a natural channel for providing much-needed basic services to rural and urban populations — while providing at the same time, and preferably in the same place, advice and information in support of responsible parenthood. As many of you know, the "World Population Plan of Action" draws attention to this concept. Yet, despite considerable national and international efforts, most developing countries have not yet adopted organizational structures, within their means, for the extension into rural areas and slums and shanty towns of even simple maternal and child health services going beyond

immunization and clean water supply.

- (b) It is widely accepted that the status accorded to women in their societies is an influential factor in responsible parenthood. Giving women literacy is one of the ways open to society to raise this status. In my opinion, the largest gap, at the present time, in most population programmes is the lack of attention given to the education of women — and by this I primarily mean literacy, work skills and knowledge about health, nutrition and child care. The only developing countries where family planning programmes have, in fact, substantially reduced the birth rate are countries with a high rate of female literacy. Women and girls need special help to catch up. Whereas literacy and education should, of course, be made available to both parents, it should also embrace the adolescents who will soon be parents.
- (c) Malnutrition among entire segments of populations is one of the important reasons of the fatalism felt by many parents who have little faith in the survival of all their children into adulthood. But the improvement of maternal and child nutrition is proving to be extremely difficult. As we know, infant nutrition could be much improved by arresting the decline in breast-feeding — but little is being done to take positive steps in that direction. On the other hand, a great deal could be accomplished to avert serious malnutrition by encouraging families and communities to grow more foodstuff, including vegetable sources of protein, and using land not in competition with the main cereal crops.
- (d) The provision of clean water for drinking and household use, from tube wells or simple captation systems, is an effective means for reducing children's diarrhoeal diseases as well as for lightening women's work. It is now being extended in many Asian, African and Latin American countries, but so far, it reaches only some 15 per cent of the rural child population, and some 30 per cent of the urban. Aside from their inherent benefits, one of the attractions of such measures is that communities are willing to contribute to obtain convenient sources of water supply, and this type of community service could therefore be vastly extended in other areas. Along with immunizations, clean water powerfully contributes to the reduction of child mortality.
- (e) The immunization of children against many communicable diseases is a well tried policy, but there are large regions as yet uncovered: for example, there are now newer vaccines to be widely applied against measles, a disease which contributes to a high mortality rate in many developing countries. Immunization would usually be within the financial means of developing countries, with some outside assistance.

There is one particularly encouraging aspect about the above five activities — they can be performed by simply trained people without large imports of external equipment, without excessive use of energy and without a heavy load on the environment. In effect, we could say that the population has within its own resources the means to solve part of the population problem, provided these resources are truly mobilized to this end.

One corollary to this observation is that external aid should include provision to help meet local personnel costs. We in UNICEF have found that assistance with local costs of training — and sometimes, with the recurring costs of personnel — proves to be one of the most effective and efficient forms of external aid that can be given over a period of years.

In drawing the attention of this Conference to these five broad areas, I am expressing not only my personal view, but also the view endorsed by the Executive Board of UNICEF: namely, that family planning should not be approached as a separate activity or a separate programme, but as a component of broad services helping children and their families.

If it is widely accepted that a farsighted policy for responsible parenthood should include, as essential components, improving the health and nutrition of children and raising the status of women, then considerable changes will have to be made in the emphasis of present family planning programmes and in the use of external aid. At present, more external aid goes for the delivery of family planning services, in the narrow sense, than for the supporting social components of maternal and child health and nutrition, and women's education. The proportions would need to be reversed for the social components to be effectively promoted — and this should be done not through less aid for family planning, but through more aid to the basic social services.

## Child Nutrition

### May 1974 to the Executive Board<sup>27/</sup>

The food situation in developing countries adversely affected by present trends is particularly alarming. We start from a situation of great scarcity in some areas and, world-wide, from a less than adequate supply position causing the world as a whole to live, in effect, from one harvest to another. Now, with costs of food production, and notably of fertilizer, rising sharply, there is the serious threat of an increasing number of recognized famines and, more generally, of a widespread deterioration of nutrition among young children of lower income families.

UNICEF, of course, cannot deal directly with the global, gigantic problem of food availability, but there are a number of actions that we can and should take to prevent malnutrition among young children before it occurs, and to help alleviate it when and where it does occur. Naturally, such actions are not for UNICEF alone: they should engage the attention of all concerned individuals and organizations, and should be efficiently co-ordinated. But we should not wait; we must begin now to intensify our efforts in practical fields with which we are familiar and in which we have experience. Here are a few examples: Governments need, more than ever, additional help in developing nutrition policies, starting with simple systems of monitoring the food situation in various parts of their countries as it affects the population, especially children. They need help in encouraging the local production of food legumes which are such an important source of protein. They need village-level production and storage facilities to prevent the loss and deterioration of household food between harvests. They need help in measures to educate parents and other influential members of the village communities; families need to learn how to feed their children with foods that are in fact available or can be grown locally. In many areas, there will also be a need for expansion of specific supplementary feeding programmes. Last but not least the question of the relationship of national food requirements to the size of a country's population brings in the whole subject of family planning.

### August 1978 to the 11th International Congress on Nutrition, Rio de Janeiro, Brazil<sup>28/</sup>

Children are the most vulnerable of all victims of nutritional problems: hunger, malnutrition or under-nutrition in the younger years of life can have tragic and often irreversible effects on a child's development, even if he or she survives these deprivations to reach adulthood. The world is aroused when a catastrophic event such as a natural or man-made disaster — a flood, a drought, a war — creates acute food shortages and hunger. Within its limited resources, UNICEF has tried to be of help in such emergencies. But our major concern is to deal with what I have often called the "quiet emergency" — a situation which persists from year to year without making headlines: in the poorest

segments of many societies, whole generations of children grow up without enough food or without the kind of food they should eat. There are no simple answers to this dreadful problem and action must come from many sides.

For our part, we in UNICEF have for many years encouraged the development of national food and nutrition policies; we have promoted vigorously the idea of efforts at the community level and provided supplies and advice for what is called "applied nutrition programmes"; we have supported training of government nutrition personnel, particularly those working at the grass-roots and village level, and we assist broader educational efforts aimed at the people in the communities, particularly women and girls. In circumstances of particular hardship, we have also, from time to time, supported and helped to supply supplementary feeding programmes for children.

We do what we can, but we would of course like to do much more, always working closely with individual governments and particularly trying to support their efforts at the community level. I believe that, in matters related to children, UNICEF's role as an advocate has proved to be important. We have to recognize that, on the subject of nutrition, there is still a certain lack of understanding regarding the problem and its solutions. There is even, in some cases, a lack of interest, a lack of commitment. Routine habits are difficult to change — and this can be true at various levels of government and in the concerned communities themselves.

I would like now to draw attention to some points which, I believe, can guide us in the actions that we can take in our respective fields of work. At the present time, it is estimated that some 15.5 million young children die each year between birth and the age of 5. Some 15 million of these deaths are in the less developed regions. It is now widely accepted that malnutrition and the related diarrhoeal and respiratory diseases are a major cause of these deaths.

This situation is all the more unacceptable because the technical possibilities for preventing severe malnutrition in the deprived areas are readily available. Although the world is not at present suffering from a critical shortage of global food stocks, the number of hungry people has in fact increased in the years since the World Food Conference in 1974. This has occurred, for example, where planning policy has allowed food production to lag behind population growth; or this production to be promoted for export to the detriment of local supplies. It has also occurred in some of the low-income countries that have been most severely affected by world economic changes during recent years; in low-income groups affected by inflation; and in areas of food deficit due to drought or other disasters.

I would like to recall some of the main conclusions which I believe can be gathered from events of recent years and from observations in the field. A first point on which we probably all agree, is that malnutrition is closely related to poverty, ignorance, ill-health, and lack of political power in the groups at risk. It follows that malnutrition can be reduced through development and anti-poverty initiatives and, in the long run, by the implementation of measures advocated in the framework of the New International Economic Order, for greater equality of access among countries to various resources. Malnutrition would also be reduced by anti-poverty measures within each country, aimed

at a better access of the under-privileged to productive resources and a less unequal distribution of income. Because good nutrition is important for the development of children and for the energy and productivity of the adults they will become, dealing with malnutrition should be a vital part of each country's development effort.

It would, however, be a mistake to go so far in this direction as to think that measures of production and income redistribution will be sufficient. Nor are such measures usually adopted on nutritional grounds. The map of poverty and the map of malnutrition certainly overlap, but they do not overlap completely. Economists have told us that malnutrition is unlikely to disappear in the course of normal per capita income growth.

I am convinced, therefore, that policies specifically aimed at improving nutrition should be developed by each country at the national level. The formulation of such policies should include:

- (a) a careful review of the unintended harmful nutritional effects of other development policies or programmes, relating for example to the impoverishment of small cultivators, or the marketing of foods of low nutritional value;
- (b) making use to the full of the many possibilities of action existing in various sectors of government; and
- (c) specific interventions targeted toward improving the condition of vulnerable groups.

It is essential that a national nutrition policy should include ways to get positive action at the level of the family, the community and the local government. A number of countries where UNICEF and WHO are co-operating in programmes are developing this approach, not only for direct measures to improve nutrition, but also for providing clean water supply, health care and other basic services. In many cases, the community participates in the planning, the management, and even the financing of local services. These services are given by local workers with the support and guidance of professional and auxiliary staff of the ministry concerned, operating from the nearest town or district centre. Such a pattern of organization respects the dignity of the community served, and provides more responsive services. It also enables services to be progressively extended.

Another measure bringing positive results is the education of mothers and families about the feeding and care of infants and young children. The importance of breast-feeding should be emphasized, as well as the essential addition of semi-solid foods after the age of 4-6 months.

So far I have spoken of some of the basic actions to reduce malnutrition that concern us all. I would like to comment now on some of the more specialized initiatives which can be taken in the many segments of society.

I begin with governments because much of the nutrition situation depends on policies and program-

mes adopted by each country. Governments can take a variety of actions, some of which are not even very costly because they can use existing instrumentalities. Obvious examples include rural development, the promotion of better agriculture and of crops with the best nutritional values, and the encouragement of family food production; they also include protecting the income of small cultivators, for example through the purchase of crops in advance by a government agency.

The inclusion of nutrition education in schools, and, in a suitable form, in the mass media is another very rewarding use of existing services.

An essential measure related to nutrition is the development of simple local health services. Primary health care is a way to bring health and health-related nutrition services to the local level, with the active participation of the community served.

