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UNICEF

CF/NYH/OSEB/HST/1996-208

UNITED NATIONS CHILDREN'S FUND
FUNDO DAS NAÇÕES UNIDAS PARA A INFÂNCIA
ESCRITÓRIO DO REPRESENTANTE DO UNICEF NO BRASIL

A-297/A.4.3

Brasilia, 29 October 1982

TO: Messrs. Jack Charnow
and Sherwood Moe
UNICEF History Project Office

FROM: J. Peter Greaves
Representative

SUBJECT: UNICEF History

1. With reference to EXD-2848, please regard me as a contact point in this office.

... 2. I attach a printed copy of a booklet, "UNICEF no Brasil: Ontem, Hoje, Amanhã", which describes the history of UNICEF in Brazil and I suspect fully meets your needs at the present time. I also attach the English version on which the booklet was prepared by Hala Kittani.

3. The present head of the Department of Technologic, Scientific and Cultural Cooperation at the Ministry of Foreign Affairs, Ambassador Miguel Ozório de Almeida, tells me that he represented Brazil on the UNICEF Executive Board in the 50's when the decision was taken to drop the "emergency" from our name. He is a most wise and knowledgeable person and you might consider whether you would wish him to be amongst those to be interviewed in connection with the History.

With regards.

CF/NYH/OSEB/HST/1996-208



UNICEF

UNITED NATIONS CHILDREN'S FUND
FUNDO DAS NAÇÕES UNIDAS PARA A INFÂNCIA
ESCRITÓRIO DO REPRESENTANTE DO UNICEF NO BRASIL

but

Dep. Ex. Dir. Ext'l Rel.
Date: 17 AUG 1983
Action: JC
CC:

A-189/A.4.3

Brasilia, 29 July 1983

TO: Mr. T. Vittachi
Deputy Executive Director, External Relations

FROM: J. Peter Greaves
Representative *[Signature]* *J. Peter Greaves*

SUBJECT: UNICEF Country Office Histories

... 1. With reference to your memo of 14 July 1983 on the above subject, I enclose a photocopy of a memo I wrote on the 29th of October 1982 to Messrs Jack Charnow and Sherwood Moe.

2. Before instigating any further work, I would appreciate an acknowledgement that earlier memo, and an indication to the extent to which that might fit the needs.

3. Further to paragraph 3 of the attached memo, another individual whom might be worth interviewing is Dr. Marcos Candau, now re-appointed Secretary of Social Assistance, in the Ministry of Social Welfare and Assistance, a post he held some years ago when he represented Brazil on the UNICEF Executive Board.

With regards.

CC: Mr. Charnow/Moe

CF/NYH/OSB/HST /1996-208

UNICEF IN BRAZIL

OFFICE OF THE REPRESENTATIVE
UNICEF - BRAZIL
June 1980

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INTRODUCTION

UNICEF IN BRAZIL

The cooperation between UNICEF and the Government of Brazil has a happy and continuing experience of over 30 years. UNICEF has had the honor to participate in a variety of Government development programmes concerned with the improvement of the quality of life of children and mothers in fields of health, water and sanitation, protein rich food development, supplementary feeding, nutrition, education social welfare, and planning services.

On the other hand, the Government of Brazil has served on the Executive Board of UNICEF many times. It has offered suggestions based on experience to improve the quality of the technical and other services offered by UNICEF globally. It has been a regular contributor to the Fund which depends on voluntary contributions.

This booklet, "UNICEF IN BRAZIL", attempts to put that relationship and three decades of cooperation into perspective and to provide to the general public an overview of it. UNICEF has been proud to be associated with progress and development in Brazil and it is hoped that this booklet will be useful to understand the relationship and the mutual concern for the improvement of services for children.

Office of the UNICEF
Representative to
Brazil.

June 1980

SECTION :AN OVERVIEW:THIRTY YEARS OF COLLABORATION

The pattern of UNICEF's cooperation with Brazil reflects the evolution of the Fund's own approach to development assistance. Indeed, much of UNICEF's flexibility derives from its steady and close inter-action with the countries in which it works - countries with plans and activities of their own designed to build a nation and to train new leadership.

In the same way that UNICEF turned its attention from the immediate post-war phase of its first years in Europe to long-term programmes for children in the developing world, its milk distribution campaign in Brazil made way for another form of assistance. This involved support for programmes in health and nutrition to benefit children and mothers. As UNICEF grew into an agency concerned with equally serious but more long-term development questions, the Fund - like other development organizations - shifted its emphasis to bringing better health to more people more quickly.

Beginning in the early sixties, UNICEF began to work more closely with the Governments to tailor programmes of cooperation to the specific needs and priorities of each country. It was this "country approach" (as it came to be known) which led UNICEF in Brazil, as elsewhere, to concentrate on the coordination of separate projects and intensify the impact of services in health, nutrition, environmental sanitation, education, and social welfare.

Experiences has repeatedly demonstrated the inter-relation of various factors affecting the condition of the young: agricultural policy and nutrition; malnutrition and disease;

education and family planning. Obviously, this entailed the involvement of several Government ministries and responsible authorities at various levels, including - especially - the communities themselves.

The realization that the benefits of economic development do not automatically accrue to the poorest and usually largest segments of society led Brazilian planners to give more emphasis to the social aspect of national planning. Thus, beginning in the late sixties and increasingly in the following years, new requests for UNICEF collaboration placed emphasis on assistance through existing national structures other than those previously charged with "children's problems". These included the Rural Extension Services (ABCAR), the newly created National Child Welfare Foundation (FUNABEM), and the Social Services and Human Resources Departments. This afforded greater opportunity to develop more comprehensive and inter-related programming in basic services with increased emphasis on preventive services, and led to a more innovative type of cooperation.

It was through ABCAR, for example, that the first nutrition interventions were begun. This included the advance purchase of crops by the Government from low-income, small-scale farmers. By extending them credit facilities, technical assistance and marketing accessibility to increase and improve production, a three-fold result was obtained:

- 1) improvement of food intake of the beneficiaries and their families;
- 2) increased income for the farmers; and
- 3) a certain excess of production to help meet the country's food demands.

For a number of years, UNICEF had been continuously advocating

at the global level the importance of the social aspects of development, stressing the inclusion of programmes for children in national development plans. Several world conferences - on population, women, food, water, habitat, environment, technical cooperation among developing countries - all focused on international problems with an important bearing on the well-being of children. These had a powerful impact on world opinion, leading to a growing conviction in developing and industrialized nations alike that enlightened social policies benefitting children must form an integral part of national planning.

The evolution of UNICEF policy from assisting individual and often separate Government projects to cooperative technical support of national planning units in the effort to support more comprehensive and inter-related (and therefore mutually reinforcing) services for children, was a reflection of parallel process within the planning mechanisms of many countries, including Brazil.

In light of a growing recognition that economic growth alone is only partial national development, the Government adopted as a major goal the achievement of greater equity and faster social development. It became clear that the country's recent positive economic advances required a corresponding development approach in the social sector to reinforce and support economic growth and to attain the ultimate objective of integrated national development for all sectors of Brazilian society.

The Government's determination to improve social planning and the delivery of social services raised a number of logistical and technical questions. At the same time, UNICEF's past pattern of assistance, consisting mainly of the provision of supplies and equipment was unsuited to the country's present needs.

A comprehensive review of UNICEF and Government cooperation which was undertaken during 1977/78 led to the formulation of a new pattern of collaboration more in keeping with UNICEF's policy towards economically advanced nations, as well as with the strengths and weaknesses prevalent in Brazil. The result was the introduction of the current high-level technical assistance approach which is designed to assist the Government in organizing its own services, thereby employing more effectively UNICEF's modest financial contribution as a catalyst.

Brazil in UNICEF since 1946

The contribution of Brazil to the growth and formulation of UNICEF's policies over the years has been and continues to be valuable. The Government of Brazil has been a regular contributor to UNICEF resources, invariably meeting its own commitments to joint programmes in Brazil.