Still other types of action require specific interventions, for example the enrichment of a food vehicle to deal with nutrient deficiencies such as iron, or Vitamin A. Iodine deficiency is so easy to prevent that it is a crime to let a single child be born mentally handicapped for that reason.

Since the spacing of children and the size of the family are closely related to the nutritional status of both children and the mother, the encouragement of responsible parenthood is important. In UNICEF's experience, the provision of family planning services should be closely linked with maternal and child health care. Other important measures are services to support the well-being and development of children, the advancement of the status of women, and the provision of information through the media and educational channels.

Interventions are also necessary to help socially vulnerable groups, whether in rural or urban areas. These interventions are complex to organize and tend to be costly, but they become feasible if established on a base of community participation.

I turn now to the very significant contribution that industry can make in the nutrition field. I am thinking not so much of the sale of processed foods (which usually cannot reach far down into the lower income groups), but of encouraging efficient home and local food production, storage and conservation. The poorer a village is, the more it needs simple, low-cost technology. Agricultural tools, seeds, fertilizers and pesticides should be made available at the local level and for the small farmer, through reductions in the costs of merchandising and packaging. Household fuel for cooking is another serious problem closely related to nutrition, and here again industry may be able to help.

UNICEF, in its field work, co-operates with nutrition specialists of many countries. They have an important role to play in providing scientific advice and guidance, assist with training and education activities, and exert great influence through advocacy.

An important part of the nutrition community is based in universities and institutes, which can be very influential in advising governments. Keeping in mind that the great majority of the malnourished live in developing countries, I believe that the research and training done in the nutrition field should be focused more intensively on the problems of those countries, with a deliberate emphasis on

applied, operational and local problems. It would also be of great value to improve the nutrition orientation of many other professionals in such fields as agriculture, education, health and economics.

Non-governmental organizations are conducting a range of activities with great potential. Among them, women's movements are of particular importance, because in many countries women are responsible not only for household storage, preparation, and use of food, but also for the production, and purchase, of family food. Extension services to reach women, and measures to reduce their excessive workload with appropriate technology, are highly important. Other non-governmental organizations are often trail-breakers for rallying the co-operation of the local community, with the objective of reaching and assisting the neediest groups.

Turning now to the role of international agencies, it seems that they are sometimes expected to accomplish what only governments can have the political power and responsibility to do. On the other hand, the United Nations system can give important support in the formulation of policy, in technical advice, and by participation in the costs of launching new services. Several important bilateral aid agencies have shown their will to lend their support to this effort. This is most welcome, because there is need for more technical and material support from the higher income countries.

At this stage in history there is no doubt that mankind commands the technical, economic and financial resources to eliminate malnutrition from the face of the earth. In saying this I am not suggesting that malnutrition can easily be cured by any simple direct action. Many interlocking actions will have to be taken, ranging from basic aspects of economic and social development to specific interventions addressed to immediate needs. But this complex attack on malnutrition can only become successful if there exists a profound conviction among all concerned that the present shameful situation can no longer be tolerated and that this problem must be solved. The conquest of malnutrition stands as one of the moral frontiers of our time.

:Promotion of breast-feeding

#### April 1978 to the Executive Board<sup>29/</sup>

In response to a decision taken by the World Health Assembly in 1974, a research/training programme on breast-feeding and infant nutrition has been developed by WHO in co-operation with the International Children Centre (ICC), Paris, and the Swedish International Development Authority (SIDA).

The over-all objective of the programme is to identify the main factors influencing the decline of breast-feeding and to develop means of countering these factors. In December 1977, WHO and UNICEF held intersecretariat consultations on the WHO programme and its follow-up and steps have been taken for UNICEF to collaborate with WHO in implementation.

The next phase of the programme involves the development and distribution of specific educational messages and tools addressed to health workers, administrators and policy-makers, mothers and mothers-to-be and the public at large. UNICEF has agreed to support the programme at the country level; this will be an extension of work that some UNICEF field offices have already begun. Further consultations will take place early in 1978 to define specific areas for co-operation. UNICEF is assisting special programmes to promote breast-feeding and new approaches are being explored through the use of information materials.

#### November 1979 to the Second Committee of the General Assembly<sup>30/</sup>

A meeting held last month on infant and young child feeding was closely related to primary health care. It was called and organized by the Director-General of WHO and the Executive Director of UNICEF, and took place in WHO headquarters. Representatives from invited Governments of both developing and industrialized countries, United Nations agencies, manufacturers of infant formula, non-governmental organizations and expert advisers came together to discuss how to encourage and support breast-feeding and the timely introduction of weaning foods into the diet of the infant and young child.

The protection and revival of breast-feeding is very important for the health and development of the some 340 million infants and one-year-old children in the world. The meeting brought out that this requires support by the nation and community, and particularly arrangements for working women; by the health sector and health professions; by women's organizations; and by the media. With the consensus of the representatives of industry that were present, the meeting also recommended the reduction of promotion of infant formula and bottled-fed supplements.

#### **Education (Formal and Non-Formal)**

##### March 1970 to the Executive Board<sup>31/</sup>

One of the more impressive developments in UNICEF's work during the First Development Decade has been the extension of assistance into the fields of education and pre-vocational training. This has been done in response to the priority requirements of the developing countries and in partnership with UNESCO, ILO and FAO. The Executive Board has already considered two major assessments of this new area of work: one a joint UNICEF/UNESCO assessment of education projects submitted to the Executive Board in 1968 and the second a joint UNICEF/ILO assessment of pre-vocational training which the Board received in 1969. These two assessments provided the basis for a reformulation of UNICEF policies in respect of education and pre-vocational training.

A principal objective is to help the developing countries re-orient their educational and training systems so that they may be more relevant to the real life prospects of children and young people and

may contribute more effectively to a nation's developmental goals. Toward this end, there is a growing effort at curriculum reform (including an introduction to the scientific way of thinking), health and nutrition education, rural science and agriculture training. More countries are also providing in their schools an introduction to various practical skills related to future employment prospects.

Radical change in the content and methods of teaching is a slow process. It is relatively easy to have new curricula drawn up and tested out in some pilot area. What is much more difficult is to retrain a whole generation of teachers who are rooted in old tradition and who sometimes are little more educated than their pupils. In existing UNICEF-aided projects, there is already a growing emphasis on improving the quality of teaching, either through special in-service training of the many unqualified teachers or through improving the basic training of teachers.

#### April 1976 to the Executive Board<sup>12/</sup>

With increasing emphasis on mutually supportive basic services at the village level, it is worth pointing out that nearly all sectors of UNICEF assistance include important components of education: health education, nutrition education, education about safe water and sanitation, instruction about responsible parenthood, the many kinds of programme aimed at improving the condition of women and girls, and project support communications. They are, in fact, aspects of non-formal education most urgently needed for the well-being and growth of children. Experience with programmes over the years has heightened awareness of the need for including a suitable education component if projects are to receive the understanding and support essential to their fulfillment.

Changes in UNICEF assistance policy in recent years are resulting in increasing emphasis on the younger age groups and in extending education — formal and non-formal — to reach more and more children who would not otherwise receive any schooling.

As a result of a change in assistance policy recommended jointly by the Director-General of UNESCO and the Executive Director of UNICEF and adopted by the Board in 1972, UNICEF aid is aimed at meeting minimal learning needs of educationally deprived children of primary school age, especially those in rural areas, urban slums and shanty towns. Greater emphasis is also placed on including girls in education who, until now, in widespread areas have had little or no opportunity for schooling. Assistance is emphasized for innovative projects, designed to reach more children.

The 1972 assistance policy was extended by decisions by the Board in 1973 and 1974 that non-formal methods be used, as well as formal schooling, to reach those children and adolescents who otherwise would not receive education.

Experience with non-formal education shows its relatedness to the formal educational system. The formal school system remains one of the best avenues for disseminating information and knowledge throughout the rural areas in many countries, and one of the challenges is to use the schools as community centres to carry out non-formal activities. A number of experiments are being made to find new ways of using educational structures for the delivery of services to remote and disadvantaged populations.

While implementation of Board guidelines is proceeding, the over-all objective — that many more children be reached with some effective form of education — still falls far short of achievement.

## Women and Girls

### March 1970 to the Executive Board<sup>13/</sup>

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

While much has been accomplished, investment in the projects would yield greater results if they combined the objectives of better child-rearing, community improvement and income-production, and if the projects are part of more comprehensive schemes set in the context of national development plans.

### April 1974 to the Executive Board<sup>14/</sup>

There is a growing awareness of how important it is for children that women should have equality with men as citizens, participating in national, community and family affairs. This requires basic changes in attitudes and in many social institutions. Many specific actions need to be taken for the achievement of this objective, and UNICEF is supporting some of them. Training programmes are among the most important. The impact of professional or technical training has been further extended into communities and families through short orientation courses of a few days' duration for thousands of women to enlist their participation in various activities for self-betterment and for the improvement of family welfare.

More needs to be done to relieve women of the daily drudgery of collecting water and fuel, food preparation, etc. Village water supply programmes, to which an increasing proportion of UNICEF assistance is being directed, are among the activities that will ease the burden of women's daily work, since they will bring a supply of good water much closer to home. The beneficial effects of responsible parenthood are self-evident. The prevention of childhood diseases through immunization, and suitable forms of organized day care also have a direct impact on the well-being of women and children. Organized women's movements, often initiated by voluntary efforts and subsequently

receiving Government recognition and support, have also been aided by UNICEF for many years, especially in Africa. More attention should be given in the organization of community women's groups to income-producing activities.

#### April 1975 to the Executive Board<sup>15/</sup>

The participation of women in a variety of programmes — education, applied nutrition, maternal and child health and others — contribute to motivating women to improve their status and to widen their horizons. Many observers note that the opportunity of earning additional income, even very small amounts, is one of the strongest motivations for women at the lower economic levels. Moreover, motivation for voluntary practice of family planning becomes noticeable in women who have participated successfully in endeavors which have brought them into contact with aspects of life not exclusively connected with the family and the home.

#### **Reaching Children in Low-Income Urban Areas**

#### April 1978 to the Executive Board<sup>16/</sup>

A report made to the Board in 1971 showed that there was no prospect that levelling of slums and reconstruction could make any significant impact in most developing countries. "Site and service" support to areas and communities active in the physical improvement of their houses and neighborhood appeared to be more practical, and it was recommended that UNICEF should put its emphasis on co-operation in the development of social services benefiting children in such project areas. However, site and service support, within the limits of the funds made available from national resources and the international community is far from meeting the needs of the present situation, let alone preparing for the growth of low-income urban population. While physical improvement projects should be extended as much as possible, it is also desirable to extend social services benefiting children much more widely.