Of equal significance, however, is the role Brazil has played as a member of UNICEF's Executive Board - a position which it has held with distinction from 1946 through 1979 with the sole exception of five years in the early seventies.

Brazil's eminent representation - which includes an impressive array of outstanding personalities - has uniformly regarded UNICEF's work within the overall perspective of economic and social development. And there is no doubt that Brazil contributed significantly in the early days to stimulating the ideas and directions which led to the formulation of the country approach.

One of these names is that of Dr. Rinaldo Victor de Lamare who represented his country in 1965 and 1967, stepping down the following year to become Director of the National Department of the Child (CNCr). Among the finest tributes UNICEF has received over the years was made in one of his speeches to the

Executive Board.

"...this institution, which came into being during a period of emergency, has been proving itself to be one of the most effective and durable instruments of international cooperation... The Brazilian Delegation would like to... put on record its appreciation for the many benefits UNICEF has rendered the children of Brazil."

SECTION IIUNICEF IN BRAZIL TODAY

With a per capita GNP of over \$ 1,500 and an infant mortality of 98.19, Brazil compares more than favourably with other developing countries. In addition, the Government is equipped with significant policy research capability and a wide variety of federal institutions which are linked with Government policy centers and line Ministries - of vital importance in terms of strengthening the capacity to deliver social services equally, rapidly and economically.

But statistics - while indispensable as a diagnostic tool - can be misleading. Hidden amid the national averages are regional disparities which bear scrutiny if national planning endeavours are to achieve sustained economic and social progress.

For example, Brazil -with a foreign debt of some \$ 52 billion - is experiencing an annual inflation rate which has varied from 40 to 80 per cent. In the Northeast Province, 51.5% of the working population earn \$ 960.00 or less annually, the infant mortality rate is 190.6, and 20.7% (or less than half the national average) enjoy housing with access to potable water.

Children under the age of 15 constitute 40% of the country's population. Half of these come from families at the lowest point of the income scale. A birth rate of 2.9%, coupled with a striking disparity of income, point to a growing number of Brazilian children circumscribed by conditions which will deny them the possibility of contributing to their society as healthy, educated, and productive adults.

Recently completed studies indicate that 17 million children under six are either under-nourished or victims of malnutrition which was also the direct or associated cause of 57% of all children's deaths in Franca, Recife, Ribeirão Preto, and São Paulo.

Furthermore, rapid economic development has profound side-effects on the social side, and Brazil is no exception. An export-oriented emphasis on productivity rather than on basic commodities has a direct impact upon the nutritional status of the rural poor. Similarly, the substitution of industry for agriculture is immediately reflected in the farmer's pocketbook and therefore in the quality of life of his family.

The urban growth which began fifty years ago has also been exacerbated by rapid industrialization; and the acceleration is straining the capacity of existing urban public services to cope with the burgeoning influx of people. In the decade of the seventies alone, Brazil's urban population jumped from 52.1 million to 78.1 million - and the trend has shown no signs of abating.

Another fact of increasing concern to both the Brazilian Government and UNICEF, is that despite the economic boom, the number of destitute children is large. The benefits of economic growth have not yet reached the poorest segments of society.

Rough cost estimates indicate that meeting the basic needs of Brazil's entire population by the turn of the century does not pose a financial problem. The constraints appear to be organizing staffing and points of congestion which can retard the extension of services, particularly in rural areas.

UNICEF's concern in Brazil (as in over 100 other countries) is the fate and future of the millions of infants and children

born to abject poverty. Here, as elsewhere, that word means poor nutrition and unsanitary surroundings which add up to intensified vulnerability to a host of debilitating and sometimes deadly conditions: influenza, tuberculosis, measles, malaria, parasitic diseases, goitre/cretinism and gastroenteritis, anaemia and blindness caused by Vitamin A deficiency.

Primary Target Groups

Thus, UNICEF's cooperation with the Brazilian Government is focused primarily on the following target groups:

- 1) Children and mothers, with special attention to those from lowest income families;
- 2) Very young children and their mothers; and
- 3) Children in poor rural and urban areas, with special attention to those undergoing drastic changes.

The Government of Brazil shares UNICEF's conviction that children are the means - as well as the beneficiaries - of national development, and that enlightened social policies benefiting children are a pre-requisite for sustained economic and social progress.

The Approach in Brazil

As a result, the Government is directing its efforts towards an alternative approach which will concentrate available resources through the elimination of overlapping and duplicating activities of sectoral authorities and simultaneously focus the effectiveness of programmes for children through a convergence of services.

This approach entails a combination of:

- 1) An inter-sectoral approach which provides the same converging services to the same children and mothers in the same place at the same time.

- 2) A comprehensive set of services to meet child needs - physical, emotional, intellectual, and social.
- 3) Preventive measures which affect the largest possible proportion of the population, at the least expense, for long-term effect.
- 4) Specific services geared towards specific age groups in specific areas.
- 5) The active participation of the community itself in the decision-making process and in the execution of plans.
- 6) Advocacy - heightening the awareness among policy-makers of the special needs of children and of the importance of policies benefiting children to the overall development effort. A national policy for children and youth as part of national development planning should be seen as an essential ingredient of a policy to build up the national economy and to increase the productivity of the entire population. This raises the capacity of generating greater resources for future development and a higher standard of living.

Advocacy for children as a function of UNICEF is inherent in UNICEF's mandate and crucial to its work in all countries. A general term which is often misunderstood, advocacy is the backdrop and the unifying theme which underlies all of UNICEF's work and weaves through every activity. Its main objective in Brazil is to build upon and extend among Senior Government planners and policy-makers the recognition of the relationship between the needs of Brazil's children and national development plans.

How UNICEF works

Depending upon the specific requirements and national priorities of the country involved, UNICEF collaboration consists of the provision of one or a blend of the following: financial assistance, supplies and equipment, and technical expertise.

UNICEF-assisted nations are roughly divided into three groups. The first, and largest, includes those requiring special assistance, many of them designated by the United Nations as LDC, or "least developed country". The second group includes those which are in the middle range of development and their child population represents about two-thirds of all the children in UNICEF-assisted countries. The third consists of a small group of countries which, like Brazil, have reached a far more advanced stage of development, where support takes the form of high-level technical assistance, working with national planning units to extend more comprehensive and inter-related services to improve the quality of life for children. UNICEF's modest financial contribution is thus concentrated on providing technical expertise in programme design and management, as well as helping with technical and administrative responsibilities.

It should be stressed that regardless of the type or combination of UNICEF cooperation and irrespective of the category of the nation involved, UNICEF's own input is far and away surpassed by the resources - both financial and human - invested by the countries themselves.

Collaboration also takes into account national and other foreign investments in similar spheres of activity, because many of these could include elements of a social development nature with a direct bearing on children's lives. Thus, joint

endeavours strive to blend with and reinforce other sources of economic and technical assistance.

Types of Activities in Brazil

UNICEF activities in Brazil fall into three main categories:

- 1) The collection and dissemination of information regarding the magnitude and complexities of problems affecting children;
- 2) Supportive and experimental activities designed to formulate improved technique and strategy;
- 3) Activities aimed at establishing long-term policies, perspectives, and plan development.

An essential first step toward the formulation of a national policy for children and youth as an integral component of national development planning is obviously the gathering and analysis of data on the existing situation of children, youth, and families.

The first "Statistical Profile of Children and Mothers" has been produced and distributed by the Brazilian Institute for Geography and Statistics (IBGE) with staff and financial support from UNICEF. A valuable tool for planners and administrators, this document is likely to serve as a model for State and Municipal versions as well.

"Basic Studies of Services for Children of Low Income Population" has been produced by national consultants and jointly published by UNICEF and the National Institute for Social and Economic Planning (IPEA). The first overview of this nature, this document has been fully approved by the Social Development Council of the President, and is being widely distributed at the national and state level.

Children of the Urban Poor

The Government's determination to take new steps towards meeting the urgent needs of a multiplying number of urban poor led to the elaboration of two studies on the problems of children in poor urban areas. The current phase of this joint endeavour is the identification of the most efficient means of unifying available resources so as to improve the delivery of basic services in several slums of a large metropolitan area.