In 1971, the Board adopted guidelines for the expansion of UNICEF aid to services benefiting urban children. The Board decided that UNICEF should be ready to co-operate in service benefiting this target population through all the general programmes of UNICEF co-operation. UNICEF should also be ready to co-operate in special urban projects adapted to particular urban slums or peri-urban areas. It was assumed that the types of service in which UNICEF normally co-operated could not be extended into many such areas without arrangements to overcome administrative, legal, economic and social constraints.

At Board sessions in 1975 and 1976, the Executive Director reported that programmes of supporting services for children in low-income urban areas had made relatively slow progress. Although Governments were increasingly aware of the critical conditions facing urban slums and peri-urban areas, as evidenced in their expressions of concern over the need for effective approaches to the problems, service programmes encountered difficulties. It was clearly easier to identify as the target group children of low-income families than it was to reach them effectively.

There are numerous differences in emphasis in the services needed, as compared with the rural areas to which UNICEF has been directing most of its co-operation. Mothers are working where they cannot care for their children at work, and there is less support from the extended family, so there are greater needs for day-care and pre-school facilities. There is more dependence on the cash economy, so there is need for more consumer education. The urban environment has higher requirements for education generally, but a lag continues in the education of girls. With the greater density of population, more intensive use can be made of social facilities. In particular, schools can contribute more to non-formal education. Services for women are more important because of the role of women as income earners and often heads of family. In these areas of service, the urban setting provides many more possibilities for initiatives by non-governmental organizations.

In addition to the use of its own resources, UNICEF should help mobilize additional external assistance from the United Nations development system, and non-governmental organizations.

Experience showed that the long-range comprehensive programmes designed for specific communities directed to their physical, economic and social development projects required a long period of preparation before the condition of underprivileged urban children could be substantially improved. On the other hand, the approach of favoring extension of social services for immediate benefits displayed the greater potential for involving communities in action programmes of direct benefit to children, and in the future might well lead to more comprehensive programmes. Provision of technical and other support to community-based services is a valuable contribution to anti-poverty measures.

As co-operation develops between government services and communities, the government services need the capacity to respond to requests relating to the main social needs that may be agreed with the community to be important. Capacity will usually be required in such fields as: water and sanitation; housing improvement; health services; vegetable gardens; formal and informal learning needs; the special needs of the young child; women's activities that increase their income and expand their consumer education and their knowledge of health, nutrition and hygiene; and youth activities that reach the under-employed and the idle.

## Emergencies

### :Relief and Reconstruction

#### March/April 1972 to the Executive Board<sup>12/</sup>

Looking back, it is one of the dramas of the last decade that both man-made and natural disasters — ranging from wars and civil wars to floods and earthquakes — have recently struck so many countries in several continents. The losses in human lives, in buildings, in infrastructure, in crops, are particularly heart-breaking when the afflicted nations are among the poorest in the world and when all their energy, their resources and the external help they can get should be dedicated to progress, to development.

Some form of UNICEF assistance has been given for relief and/or rehabilitation in more than 20 countries since the last session of the Board. In the larger emergencies, this has been done as a partner in co-ordinated assistance from agencies of the United Nations system.

In 1964, the Executive Board adopted quite an explicit policy on UNICEF involvement in emergencies. It provided that UNICEF should go into the immediate post-disaster relief phase only in exceptional circumstances, where such assistance was not available from other sources. The main role of UNICEF was to be in diversion of supplies for immediate needs and, more important, in special aid for the rehabilitation phase. We continue to be guided by this policy. The fact is that during the past two or three years, we have encountered situations where UNICEF was in a unique position to come into the picture immediately after the emergency had occurred. I believe that the policy laid down by the Executive Board in 1964 is still valid as a general guide to UNICEF participating in emergency situations. In my view, the main emphasis of UNICEF should continue to be long-term programmes.

All through the year, a substantial part of my time and that of other staff members at headquarters and in the concerned UNICEF field offices has been given to these emergency situations, and some of our long-range programmes of UNICEF assistance have suffered accordingly. While UNICEF can, for a limited time, draw on its staff resources for aid in emergencies without serious detriment to regular long-range programmes, it cannot do so indefinitely without either allowing regular programmes to suffer or increasing its staff complement to provide for emergency situations. The latter seems obviously the sensible course, and I am making certain proposals for an appropriate augmentation of the staff to handle both long-range programmes and emergencies.

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x/ An account of UNICEF's role in emergency situations under Mr. Labouisse's tenure — including natural disasters, and those where UNICEF became a channel for international assistance on both sides in situations of civil turmoil (Nigeria, Vietnam, East Pakistan, Kampuchea, Lebanon and elsewhere), — is given in "The Children and the Nations: The Story of UNICEF" by Maggie Black (UNICEF Edition, 1986) and in "We Are the Children" by Judith M. Spiegelman (Atlantic Monthly Press, 1986)

#### April 1974 to the Executive Board<sup>18/</sup>

During 1973, UNICEF responded to the needs of children and their mothers in several large disasters and numerous smaller ones requiring some measure of emergency relief. As in recent years, a number of these were of such a magnitude that UNICEF was only one participant in a much larger effort. UNICEF has its unique role to play, however, for the special needs of children are not always understood or may be neglected in the rush of providing relief in disaster situations. UNICEF's participation at the earliest stages of an emergency action ensures that children's food and other assistance necessary to the survival and care of small children are included in the relief provided.

UNICEF action in the emergency situations has taken a variety of forms, often beginning with initial diversions of supplies and equipment from existing UNICEF-aided projects in or near the affected areas, or expeditious transport of supplies from the UNICEF warehouse in Copenhagen. It has also included staff participation in assessments of urgent needs of mothers and children, and development of practical relief plans, advice and logistics support to Governments and relief agencies; special fund-raising supported by National Committees; purchasing and shipping of supplies and vehicles, whether for UNICEF account or for reimbursement by other United Nations agencies; and continuing efforts to adapt UNICEF support to the rehabilitation aspects of the situations, so as to bring maximum long-term benefits to children.

The principal role of UNICEF is to begin, as soon as possible, planning for and assisting in the rehabilitation of health, education and other services for children. In a number of these reconstruction situations, an opportunity occurs for significant innovation in restoration and development of children's services.

#### May 1979 to the Executive Board<sup>19/</sup>

There is a possibility of co-operating with a mission of the International Committee of the Red Cross, which is understood to be on the point of going into Kampuchea. Because of the tragic situation there I believe that UNICEF should support them and also, if possible, be ready to resume its direct assistance at a later stage if the country so desires. If UNICEF can bring assistance to children and mothers in Kampuchea, it would be done in accordance with our mandate to assist children in all regions, as and when this becomes practicable. We will follow the same policy as we did prior to April 1975, when we tried (and, in part, succeeded) to provide some assistance to both sides.

—Informal views of Mr. Labouisse<sup>X/</sup>

UNICEF started off its life as an agency geared to dealing with emergencies in Europe and it still has that structure — the machinery exists and I think it's a very good machinery. Experience has shown that UNICEF can deliver needed supplies, in the cases of emergencies, more rapidly than other organizations. Besides, the fact that UNICEF's activities are focussed on children makes it particularly important to have it involved. A number of other organizations also assist children but they are often focussed on providing general supplies. I am thinking of one emergency where stock-fish was supplied, which children could not eat. UNICEF has concentrated, over the years, on the kind of supplies that are needed and accepted by children, in particular the ill ones. So, even though WHO, the World Food Programme and the UNHCR are also involved, I think that UNICEF continues to have an important role to play.

In situations where disasters happen but local governments are not eager to come forward for various reasons — political, or because some relief organizations talk about the problem as if they were the ones who had discovered it — I think response should vary according to each individual case. One important thing is to try to do your best under the circumstances and not take issue or make a statement which can embarrass the government. I don't personally mind embarrassing a government, but the embarrassing of the government may, in some cases, prevent you from doing the urgent job you want to do, which is to aid the children of the country. These are always difficult situations.

Some publicity about emergency situations is necessary because you have to raise some money. But you've got to do it in a sensible and balanced way. Through diplomacy and common sense, one can sometimes persuade the government to allow some external humanitarian assistance to come in. Another sensitive point is that, in cases of war or civil war, some governments do not want you to help the other side, the side of their enemy, which is understandable. UNICEF, however, has always asserted the right to help children on both sides of a conflict. Where we have succeeded, it was due to UNICEF's clear mandate and its reputation as a purely humanitarian, non-political agency. Success was also due to the high quality and integrity of UNICEF staff. UNICEF, with great perseverance, made enormous efforts to be accepted and understood wherever our assistance was needed.

In emergencies, UNICEF, of course, provides immediate assistance to keep children alive, but in each

and every disaster or conflict we ought to be thinking, from the start, of the long-term reconstruction that will become necessary. Our aid should be tied in to long-term recuperation and development projects. By appealing very early for special contributions, it should become possible to raise funds for both immediate relief work and for future reconstruction.

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X/ These views of Mr. Labouisse on some aspects of emergency aid are extracts of an interview with him by UNICEF History Project in May 1985.

### :Economic Crises

#### October 1974 Statement to the Second Committee of the General Assembly<sup>40/</sup>

I believe that UNICEF's concerns and its work have an important bearing on the current economic crisis and the new dimensions of global interdependence.

It is a sad fact that, in any situation of stress, when resources available are insufficient, it is the children and the services intended to benefit them which suffer first and most. This happens in cases of natural disasters and it is beginning to happen now on almost a global scale, when so many countries, and especially the poorer ones, are facing severe disruption in their budgets, their balance of payments and, consequently, in their capacity to carry out development plans. Many countries have been acutely affected by price inflations, by food and fuel shortages and by a series of extreme abnormalities in the weather pattern, some of them truly catastrophic.

The response to the new situation requires a massive increase in the levels of external aid for the most seriously affected countries, both through new channels and through the more traditional ones, including ongoing United Nations' programmes. UNICEF, even under the most optimistic assumptions concerning its potential resources, can play only a small part in helping to meet the total requirements for assistance to children in developing countries. But its role can be a vital one: first, as an advocate for children in bringing their essential needs to world attention and, second, as a channel for greatly increased assistance of the kind desperately required and which UNICEF is uniquely equipped to provide. Society as a whole must come to realize the profound depths of the poverty and suffering which are increasingly a part of the life of millions upon millions of our world's children; and all concerned should understand that there are in fact many practical measures that could be taken relatively quickly to help alleviate those conditions and at costs that are well within reason.

Appalling conditions of subhuman poverty, existing even under so-called "normal" conditions. In such circumstances, it is obviously no solution to simply say there must be a "tightening of belts". There is no margin to do that.

As a result of the economic crisis, there is now grave danger of a further deterioration of the situation of children in many countries, including possibilities of more wide-spread malnutrition and famine. Many countries will be in danger of having to reduce already minimal basic services for children, affecting not only their nutrition, but also their health, education and, more generally, their prospects for life. The danger is particularly threatening in countries which were victims of natural disasters, such as drought or floods.

In this situation, what can be done by UNICEF and others for the welfare of a whole generation of children in the poorer countries of the world? First, there is need for a much greater global awareness of all the different dangers threatening the very young today. UNICEF will continue to sound the alarm and release relevant information to all concerned.

Second, it is very important for Governments of developing countries not only to include their needs for children's services in their essential import requirements, but also to make available budgetary provision for such services. Without doubt, adversely affected countries will have to reconsider some of their priorities, including those for imports. But I earnestly hope that they will place among their priorities in both their budgets and in their import schedules, what is needed to maintain and enlarge basic services for children.

Third, it will be equally important that contributing Governments, in addition to helping meet essential import requirements, make some provision to help the most adversely affected countries meet the internal costs of sustaining social services and covering the needs of their children. If not, there is grave danger that, even if the basic structure of balance of payments is maintained, it will be at such a level that the essential needs of children will go unmet. It is my strong belief that the pressing requirement is not just for concessionary loans to meet essential import needs, but also for funds to help the poorer countries meet the internal costs of essential services.

Returning now to our own task — there is need for UNICEF to increase its help to Governments in maintaining and expanding their basic services for children. These range over such essential fields as child nutrition, clean water programmes, child health, family planning, primary education and the general education of women and girls in child care. They represent UNICEF's basic areas of activity and its major contribution to the survival of the young, as well as to the countries' development.

#### May 1975 to the Executive Board<sup>41/</sup>

There are today many organizations, within and outside of the United Nations, which are engaged directly in fighting the war against poverty, which are active in campaigns for rural development and the elimination of de-humanizing conditions in urban slums.

And there are, of course, still others which try, through traditional economic methods, to hasten development and improve living conditions. But between all these efforts, it seems to me that there are missing links. One essential "missing link" is, to my mind, the lack — or the weakness — of services to benefit children.

Let me illustrate the urgency of action along the lines I am suggesting. Some months ago, I asked our field officers to send me their personal appraisal of the situation of children in the countries where they serve: how were children affected by the current economic upheavals, what were the prospects for the future? The answers have come in and they are not encouraging. One UNICEF representative in a large country reported that, in his opinion, the term "developing country" no longer applied in his area: on the contrary, in almost every aspect, the prospects for children were moving backward — less health services, more schools closing, increased hunger and malnutrition. Another representative, stationed in Africa, reports "disquieting indicators of an unbearable squeeze on the principal activities benefiting children." Indeed, these up-to-date appraisals of conditions prevailing in countries scattered over three continents, show a disturbing similarity of trends. I will just enumerate here, without added comments, some of the most striking observations received from the field:

- national development plan targets are not being met, some are partially abandoned;
- construction of numerous schools and health centres interrupted, some while buildings still incomplete and unusable;
- salaries of teachers and health workers, along with others, frozen and some unpaid for prolonged periods;
- internal road transport of goods and people disrupted for lack of fuel and spare parts;
- reappearance of kwashiorkor among the poorest children;
- outbreaks of chicken pox and smallpox; measles taking an increased toll because of malnutrition among children;
- prices of essential protein rich foods (like legumes) having recently trebled or more;
- drugs and vaccines extremely scarce in rural clinics and health centres;
- a very high proportion of the population living below the so-called "poverty line".

These are crude, discouraging facts. And yet, I am convinced that such situations need not continue; they can be reversed. I simply do not believe that the world community can allow hundreds of millions of children — for this is what we are talking about — to starve to death or to grow up physically or mentally stunted. The developing countries and the better-off countries have it in their power to make, together, the right choices of action. If they do not, it will be for lack of determination, lack of vision — it will be because they are tragically blind to their own self interest.

## Funds

*UNICEF is dependent upon voluntary funding from governments and the general public. A main responsibility of the Executive Director is to raise funds for UNICEF's operations from these sources, with the underlying basic understanding that the confidence of contributors in UNICEF is dependent upon the effectiveness of the programme cooperation given by the organization.*

*Mr. Labouisse devoted a substantial portion of his annual statements to the Board to the financing of UNICEF and its fund-raising policies and system. In 1965 when Labouisse became Executive Director UNICEF's income was \$33 million. In 1979, his last year as Executive Director, it was \$273 million and he suggested to the Board that it think in terms of an income of \$500 million by 1984.*

### May 1966 to the Executive Board<sup>42/</sup>

Our funds come entirely from voluntary contributions — approximately 80% from governments and 20% from private sources.

Income from private sources stems from two principal types of activity: profits from the sale of greeting cards and calendars, and collections from the general public, sometimes in support of specific projects. This kind of support is important not only because of the money received but also because of the direct link it helps to establish between individuals and the work of the United Nations.

I am asking the Executive Board to approve a target of \$50 million a year in contributions for UNICEF by the end of this first Development Decade. This, of course, is by no means a measure of total need for UNICEF assistance. It is simply a pragmatic estimate of what could be productively used immediately and what it may be possible to achieve.

April 1968 to the Executive Board<sup>43/</sup>

I am proposing to the Board certain revisions in our rules for accepting contributions from Governments for specific purposes in addition to their normal level of giving. In essence, the Executive Director would be authorized to accept immediately additional contributions for approved commitments, or for projects "noted" by the Board for which funds are not available, or for programme categories or fields of assistance in which the Board is regularly approving projects. Special contributions for use in specific countries would also be acceptable, but only after prior Board approval unless they were toward a project for which there is already an outstanding commitment.

In response to the widespread view that private contributors frequently prefer to give to a concrete activity, the way was opened for the "adoption" of projects by National Committees for UNICEF, Freedom-from-Hunger Campaign Committees and other fund-raising committees in 1964.

I understand the reasons for not accepting governmental contributions for specific purposes to lie in a concern which was expressed in the 1964 discussion that such contributions could distort the overall pattern of distribution of UNICEF aid by categories or by countries as decided by the Board, and perhaps introduce an undesirable political element into government contributions. I believe these difficulties could be avoided.

The country would first contribute in the normal way at least as much as its general contribution of the preceding year. Above that, it would be open to a country to consider further contributions for specific fields of activity or approved projects. By restricting these recommendations to additional contributions, we avoid any diminution of the present flexibility of UNICEF's assistance. Further, I believe we should continue to place the emphasis in our appeals to Governments on increases in contributions for general purposes, and I hope that one of the effects of these proposals would be for countries able to make additional contributions for specific purposes to consider incorporating the equivalent into their general contribution in a future year.

May 1969 to the Executive Board<sup>44/</sup>

If we consider the importance of children and youth in the developing countries, the need for some international cooperation between industrialized and developing countries with respect to the rising generation, and the role that UNICEF is expected to play, then our resources are seriously out of proportion to our task in the international family of agencies.

Perhaps there has been a reasonable doubt whether more good projects could be prepared and administered. Two events in the last few years give the answer. In 1966, the Board decided to spend some of the funds held as working capital. Allocations jumped from 38 to 51 million dollars in one year. Unhappily we did not have the resources to maintain that level.

In 1968, the door was opened experimentally for "noted" projects. Immediately, additional projects for 6 million dollars appeared. These are only illustrative, and do not cover the whole range of need either substantively or geographically. In future years, we could have a wider spectrum of projects to present. That many practical proposals are waiting to be developed is hardly surprising. Partly as a result of UNICEF's activity, there is a much greater recognition that the preparation and welfare of the rising generation has an appropriate place in a country's development programme. Small projects have been showing what can be done. Training has been reducing the shortage of people to implement projects.

It is already clear, however, that there is a rising effective demand for at least twice the volume of the type of assistance we are now providing in fields of benefit to children and adolescents. By effective demand, I do not mean just a wish for more supplies, etc. That demand is endless. I mean a capacity to use aid effectively, in the context of the coordinated growth of permanent services, with appropriate matching from governments, where applicable.

From our side, we are sure that, as an organization, we could administer up to double the amount of assistance, that we could do so at relatively little strain for the United Nations system as a whole, and with no basic change in the present methods of coordination with which the Board is familiar and which work so well.

#### April 1970 to the Executive Board<sup>45/</sup>

The immediate question now is the date by which we should seek to reach the level of \$100 million. I am suggesting 1975 because this seems both feasible and in line with several recommendations concerning the volume of aid proposed for the United Nations system as a whole, by such bodies as the Committee for Development Planning, the Pearson Commission as well as the General Assembly itself.

#### May 1975 to the Executive Board<sup>46/</sup>

We can now estimate \$103 million for 1975. We, therefore, expect that the financial target set five years ago will be reached. Moreover, we should note that there has also been a very substantial increase in "special assistance" since the targets for general resources and long-term projects was set in 1970. At the time, in 1970, special assistance was less than \$10 million; now, it is in the range of

\$25 to \$30 million a year, without taking into consideration substantial food contributions-in-kind.

These figures give the impression of very fast growth in UNICEF resources and corresponding assistance. There has, indeed, been a rapid growth in income — and I take this opportunity to express my deep gratitude to all those who have made this possible. However, we must not forget that, in real terms, this growth is quite misleading. Not only does our income purchase considerably less per monetary unit than the same sum did five years ago, but — as I have already indicated — the number of children in desperate need are increasing and the poverty and deprivation are growing deeper.

#### May 1976 to the Executive Board<sup>47/</sup>

The support received in 1975 reached a record level — \$141,000,000 — an increase of 22 per cent over 1974 in dollar terms and an estimated 7 per cent in real terms. However, the outlook for the near future is not entirely encouraging. We are, at present, unable to forecast significant increases for 1976 and are euphemistically calling this a “year of consolidation”. This may be acceptable for one year but the upward momentum must be maintained. For all of the encouraging signs that can be reported, the essential needs of children are there — stark and unrelenting — and the opportunities for strengthening services benefiting them are greater than ever. You will recall that the General Assembly endorsed last year a target for UNICEF of \$200 million in annual revenue from all sources. This is to be compared with an estimated revenue of \$150 million for 1977 — which means that achieving the target in the near future will require a significant but, by no means, unreasonable additional effort on the part of UNICEF’ supporters. I fervently hope that this target can be reached without fail by 1979, the International Year of the Child, and that, in addition, the Year of the Child will enable UNICEF to move to a significantly higher plateau of future endeavor.