Training of Social Planners

In view of a rapid increase of public expenditure on health, education, and nutrition which is not always evenly distributed on a regional basis, the Government has expressed its intention to further expand its planning and management capacities. UNICEF is cooperating with the Government in the intensive training of social planners at the sub-national level.

Methodology of Evaluation

The Fund also lent its support to the Secretariat of Planning (SEPLAN) for the elaboration of a system of national evaluation and monitoring of social development programmes. Approved in principle and applied as a case study by the National Foundation for the Welfare of Minors (FUNABEM), the system is being refined for expanded application by FUNABEM and the Brazilian Assistance Legion (LBA), among others.

Macromodelling

Increasing public, as well as official, awareness that the fruits of development are not being shared equally has created a favourable climate for in-depth consideration of development priorities. The use of sophisticated technology

in national planning exercises is not new to Brazil. What is new and, in UNICEF's view, of vital importance is the introduction of the social factor into the macromodelling process. In point of fact, one of the most challenging tasks facing Brazilian planners today is to fit a strategy of basic needs within this process.

The effort is underway to develop a practical model of basic services via projections of the intimate relationship between the economic feasibility of social programmes and the social consequences of economic decisions. While the present objective is focused upon a local model for use by the Brazilian Government in long-term development planning, this project assumes global significance because - once established in Brazil - it can form the basis for alternative models of manpower/community development schemes which many other countries facing similar situation may find extremely useful.

This endeavour of the Institute of Economic and Social Planning (IPLAN), through the National Centre for Human Resources Development (CNRH), is receiving technical assistance not only from UNICEF, but from the United Nations Development Programme (UNDP) and the Economic Commission for Latin America (ECLA). In the course of this undertaking, vast and long-term as it is, two preliminary documents have already been produced: "Simple Costing of Social Services", and "Social Development Modelling and Indicators"

TCDC

In keeping with the concept of technical cooperation between developing countries (TCDC), UNICEF is exploring with the Government avenues for the exchange of information between developing nations.

In the special case of the Brazilian Government, years of experience and practice yield a social development expertise in various fields which can readily and usefully be transferred to other countries. As a first step, for example, such activities, directed initially to countries in Latin America and Portuguese speaking Africa, include:

- 1) The recruitment of Brazilian technicians to work in programmes of cooperation between other Governments and UNICEF;
- 2) Short-term study missions for personnel from other countries to Brazil in areas of mutual interest; and
- 3) The distribution in other countries, through UNICEF, of training materials and aids on successful development activities in Brazil.

The Greeting Card Operation

While voluntary contributions from Governments provide the bulk of UNICEF's annual income, its greeting card operation accounts for over 10% of the remainder. It is also the most accessible and identifiable vehicle for the general public to contribute personally to UNICEF's work throughout the developing world for millions of children who are born into a vicious circle of hunger, disease, and illiteracy.

The greeting card operation in Brazil has enjoyed an extraordinary success since it first started in 1956 with a limited sale of cards. Today, Brazil ranks fourth in the world market, representing more demand than in the rest of Latin America and the Caribbean combined. The general public accounts for 80% of sales which today embrace not only seasonal cards imprinted in several languages with a variety of messages, but year-round items such as stationary, mini-notes and calendars.

Stringent quality control of paper as of art, combined with a flexibility of choice in messages and logos for bulk orders, offer an attractive medium for large corporations and other segments of the private sector to render direct and tangible support to UNICEF's efforts to bring the benefits of health care, safe water, adequate nutrition, and basic education to underprivileged children in more than 100 developing countries. Moreover, in a cultural sense, Brazil has become a partner in this enterprise; for among the artists who donate their work for reproduction on UNICEF cards and calendars is an impressive Brazilian representation: Cândido Portinari, Ziraldo, Zoravia Bettiol, Beatrice Tanaka, Hannah Brandt, Maria Waltraud, Nega, Guiomar Mozinha, Lucy Calenda, and Gian Calvi.