#### May 1978 to the Executive Board<sup>48/</sup>

With regard to revenue, let me first recall the fact that, over the past few years, total revenue from voluntary contributions increased at the encouraging rate of 15 per cent per year on the average — and from 1976 to 1977 it actually increased by some 21 per cent. Looking to the future, I personally feel that to project a regular annual increase of, say, 15 per cent over the next five or six years, would be a wholly inadequate response to both the immense existing needs and the exceptional possibilities presented by IYC and the evolving world situation. In developing countries, it is clear that there will be enhanced opportunities for UNICEF to co-operate effectively in measures to improve the well-being of children. It also seems reasonable to expect that there will be an increased willingness from the Governments of more affluent countries — and also the private sector — to enlarge their support for programmes benefiting children in the developing world, and that they will want to channel a significant portion of this response through UNICEF.

After very serious reflections and consultations, I have concluded that we must recommend to the Board that UNICEF should think in terms of a significant rise in total revenue over the five years following IYC, in comparison with actual performance over the past five years. I suggest an average annual increase of 20 per cent for the five years following IYC. The dollar figures may be somewhat misleading, unless they are evaluated in terms of purchasing power. For example, \$500 million for 1984 would represent only about \$350 million in 1979 prices, on the basis of a currently estimated inflation rate of about 6.5 per cent per year.

Let me make one point very clear: I am not suggesting that all Governments should increase their contributions by any uniform percentage or annual amount. We in the secretariat are very conscious of the fact that there exists a significant imbalance in the degree to which Governments in a position to contribute to UNICEF share this responsibility — and we deeply respect the principle of voluntary contributions. But at the same time, we do feel that all Governments, in light of the increased possibilities for effective co-operation with developing countries should conscientiously re-examine their performance and endeavor to respond to these new opportunities to the fullest extent that they can.

With regard to UNICEF's capacity to handle the projected increases in funding, and, correspondingly, in the volume of work, I feel sure that, with certain necessary adjustments as time goes on, our organization would be able to do so. It has adapted to many changes throughout its existence. Over the past 14 years, UNICEF's total revenue has increased from \$35 million in 1965 to, prospectively, \$200 million in 1979. I therefore have no real doubt about UNICEF's ability to handle \$500 million by 1984, particularly having in mind that this would probably be the equivalent of some \$350 million in 1979 prices.

If greater contributions enable UNICEF to handle more assistance, it will, of course, be more important than ever that our methods of administration and management should be constantly tightened and improved. Progress is never as fast as I would like. However, I feel that considerable improvement has been made in the delegation of responsibility and authority, in the exchange of information and experience among field offices, in strengthening of staff training, and in more systematic personnel administration and budgeting. More remains to be done.

## National Committees

### May 1967 to the Executive Board<sup>49/</sup>

In recent years, the scope and activities of the Committees have shown a healthy growth. In most cases, they handle the sale of greeting cards, organize fund-raising campaigns and play an increasingly vital role in information work and the development of public understanding of the

problems confronting us. Their suggestions in these fields as well as in UNICEF work as a whole are always welcome.

#### March/April 1971 to the Executive Board<sup>20</sup>

When the National Committees for UNICEF started, they, along with similar groups related to other organizations in the United Nations system, were a genuine innovation. The Charter of the United Nations, we should not forget, begins with the words "We the peoples of the United Nations". The Committees give one tangible expression of this concept by providing an opportunity for direct participation in our work by literally thousands of individuals. Expanding such opportunities should, I think, have one of the highest priorities in the future.

In addition to fund-raising and the sale of greeting cards, the Committees have played very important roles in interpreting UNICEF's policies and aspirations within their countries. They also provide an important "feedback" of information on the interests of the Governments of their countries and the general public, and this is influential in the formulation of assistance policies.

#### February 1976 to the Executive Board<sup>21</sup>

The Committees represent one of the best traditions of UNICEF, namely individual and group support, as was foreseen in the General Assembly resolution founding UNICEF.

The relationship between the Committees and UNICEF is unusual in that, it is between UNICEF, an international intergovernmental organization, and the Committees, which are national organizations. This difference presents the challenge of maintaining a common purpose and cohesion within the UNICEF family, while providing sufficient national autonomy and scope for the Committees to carry on effective national activities. The Committees' relation with the UNICEF secretariat can best be styled as a "partnership" at the national level in certain fields. As part of the UNICEF family, and using the UNICEF name, the Committees fall under the policy control of UNICEF.

The opportunities to provide children with basic services creates new demands for the types of aid provided by UNICEF, in conjunction with other external aid for development. The National Committees have an important role in communicating an awareness of this situation to people in their countries.

Their educational work, coupled with the active participation of a large number of individuals and groups in the daily work of the Committees, provides an essential element for eliciting greater

financial support from government and private sources for various types of external actions, including those of UNICEF, benefiting children in developing countries.

Both Committees and the UNICEF secretariat recognize the need for better co-ordination and exchange of information between them, and for more service to be available to the Committees from the UNICEF secretariat. At the same time, it is important that the differences between UNICEF at the international level and the Committees at the national level be clearly identified and respected.

#### May 1976 to the Executive Board<sup>52/</sup>

We circularized our field staff last year on the question of whether they felt it would be helpful for national committees for UNICEF to be formed in the countries they were serving. The predominant view was that this would not be a very good idea primarily because national committees for UNICEF have a very important function of fund-raising and this is not a duty which it is reasonable to expect from citizens in a developing country. Our field staff, for the most part, did feel, however, that committees for children, where they did not already exist in one form or another, would be a very good idea.

I may also refer to another type of national committee with which UNICEF has worked: that it is an inter-ministerial committee established by a government to co-ordinate UNICEF assistance to programmes in the country. Such committees have often enlisted the support of other national agencies and have in fact become national committees for children of that country, their role extending beyond that of UNICEF's programmes as such.

### **Non-Governmental Organizations**

#### April 1968 to the Executive Board<sup>53/</sup>

The co-operation which exists between UNICEF and non-governmental organizations has taken a number of forms. Dissemination of information about the needs of children in developing countries and the importance of supporting national and international programmes to meet these needs has been carried out through international, national and local publications, congresses, conferences, seminars and other activities of NGOs. Special emphasis has been placed upon the activities of UNICEF.

Some of the national NGOs have played an active role in shaping public opinion and stimulating government action to deal with neglected needs of children in their own country, or in the aid which might be provided to other countries. In a number of instances national NGOs or their leading officers are members of the governing bodies of UNICEF National Committees. Many NGOs have been active co-operators with the National Committees in fund-raising and Greeting Card sales. In other countries where there are no UNICEF National Committees they have engaged in these activities directly.

For many UNICEF-aided projects, the Government relies on national and local non-governmental agencies to carry out part of the operations of UNICEF-aided projects. In addition, many of these agencies carry on programmes of their own which may supplement or complement UNICEF-aided projects. In some instances their work can serve as a practical demonstration to Governments of what might be done on a broader scale, or can provide experience with some special approach or new technique. The active participation of volunteers and the greater involvement of the local community through this means is an important way of stretching limited resources.

Sometimes UNICEF receives requests for aid which are too small or too specialized to be handled conveniently. Where practical and in accordance with the wishes of those making the request, we refer the request to an international or national non-governmental agency providing foreign aid.

In addition to these efforts in developing public understanding of the need of children, in fund-raising and in providing direct services to children individual NGOs, and the NGO Committee on UNICEF through the work of its sub-committees, provide opinion and recommendations to UNICEF on specific matters relating to the knowledge and experience of various organizations.

We welcome these forms of support which are so essential for the development of strong national programmes for children. However, it is clear that, in addition to what has so far been done, there is still a large potential for greater collaboration, and it is our hope, that we can find additional ways to draw upon this.

#### March 1973 to the Executive Board<sup>54</sup>

With some NGOs we have moved from the stage of discussing "whether" we can work together to exploring "how" we can work together, and as we get to know more about each other, our working relationships are being systematized. On the other hand there are still a number of NGOs working in fields benefiting children with whom we have had little or no substantive relationship in the past and are just beginning to establish contact. This process of UNICEF and NGOs finding areas of mutual interest in which co-operation is likely to be fruitful.

Operating NGOs are being increasingly encouraged to make direct contact with UNICEF field staff to discuss programme relationships. This includes consideration of whether the resources which might be available from the NGOs, both locally and through outside aid, can be a direct or complementary element in UNICEF-assisted projects, in the context of government priorities and commitments. NGO effort along these lines, is particularly important when it not only helps extend coverage but brings with it an innovative or demonstration element.

## Staff and Management

*Throughout his tenure Harry Labouisse was concerned with the competence and morale of staff. He was convinced that a staff of good quality and morale would ensure effective administration and programme implementation, and he opened UNICEF wider to the ventilation of staff concerns. He also began the process of bringing UNICEF staff remuneration into an appropriate relationship, grade-for-grade, to comparable responsibilities within the UN system as a whole. During his tenure, in the mid-1970's the Scandinavian Institute for Administrative Management (SIAR) was engaged to conduct a management survey. A major legacy of the survey was greater delegation of authority to country offices, a process already under way before the SIAR study.*

### April 1971 to the Executive Board<sup>55/</sup>

Concerning UNICEF as an organization, I can give you my candid opinion in a few words. I believe it is healthy, full of talent, in good spirit and capable of doing the tasks that the Board, ECOSOC and the General Assembly assign to it.

At the present time, UNICEF shares a problem common to the United Nations system — a generation gap, in the sense that a relatively large number of our key staff will reach retirement age in the fairly near future. We are meeting the problem through a combination of staff training and more imaginative recruitment. With the assistance of the Governments represented here today, and of many others, I hope, we must make international civil service with UNICEF attractive to some of the younger people who have an acute understanding of the ills of the world. We also wish to expand the number of volunteers, national and international, who may work on programmes at the village or grass-roots level.