SECTION III

HISTORY

The initiative for UNICEF's work in Brazil - indeed, for its extension to Latin America - was taken in February 1949 by the Brazilian delegation to the United Nations in New York. In December of the same year, UNICEF sent an envoy to Brazil to discuss joint programmes and develop plans of operations with the National Department of Child Welfare of the Ministry of Health.

The following year, UNICEF established its first office in Brazil in João Pessoa, Paraíba, and at the request of the Government, joint activities began in the Northeastern states of Paraíba, Rio Grande do Norte, Ceará, and Piauí.

On the whole, throughout this period of joint collaboration, UNICEF support for large-scale Government activities in health, nutrition, and education, took the form of financial assistance for the training of personnel and the provision of a broad spectrum of supplies and equipment.

In 1951, the office was transferred to Rio de Janeiro to facilitate closer contact with the Federal authorities, and operations expanded to include Amazonas, Pará, Maranhão, Pernambuco, Alagoas, Sergipe, Bahia, Mato Grosso, and Goiás, plus the Federal Territories of Acre, Rondônia, Rio Branco, Amapá, and Fernando de Noronha. The permanent move to the new capital of Brasília was made in 1970.

Supplementary Nutrition

Throughout the first decade of UNICEF's activity in Brazil, milk distribution held top priority. Then, as now, two major causes of the high infant and child mortality rate in the

States of the North and Northeast were malnutrition and intestinal disturbances. Contributing simultaneously to the latter were the ever-present elements of chronic deprivation: contaminated and insufficient water supplies, poor housing and ignorance of basic hygiene.

A supplementary feeding programme which began as a pilot project quickly had to be expanded as the existing nutritional situation was gravely compounded by a series of serious droughts between 1951-53 and again in 1958.

Large scale daily distribution of milk to infants, pre-school children and pregnant and nursing women was extended as well to primary school children through the Ministry of Education's National Campaign for School Feeding. An adjunct to the programme was the simultaneous and large-scale provision of Vitamin A and D in the form of codliver oil capsules for infants, pre-school children and mothers. In the oft-repeated words of Dr. José Américo de Almeida, then Governor of Paraíba, "UNICEF helped to save a generation of Brazilian children".

In addition to impressively lowering the infant mortality rate, the campaign had several secondary but significant side effects. Public health services began to expand rapidly, attendance at child-care posts grew steadily and more and more mothers came for pre-natal care, later bringing their babies for regular check-ups. These visits served also as a regular opportunity to reinforce and encourage the tradition of breastfeeding. School attendance increased and teachers pointed out that children receiving milk become more attentive, retained their lessons better and lost their prevalent expression of apathy.

The commercial production and sale of milk increased impressively

as people began to understand its value and importance to health. Last, but not least, the milk distribution programme paved the way for all the other programmes which subsequently expanded in both type and geographical coverage.

Milk Conservation

An important example of the partnership between the Government and UNICEF during the early period was the joint effort to assure the continuation of feeding programmes and of the provision of safe milk for children with the establishment of the milk plant and pasteurizing unit at Pelotas, Rio Grande do Sul.

The Government - through the Ministry of Agriculture - defrayed all costs pertaining to buildings and services such as water supply and installation of the butter manufacturing section. The Ministry of Health, in turn, purchased the total milk powder production for free distribution to mothers and children.

Nutrition Education

Aware of the need for increased local food production to meet the requirements of low-income groups, Federal and state authorities turned their attention to establishing school gardens, agricultural clubs, etc. UNICEF was asked to participate in a demonstration project of nutrition education in rural communities through schools and mothers' clubs in Rio Grande do Norte.

Integrated Health Programmes

When the Special Service of Public Health (SESP) began to expand its services to the Northeast, establishing cooperative health services which united federal and state efforts, UNICEF extended its support to its first integrated health programme in Rio Grande do Norte. The success of this programme led to gradual coverage of the whole state and to its

but also to follow-up on the distribution of milk powder and vitamin capsules, and to ensure the submission of monthly reports.