April 1973 to the Executive Board<sup>56/</sup>

In the ten-year period of 1965-1974, we estimate that UNICEF's annual expenditures will have tripled — after allowing for price changes, they will probably have doubled in real terms. In the same period, and assuming that the administrative and programme support budgets proposed this year are approved, UNICEF staff, as expressed in the number of authorized posts, will have increased by only about 35 per cent, i.e. 33 per cent for administrative services and 37 per cent for programme support. I think this is quite an achievement by any reasonable standards. These figures become even more significant when we recall the complexity of UNICEF's programmes has vastly increased during this period. From a concentration on relatively simple projects in the various traditional sectors, the Board has moved the priority toward helping to establish permanent services for children in the poorest and most deprived areas. Our staff also increasingly helps governments in programme implementation. What is increasingly needed is the training and utilization of experts from the developing countries themselves. This, of course, is precisely what UNICEF has been trying to do for several years. This also is the basic reason why we have developed national professional officers; people who are trained in and know the developing countries, who belong in those countries and are highly effective as part of the UNICEF team.

But we have now come to the point where reserves of energy, imagination and devotion — whether among national or international staff — can be stretched no further. If UNICEF is to pursue the path that lies before it — and it is a very bright and promising path — it simply has to have the resources to do the job. Part of these resources are people. They are an important element of the invaluable assistance UNICEF provides.

I hope that I can persuade the members of the Board that expenditure on staff is not, as has been the traditional view, a necessary but regrettable reduction of the resources available to UNICEF for its assistance programmes. It is, on the contrary, an integral and indispensable part of the assistance and co-operative work that UNICEF is being requested to provide to developing countries.

April 1978 to the Executive Board<sup>57/</sup>

It appears useful to recapitulate and give an up-dated account of the main lines of action taken since the 1975 management survey, and to indicate the continuing and additional efforts planned.

In seeking the services of a management consultant firm, the Executive Director hoped that UNICEF would get help in "laying down lines for the development of its organizational structure for the next five to ten years". The survey was carried out over a period of a year by a Scandinavian Institutes for Administrative Research (SIAR) team. UNICEF staff groups participated in the survey and the approach was that of joint problem solving. The title of the SIAR report "The strengthening of the best traditions of UNICEF" summarized, according to its authors, the leading purpose of the survey,

building on "the well-known strengths of UNICEF: its ability to combine a down-to-earth practicality with far-reaching analysis, its flexibility without losing sight of the ultimate goal and its highly motivated and very able staff led by a non-bureaucratic management".

The recommendations of the survey were regarded by the Executive Director and the Board as constituting a set of general principles along which UNICEF should work toward implementation, rather than a "blueprint" to be imposed upon the organization immediately. In approving the main lines of action proposed by the Executive Director, the Board felt that such actions should not distract UNICEF from performing its primary task of bringing aid to programmes benefiting children; rather management changes should proceed in a way which would contribute to this objective.

The management developments in the last three years have been directed to the following main objectives:

- strengthening of the field organization, including selective supportive measures for field offices;
- promoting the exchange of knowledge and experience among field staff and between the field and headquarters;
- improving co-ordination and communications within headquarters;
- reinforcing and professionalizing the personnel function, and widening opportunities for staff development; and
- improving financial and budgetary controls and monitoring.

There was a general recognition that in pursuing these objectives the main management aim should be to strengthen the organization through an increase in the ability of the staff to learn and improve. The survey and its follow-up measures were to be only the beginning of a continuing long-term process to upgrade the organization and fit it to new requirements for co-operation with developing countries. Strengthening of the management of UNICEF was, therefore, not to be viewed solely as a number of streamlining measures to help resolve problems of efficiency as diagnosed in 1974-75, but more as an essential element in the larger objective of making UNICEF's programme co-operation more effective and responsive to the changing opportunities and increasing UNICEF's capacity to deal with new problems.

This adaptation has become increasingly complex in recent years due to a number of factors such as: the substantial increase in UNICEF's material assistance and projected increases for the future; greater emphasis on UNICEF's advocacy role for children; its provision of consultative and advisory services and its efforts to help build up national capacities to deal with problems affecting children; the differentiation of UNICEF's co-operation with countries in relation to their resources; the trend

toward community participation and greater involvement by intermediate and local levels of government in services benefiting children; and the changing relations between international organizations and developing countries.

The impact of the new pressures and demands has placed strains on the organization in addition to those resulting from the pursuit of the management objectives emerging from the survey. There is a clear realization that there are a number of management tasks which need to be actively pursued, especially in relation to staff problems and greater staff participation.

The Executive Director believes that the capacity of the UNICEF secretariat is being strengthened to recognize and deal not only with the management problems which are common to many similar organizations undergoing growth and change, but also for anticipating and coping with the new needs and problems which will inevitably arise.

The Executive Director takes pride in the competence and devotion of the staff and is cognizant of the need to maintain high staff morale in order to achieve the purposes of the organization more effectively. It is his intention that the process of strengthening of the management of UNICEF will continue as a high priority of the organization.

#### :Women on Staff

##### April 1976 to the Executive Board<sup>18/</sup>

Although much remains to be done to improve the recruitment situation for women in professional posts, progress can be reported and more is expected for the future. This progress is attributable to changes in UNICEF practice and in attitudes within the UNICEF secretariat. It is also being furthered by changes in attitudes and career preparation among the women who prepare themselves to work in international fields and seek careers in UNICEF.

Active measures are being taken in both recruitment and career development of women. Increasing women's representation at beginning and mid-career levels of the staff is the single most effective way to produce, in future years, the results sought for a more balanced representation of women in senior professional posts. At the same time, there will be a continuous effort to fill more senior posts with able women whenever possible, without waiting for years to go by and the advancement of women through all ranks to become a normal state of affairs.

Some positive efforts of the new recruitment practices and the increased emphasis on career development opportunities for women are now becoming apparent. The results are expected to become even more evident in future years as these efforts are pursued and expanded, not only as a matter of equity but as necessary for making the work of UNICEF increasingly effective.

## The International Year Of The Child

*The impetus for an International Year of the Child came from the NGO community. It was first discussed in the UNICEF Executive Board in 1975. The members were divided in their views. Some favored it. Others had varying degrees of reservation about it, primarily because of doubts that governments would be willing to provide the necessary financing to ensure proper planning and preparation of a Year and a fear that the effort might interfere with UNICEF's on-going work, deflecting resources away from UNICEF's principal mission in the developing world.*

*Harry Labouisse initially shared the views of those Board members who had reservations, but as can be seen from the excerpts of his statements which follow, once the very considerable desire to have a Year become clear he did his best to have it structured and financed in such a way as to make it a success.*

### May 1976 to the Executive Board<sup>159</sup>

I know that a number of members of the Board are very interested in the proposal for an International Year of the Child. I should stress the following points: First, there appears to be growing support that such a Year be proclaimed for 1979. This support originated among interested non-governmental organizations and our own national committees and appears to be widening and deepening. The Year is also supported by United Nations organizations directly concerned, notably WHO and UNESCO, and also by ILO and FAO, as well as the Department of Economic and Social Affairs. Support from governments remains the crucial and somewhat unknown factor, but it appears to be increasing. Taking all factors into consideration, it seems to me that there is a high probability that 1979 will be declared an International Year of the Child and that, if so, it is essential that it be made a very great success.

It seems only sensible that before a Year is formally declared, the resources for its operation be assured. Financing will obviously be needed to promote action at the country and international levels, for the preparation of core information material and its dissemination, and, of course, for the special staff required.

May 1977 to the Executive Board<sup>60/</sup>

The Executive Director interprets and summarizes the principles of IYC as follows:

- (a) The Year is for all the children of the world, both in industrialized and developing countries.
- (b) The objectives of the Year are twofold: advocacy and action. The advocacy is to place the child in the centre of world attention and to guide the attention of the world community to the importance of the child, both as a child and as a future adult; to enhance the awareness of the special needs of children on the part of decision makers, parents and the public everywhere; and to further a recognition of the fact that services for children should be an integral part of economic and social development plans. The action is to help governments and others to expand their efforts at the national and community levels to provide lasting improvements in the well-being of children, with special attention to those in disadvantaged groups. This implies a substantial increase in the resources available for services benefiting children.
- (c) While the Year is for all the children of the world, in both developing and industrialized countries, there should be special emphasis on action to provide basic services for children in developing countries.
- (d) The emphasis must be on action at the country level, with supporting activities at the regional and possibly international levels.
- (e) There will be no global conference, but it is hoped that there will be special discussions at the General Assembly both in 1978 and at the conclusion of the Year in 1979.
- (f) A separate and new international plan of action is unnecessary as the main elements of such a plan have already been approved by the international community through the Declaration of the Rights of the Child and the world plans of action of various other organizations and Years.
- (g) A small secretariat must be created within the administrative structure of UNICEF, with officers in New York and Geneva, for the tasks of stimulating, and assisting the activities of governments and organizations; for servicing requests for technical guidance on subjects outside UNICEF's normal scope; and for providing general information materials and activities in support of the Year.

May 1978 to the Executive Board<sup>61/</sup>

As you already know, Dr. Estefania Aldaba-Lim has been appointed as Special Representative for the Year, with the rank of Assistant Secretary-General. As a result of the response of governments to my initial appeal of February 1977, of Mrs. Lim's already extensive travels to both industrialized and developing countries, and of the work of the IYC secretariat under her general direction, it now seems clear to us that the International Year of the Child could have a very significant impact on the situation of children in the world.

The Year of the Child is concerned with the needs of all children everywhere. In many countries — both industrialized and developing — governments, national commissions and non-governmental organizations are taking the Year very seriously as an opportunity to identify and analyze in depth the very complex, sometimes tragic problems which affect so many of their young.

Solutions to these problems may not be easy — but, financially at least, the industrialized countries can afford their cost, if they decide to give them priority in their national scales of values. In the developing world and particularly in the poorest countries, it is another matter: the needs are colossal in all categories in every direction, and each country can only afford part of the bill.

I would like to stress three main points regarding the International Year of the Child. The first is that developing countries, as a result of their own aspirations but stimulated by IYC, undoubtedly wish to set higher targets in fairly specific terms toward meeting the needs of their children as soon as possible. A number of Governments are already making plans toward country coverage with at least some of the elementary services for children during the 1980's and, in general, they expect much wider results by the end of the century.

The second point is that, to reach the goals that developing countries may set for themselves, a significant increase in external assistance from the international community as a whole will be required in the years following IYC. As I have suggested on several occasions over the years, it is my conviction that such an increase is well within the international community's current capacities. However, the case for support of social development, particularly as it affects children, has not yet been put to them sufficiently.

The third major point is that UNICEF could and should make a very significant contribution toward meeting the important targets that developing countries will set. I am referring here not only to UNICEF's own programme, but also to UNICEF's role as a "lead agency" of the United Nations system regarding IYC. As we all know, the need is immense. We cannot expect miracles — but we should expect, anticipate and strongly encourage a change of pace, greater interest, greater enthusiasm, higher investment, more creative ideas on the part of all concerned.

May 1979 to the Executive Board<sup>62/</sup>

It is impossible at this time — barely two months into IYC — to give a fair and balanced, leave alone a comprehensive, picture of what Governments and others have decided to actually do in response to the General Assembly resolution. But it is possible at least to give an indication of certain trends that would seem to be emerging.

It is interesting to note, for example, that the demarcation line between the concerns of industrialized countries and those of developing countries is not by any means as sharply defined as it was originally expected to be, with emotional, psychological and spiritual or “value” problems on the one side and “basic services” on the other. The industrialized countries are acknowledging that they, too, have problems in health, such as inadequate immunization programmes and an insufficient reach of the health services in general; in nutrition, due both to lack of food and to bad food habits; in education, with inadequate facilities, teacher shortages and an ill adapted curriculum (to mention but a few). The developing countries are expressing great concern, not only for basic health, nutrition, sanitation, education and general social welfare services, but also for issues of child abuse, drugs and alcohol addiction, delinquency, violence both to and by the child and so forth.

It seems important, therefore, to recognize the fact that problems in both parts of the world are no longer so distinct in character as to justify being viewed in isolation from each other. A new and more realistic approach would seem to be called for, which needs to take into account a more global view, an approach more adjusted to the degree to which some of the problems in the industrialized world are permeating the developing countries (and, more subtly perhaps, vice versa) with emphasis on consciousness-raising, advocacy and preventive measures.

By the same token, it would be just as necessary to consider the positive elements in the developing countries which can be interpreted with advantage in the industrialized countries. One thinks of the intergenerational approach to child rearing, the extended family as opposed to the effects upon children of what has been called “the erosion of family life” and, more recently, the “depopulation of the family”. And, again, more subtly perhaps, vice versa.

There are many celebratory activities planned during IYC, many involving the active participation of children in contests of all kinds: drawing, painting, writing, poetry or essays to enable children to express themselves about the world as they see it, or would like to see it. Not only is “celebration” a valid part of the objectives of IYC, these activities have a consciousness-raising value and might prove a useful influence on the perceptions of adults who do the planning. A similar purpose is served by the children’s conferences planned on national, regional and international levels.

In respect of activities leading to action-oriented long-term programmes, there is considerable variety in priorities from place to place but many recurrent themes. The most universal of these themes is perhaps concerned with the rights of children. The fact that 1979 is also the twentieth anniversary of the United Nations Declaration of the Rights of the Child gives special poignancy to this theme.

The rights of the child give rise to a great deal of thought being given to the legal and social provisions needed to support them. Several countries are becoming aware that it is not so much a case of new laws as of enforcing laws already on the statute books. In other cases it is a matter of clarifying existing laws and interpreting them more correctly. In yet other cases it is a matter of codifying laws and formulating new ones. This not infrequently requires a revision and up-dating of social policy.

There are many areas of common interest which demonstrate that there is a growing recognition of the fact that the needs of children are universal, that to a certain extent their problems are the same, although the severity of these problems varies drastically from one place to another. During IYC the developing countries are naturally focusing on the needs of their own children. This is also the case in industrialized countries, but there is a gratifying additional concern — an advocacy for the overwhelming needs of children in the developing world. There is, indeed, good reason to believe that reflection on the needs of their own children is leading some of the more affluent countries to a greater awareness of the plight of children in developing countries. This is manifested in the increased promotion of development education in schools.

The question is being asked with increasing frequency as to what will be the follow-up activities to IYC, especially in view of the greater interest in children which has been and is being generated by it. While it appears too early to advance firm recommendations in this matter, the following is a first attempt to suggest what the nature might be.

There appears to be an interest on the part of a number of developing countries at all levels of development for greater UNICEF assistance related to legislation and services concerned with the intellectual, psychological and social development of children; with the protection of children against neglect, cruelty and exploitation; with special attention to particular disadvantaged groups (e.g. children of migrant workers, abandoned children, physically and mentally handicapped children, etc.); and with strengthening family life. Co-operation in such fields might be welcomed especially, but not exclusively, by developing countries moving to higher GNP levels and by industrialized countries.

In addition to the present forms of advisory and consultant services which it provides directly or helps finance, UNICEF co-operation might include the following:

- Facilitating the exchange of experience among developing countries and between developing and developed countries on policies and programmes benefiting children;
- Developing a service for the referral of enquiries and exchange of information on child welfare matters;
- Encouraging the widespread compilation and dissemination of child-related research and stimulating new research on problems where action is hindered by lack of knowledge;

- Facilitating of and/or participation in seminars, working groups and meetings on a regional or global basis dealing with special problems of children which cut across national boundaries, or for which an international exchange of views would be important.

The kinds of activity illustrated above would constitute a decision by UNICEF to represent more deliberately international concern for all the children of the world, while retaining its principal function to co-operate with developing countries.

For developing countries, such activities would represent an extension of certain services already receiving UNICEF co-operation.

### **Mr. Labouisse's Last Statement to the Board as Executive Director, May 1979<sup>63/</sup>**

As we all know, UNICEF began as a temporary agency for relief assistance to the children who were victims of the last World War. Later, in the early 1950s, UNICEF received from the General Assembly a continuing mandate to assist children, particularly in developing countries. By the time I came to UNICEF in June 1965, our organization had already come to see its co-operation with countries of the Third World as a contribution to their development. UNICEF was not solely a humanitarian relief agency, as important as that might be — it was that and something more. In the acceptance speech that I had the privilege of giving in Oslo that same year in the name of UNICEF, which had just been awarded the Nobel Peace Prize, I tried to emphasize this very point. After citing some of the appalling statistics regarding the health, life expectancy and chances for an education of the vast majority of children in developing countries, I stressed the staggering waste of human energy and talent which drained the very nations which needed them the most. I said at the time — and I quote:

“To the developing countries, and to us, the word ‘development’ is a symbol of hope; it brings to mind new roads, power plants and steel mills, stepped-up production in farming and industry. But development means, above all, people — not numbers of people but quality of people. One of the crucial factors in the progress of a country is the development of the child, the adult of tomorrow — tomorrow’s engineers, doctors, progressive farmers, teachers, scientists, social leaders. That is the great task in which UNICEF is taking share”.

It seems to me that the evolution of UNICEF in the following 14 years has continued in the same general spirit. Of course, we learned a great deal as we went along, while many conditions were changing in the world around us. New activities were opened, new approaches became desirable and possible. One very constant factor has been our steady and close co-operation with the countries we were assisting. But those countries themselves — many of them newly independent — did not stand still: they were training a new leadership, asserting their distinctive national personalities and making their own decisions. So our collaboration itself has become somewhat different and more sophisticated over the years.

Let us, for a brief moment, recall very early days. In the 1950s, when UNICEF shifted its attention from emergency relief to long-term efforts, our main preoccupation was in the field of health. Pioneering work was done in strengthening MCH services, especially in training of community health nurses and midwives. At the same time, substantial aid was given to single-purpose campaigns to accelerate the use of new technologies — drugs, vaccines and insecticides — that could bring quick and tangible benefits to children. Among these, the campaigns to eradicate yaws had striking success. A more ambitious undertaking was to eradicate malaria, in which WHO, UNICEF and a number of bilateral agencies co-operated with a great many affected countries. Although malaria was dramatically reduced in vast areas, the goal of eradication was not achieved for a combination of technical, organizational and financial reasons. Other more successful UNICEF contributions in health in the early days were its support of BCG vaccinations, often combined with vaccinations for smallpox, and assistance in campaigns to treat and control trachoma and leprosy. These campaigns, while bringing relief and protection to many, demonstrated the limitations of the “vertical” approach: because they were basically conceived and prepared outside the concerned countries they failed to mobilize the active support of the affected population and were not sufficiently co-ordinated with parallel activities.

In a different field, UNICEF was a pioneer in supporting the programmes rather inadequately named “applied nutrition”, on which the Board reviewed and developed its policy in 1956. This marked a far-reaching step toward helping rural communities to grow, at small cost, more and better food to feed their families — and particularly the children — while teaching mothers and girls about proper children’s nutrition and about simple ways to improve food storage. These programmes had some successes, some failures. The same ideas are receiving renewed attention today — with UNICEF playing an active part in several fields, including the development of an efficient village technology.

In the sixties, UNICEF began to move away from the “sectoral” approach, and to work more and more with governments to determine what were the greatest needs of their children and the priorities in each country. This came to be called the “country approach”. The intention was to tailor programmes of co-operation to the needs of a particular area. It was then that the idea that programmes for children should be taken into account in the national development effort acquired more and more strength and acceptance. UNICEF took an important initiative in that direction in 1964 when it called together

a working group in Bellagio on the subject of "Children in National Development". This, I think, was UNICEF's advocacy for children at its best.

The conference, attended by experts and policy-makers from a number of developing countries, was followed by a series of UNICEF-sponsored regional meetings in Santiago, Bangkok, Addis Ababa, and, the most recent, in Lome in 1972.

The Board had, meanwhile, approved a widening of UNICEF's range of activities to include assistance to education which soon became, after health, a major field for UNICEF co-operation. We have since, as you know, come to focus on the primary level and also to seek ways in which to assist non-formal as well as formal education.

A logical follow-up of the "country approach" and of the pressures for including programmes for children in national development plans, was to help countries to co-ordinate, for maximum impact, their various services for children. Experience constantly demonstrated the interrelation of the different factors affecting the condition of the young. For example: agricultural policy and nutrition; malnutrition and disease; literacy, the education of women and girls and responsible parenthood. The full effect on health of a clean water supply in a village will be obtained only if it is accompanied by personal hygiene, excreta disposal, the removal of refuse from which flies may carry infection, and better food handling. Clearly, there is a great advantage for a country to bring together such factors. This requires the involvement of a number of ministries of government and of responsible authorities at various levels, including the concerned communities themselves.

All through the seventies, there was a growing awareness, in both developing and industrialized countries, of the importance of the social aspects of development, particularly regarding programmes benefiting children. I like to think — and I do think — that UNICEF's obstinate prodding had at least something to do with it. But there was, of course, the powerful impact of a number of world conferences — on population, women, food, water, habitat, environment, technical co-operation among developing countries, and others — all focused on problems having an important bearing on the condition of children.

During the same period, we came to understand better the devastating and pervasive effect of poverty on the situation of the very young. The economic crisis of 1974, resulting partly from increased prices of oil, brought about a curtailing of social services in many regions of the Third World and made deprivations of children even more acute. It became evident to us in UNICEF and to the Board that our work should focus more and more on the low-income countries and on deprived areas within countries.