Training

Naturally, the overall expansion of maternal and child health services generated a need for a concomitant increase of qualified personnel. The National Department of Child Welfare therefore initiated training courses for midwife and child-care auxiliaries and for social welfare workers. Some two-thirds of these young women were from localities in the interiors of the various states, and the remainder came from the respective state capitals.

These courses formed an integral part of the development and expansion of maternal and child health services at a time when Brazil had only one fully trained nurse for approximately 100,000 people.

The Government sought UNICEF assistance in defraying local scholarship costs. While this contribution was modest in relation to that of the Government, it had the effect of improving both the quality and quantity of the courses. The most important result, however, was that it gave the National Department of the Child (DNCR) a much stronger position in its own budgetary requests and facilitated the continuous increase of federal appropriations.

No description of UNICEF's early years would be complete without paying tribute to the many illustrious Brazilians who were most deeply involved in joint endeavours.

The End of a Phase

When UNICEF's first decade and a half of work in Brazil drew to a close, it was with high hopes and a gratifying sense of achievement - hope because it was abundantly clear

replication in Mato Grosso, Piauí and Sergipe.

Immunization

The health authorities' campaign against whooping cough and diphtheria began with large-scale vaccination drives and was followed by the establishment with UNICEF cooperation of a vaccine production laboratory at the Oswaldo Cruz Institute in Rio de Janeiro.

Maternities and Child-care Posts

For a number of years, both Federal and state authorities had undertaken a large programme of construction of maternities and child-care posts. UNICEF was able to expedite the functioning of these institutions by supplying the required basic equipment.

Mothers' Clubs

Along with the development and expansion of maternal and child health services, the National Department of Child Welfare stimulated the formation of "mothers' clubs". If the title evokes the analous image of middle-class housewives, the role which these clubs played in the development of community spirit was quite serious. Located in state capitals and small rural communities alike, they formed under the leadership of resourceful women from the communities and were supervised by trained social workers. Meeting weekly in groups of 25 to 30, young mothers received instructions in various subjects to improve their standard of living and provide them with income-generating skills; pre-natal care; maternal and child care (particularly the importance of breastfeeding); infant hygiene; teething; nutrition; home gardening; sewing; and embroidery.

The station wagons which enabled supervisors to visit the clubs once a month were important not only for orientation,

that a solid and constructive working relationship had been forged, along with close ties of friendship and mutual respect - essential to the success of future cooperation; gratification because fifteen years of partnership had made a real difference in the lives of thousands of children and mothers, and could continue to improve the futures of many more.

More - much more - remained to be done. But the growing awareness of the importance, not only of increased financial resources, but also of the intimate cooperation of people from all levels and of a full coordination of efforts held the promise of expansion and success.

A Broadening of Activities

While massive nutritional campaigns continued over the ensuing fifteen years, the nature of UNICEF assistance was marked by the expansion of those programmes in health, environmental sanitation, nutrition, and training initiated earlier. As UNICEF evolved into a development agency, this expansion encompassed not only the growth and broader coverage of established projects, but the move into previously unexplored activities. Paediatric training of physicians and other health personnel in the Department of Paediatrics and Child Hygiene at the Medical School of the University of Recife focused, beyond the clinical side, on the preventive and social aspects of child care.

FUNABEM

The establishment of the National Foundation for the Welfare of Minors (FUNABEM) symbolized a new start and a new approach towards the problems of children. Bearing in mind the social and economic factors which affect children, their families and their communities, FUNABEM initiated new and challenging

programmes which emphasized the importance of youth helping youth and which marked a revolutionary shift from institutional, restrictive and essentially curative care to preventive measures.

The programme was aimed at involving future teachers and educational leaders in Brazil's social development process. The utilization of university and secondary school students to carry out activities with minors in their respective communities achieved two objectives. One was to obtain low-cost human resources for project activities. The other - and more important - was to give them an insight into the social problems affecting children and youth in their own communities and in the country.

In addition, the inter-action within the communities themselves yielded a greater interest and understanding of children's problems and the causes of these problems.