Increased economic difficulties and the slow, very costly progress of economic growth were more justification for promoting basic or community-based services, with which a good number of developing countries had already been experimenting. This concept has become today the main feature of UNICEF's advocacy role and co-operation in programmes. Essentially, as you know, this approach when adopted by the country calls for the active participation of the inhabitants of each community in the local planning, control and support of basic services related to the problems they

are facing, particularly in the fields of primary health care, nutrition, clean water, the care of young children, and responsible parenthood. Local, district and national authorities must of course bring their support and guidance.

The Conference on Primary Health Care, attended by 134 countries and 67 United Nations and non-governmental organizations last September in Alma Ata, Kazakhstan, jointly sponsored by WHO and UNICEF, was the first of its kind. The level of representation was high and many of the participants from developing countries told us of action already taken, of successful pilot projects being expanded to larger areas. While the term "primary health care" does not necessarily mean the same thing to all people, there is no question in my mind but that this was an important breakthrough in intensifying the world's concern for the health of children.

The increased efforts of the developing countries to make services for children part of their general development plans are bringing about many changes in UNICEF's work. One of them is the greater involvement of our field officers in working with governments to work directly with sub-national authorities, at the regional or district level. This adds a new and fascinating dimension to our task — but the Board will certainly realize that it also means more work, at different echelons, requiring more UNICEF staff, with increasingly diversified qualifications.

In this rapid review of UNICEF's activities I want, of course, to mention our work in emergencies caused by natural or man-made disasters. This is where UNICEF began: helping children in the aftermath of a great war. Perhaps because of this background, we have been repeatedly called upon for help in emergencies during the past decades. UNICEF is rather special, among United Nations agencies, in its capacity for rapid procurement and the movement of a wide range of supplies. I personally marvel, each time, at the efficiency and dedication with which our staff stretch their capacity to the limit, sometimes in the face of great difficulties and danger to themselves. We always try, whenever possible, to concentrate on the rehabilitation following disasters — such as helping to rebuild destroyed schools, as we did in Nigeria and Viet Nam. The positive benefit is that this contributes, in itself, to the country's development.

I believe that UNICEF has done and is doing well, within resources which remain very modest when measured against the needs of children around the world. We are only a small element in the total development process. However, because our efforts concentrate on improving the well-being of children, I am convinced that they have a real impact, both through our work in the field and through our advocacy on behalf of the young. A growing number of project evaluations by governments support and document this conviction.

We should find our deepest satisfaction, perhaps, not in our own agency's work, but in some of the progress which is being accomplished in developing societies. For example, in 34 low-income countries, life expectancy at birth has increased from 36 years in 1960 to 44 years in 1975, reflecting a substantial reduction in infant and child mortality. Again, the percentage of girls of primary school age enrolled in school increased from 16 per cent in 1960 to 41 per cent in 1975. If UNICEF has had

a little part in this, all that we have tried to do was worth it. But, of course, some favorable statistics must not blind us to the still intolerable condition of many millions of children and to the gigantic problems ahead.

Allow me now to express a few thoughts about UNICEF's future, as briefly and as informally as I can:

- (a) I feel that, barring unforeseen world events or radical transformations within the United Nations system, UNICEF should continue to pursue its task along the general lines already set by the Board;
- (b) I pray that UNICEF can retain its remarkable flexibility and responsiveness in the conduct of its work and its co-operation with developing countries;
- (c) I hope — very much hope — that it will keep its distinct identity and relative autonomy, that latter helping to make its flexibility possible;
- (d) Most important in my mind, UNICEF should continue to remain strictly non-political, both in its general policies and in day-to-day operations. Sometimes this is not easy. Over the years, the UNICEF Board has provided excellent leadership in this regard. The Board is also quite remarkable, among United Nations bodies, in that most of its decisions are taken by consensus, without a formal vote;
- (e) I consider it quite likely that, as the developing countries increase their productive capacities, the nature of UNICEF co-operation may shift a bit: requests for assistance in the design and implementation of services will probably grow at a faster pace than the need for supplies and equipment. This may require certain changes and possibly increases in staff;
- (f) I will not surprise this Board in stressing once again, as I have done every year during my tenure, that we must work relentlessly to increase UNICEF's revenue. I indicated last year that a major result of IYC will be greater aspirations on the part of developing countries and larger commitments to their programmes for children. This is indeed happening, and UNICEF simply must make an appropriate response. In 1978 I had suggested, as a target figure, an annual revenue of some \$500 million by the mid-1980s. I consider this, more than ever, a reasonable projection of growth, particularly if we take into account the current rate of inflation;
- (g) I also believe that the financial burden of UNICEF's programmes of assistance should be more equitably shared by donor countries. Government contributions remain the major source of our support, but I am very conscious of the fact that, while more than 150 governments contribute to UNICEF — including many developing countries — 80 per cent

of our resources come from 10 governments. I am profoundly grateful to all donors, big and small. It stands to reason, however, that participation in UNICEF work on behalf of children should be more equitably shared in accordance with the capacity of governments to do so.

It is now time to conclude, and I will try to do it with very few words.

When I leave UNICEF at the end of December, I will be able to say that these 14 years were among the most challenging, interesting and happy years of my life. Few people in this world have the luck to work for a marvellous organization and to serve a cause in which they deeply believe.

Looking back at this decade and a half of travels, of meetings, of long hours of office work, I think that the most wonderfully rewarding moments are in the field, going from one village to another to visit UNICEF-assisted projects, seeing with my own eyes that, because of our co-operation, at least some children and their families are living a little better.

The work with my colleagues, either at headquarters or during my field visits, has created strong personal bonds. This Board does not need to be told, I think, that the staff of UNICEF is quite unique. Our team of about 1,500 men and women of 97 nationalities, of very different ages, personalities and talents, thinly scattered as they are over four continents, is linked by a common spirit — by what I once called a profound commitment of the mind and of the heart. I am proud to be one of them.

One of the many remarkable features of our organization is the confident relationship between the staff and the UNICEF Board. As Executive Director, I have eagerly looked forward, each year, to the Board sessions — knowing that I would feel enriched and intellectually challenged by our discussions and that the Board's guidance would make me wiser and more secure in facing the problems ahead. I have appreciated more than I can say the support that the Board has given me and I cherish the warm friendships which link me to a number of its members.

With all my heart, I thank you for the great part that you have played, and are playing, in our common task on behalf of children. My fervent wishes will be with you all, and with Jim Grant, my very experienced and talented successor, in the work you will be doing together in the coming years.

ANNEX**Personal Characteristics of Mr. Labouisse Relevant to his Work in UNICEF:**

Extracts from Eulogies<sup>64/</sup>

By James P. Grant, Executive Director of UNICEF

Harry Labouisse was one of the originals, one of the first conceivers and practitioners of the art we call "development assistance". One of those who gave it life, gave it purpose and gave it common sense. He also, I might add, gave it two characteristics which we too infrequently encounter in this business: good management, and personal grace.

His first work in the still fledgling multi-lateral system came as Director of the United Nations Relief and Works Agency for Palestine Refugees. That assignment, surely, tested not only his good planning and management in helping people, but his diplomacy and resolve. He proved himself. He turned UNRWA into an agency that all parties accepted and trusted, despite their many disagreements. And in that, he helped to prove the tenet that is at the foundation of United Nations efforts in humanitarian service: that people in need must be helped, regardless of politics.

Throughout his service in UNICEF here, Harry Labouisse remained steadfast to that principle he helped pioneer in UNRWA: that politics are one thing, people in need, another. And children have no politics.

Those of us who knew him and worked with him over the years — as I have since 1961 — knew that he had very special gifts. Harry was a gentleman, an aristocrat, a humanitarian, a democrat and an egalitarian, all in the best sense of these terms. This combination of qualities may seem, at first glance, to be incompatible. But that was precisely Harry's gift to the world and to all of us. He did combine all these qualities. And he brought them to bear with a life-long purpose — in the cause of human development.

And if some may marvel and find it exceptional that such characteristics might have been blended together in one person, how special it is to rejoin that there has been not just one such person, but two — for Eve was always at his side, and always with equal strength and grace. The debt we owe to Harry is also a debt to Eve, for she shared him with us and added her own gifts as well.

By E.J.R. Heyward, Former Senior Deputy Executive Director of UNICEF

I would like to refer to one principle that Harry held to very strongly in his diplomatic guidance of both UNRWA and UNICEF — to keep his organization so far as possible “out of politics”. The General Assembly resolution establishing UNICEF in 1946 provided that UNICEF aid would be used or distributed “without discrimination because of race, creed, nationality status or political belief.” It was not to take sides, not to let itself be used, not to trade political support, nor permit itself to express its own preferences outside its mandate to cooperate with countries in improving the situation of their children. Within that mandate, Harry Labouisse showed great political courage.

I shall give only a few examples of his very active observance of these principles. He spent five weeks in Lagos in 1968 in order to make possible UNICEF’s relief for children on both sides of the civil war, the only United Nations organization to secure this, and the only one accepted by Nigeria immediately at the end of the war to bring in more substantial relief and rehabilitation to the devastated eastern provinces. Harry’s persistence, supported by a number of members of the Executive Board, finally persuaded North Vietnam in 1973 that international assistance could help their children. And after the Pol Pot regime was ousted from Cambodia in 1979, UNICEF became the lead agency for relief of the famine there, whilst maintaining its position that it would also aid refugees coming to the border of Thailand, even though the Cambodian government felt that UNICEF was aiding its enemies.

The messages that have poured in after Harry’s death stress his personal warmth, his openness, his leadership and his integrity. His integrity was not only in personal relations, but as an international civil servant, which earned him the respect of all Board members and all countries across the political spectrum.

All who have worked with him share feelings for these qualities, and for his concern for his staff. We who mourn him also want to celebrate his very rich and fruitful life, from which they will continue to draw inspiration.

SOURCES

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| 8/  | E/ICEF/CRP/66-16; E/ICEF/CRP/66-18   | 30/ | E/ICEF/Misc.326. Delivered<br>on behalf of Mr. Labouisse<br>by E.J.R. Heyward, Senior<br>Deputy Executive Director. |
| 9/  | E/ICEF/Misc.145  | 31/ | E/ICEF/602  |
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64/ Delivered at Memorial Service for  
Mr. Labouisse, 2 April 1987, at the Church of  
the Holy Trinity, New York City.. Copies of  
the full service are available from UNICEF.