Among the projects in which UNICEF cooperated with FUNABEM were two social services programmes. One was in response to the need to adapt social work training to the changing social requirements at the time, bringing together for a series of courses social work professors, directors of major social agencies, and people engaged in regional planning and development.

The other was aimed at raising the standards of care for children in residential institutions. The surge of families who moved to Brasilia in search of better employment opportunities in the new capital resulted in a critical number of children abandoned to their own devices when the initial boom declined and their parents were forced to seek a livelihood elsewhere. This programme was designed not only to upgrade the facilities

for children in state institutions, but to provide vocational training for the older children and training for personnel directly involved in dealing with them.

Other activities

Immunization went beyond diphtheria and whooping cough to the control of tuberculosis and leprosy.

An area of assistance in which UNICEF had not been active for many years-in fact, since its post-war period - was that of the handicapped. Moreover, the project for which UNICEF provided sets of semi-finished braces, transport, and stipends while founded in Brazil, also served several other Latin American countries.

A series of courses in orthopaedic brace-making were held at the Rehabilitation Institute and School for Crippled Children at the Associação de Assistência à Criança Defeituosa in São Paulo. The purpose was to train technicians in brace-making techniques and particularly in the assembling and fitting of braces, utilizing semi-finished components.

SECTION IV

THE INTERNATIONAL YEAR OF THE CHILD IN BRAZIL

The International Year of the Child, 1979, has come and gone. Will it join the swelling ranks of a succession of "Years" whose momentum fades with the turn of the calendar, or will it prove to have marked - as envisaged - the threshold of a new global commitment to children as mankind's key to a better future? Time alone will tell if the measures of IYC's success have been met: evidence that policy-makers are fully aware of children's needs and of the possibilities of action; increased Government commitments to meet these needs; and finally, the degree to which communities continue to mobilize their human and other resources to advance the well-being of their children in the years to come.

There is little doubt that two of the Year's preliminary objectives are nearing achievement in Brazil: a review of the situation of the country's children and of existing programmes on their behalf; and a recognition at the Government and public level of the fact that programmes benefiting children should be an integral part of economic and social plans.

The Government of President Figueiredo has, since its inauguration, distinguished itself by the high priority which it assigns to social welfare policy and related programmes. And the Third National Development Plan postulates the institution of a policy to increase the access of lower income groups to the services of education, health, sanitation, and social welfare, as well as to alimentation, transport and employment - all of which bear seriously upon the well-being of the child.

- 1) A revised use of tax revenue affording states and municipalities added revenue, with authority over it, for social services;
- 2) A new approach to coordinating the delivery of health services, uniting - on a trial basis in one state - the services of the Ministry of Health with two others of another Ministry, under a single leadership;
- 3) A new emphasis through the National Foundation for the Welfare of Minors (FUNABEM) on preventive activities to deal with the problems of child abandonment; and
- 4) A substantial new budget (Cr\$ 6 billion) for national coverage of primary health care, with special attention to poor rural and urban areas and to environmental sanitation.

The response of the media during the Year of the Child was extraordinary and set the stage for a continuing public exposure to and involvement in a broad spectrum of issues central to the life of the Brazilian child and his family.

Press coverage throughout the Year was most impressive and encouraging. The readiness of several leading newspapers and magazines to devote numerous articles focusing on children's problems and the goals of IYC has grown, rather than abated; and a number of them plan to continue the open dialogue on children's questions in the future.

Perhaps the most dramatic continuous event of IYC was the imaginative and regular use of radio and television for the nation-wide transmission of serious messages on the conditions of the country's children.

Within this context, special tribute must be paid to Rede Globo, which dedicated a large part of its services to IYC during 1979. Every hour on the hour throughout the year, a carefully designed message about children in Brazil was transmitted. In addition, all of the network's programmes bore in their narrative a reference to children's problems. Programmes ranged from sports, news broadcasts and soap-operas to women's programmes, discussion groups and - of critical importance - in-depth investigative reporting. In the latter category, three programmes covered women's rights, two dealt with nutrition, one gave an overview of children, and others included the problems of abandoned children and related legal issues, rural development questions, agricultural development and conditions in slums and shanty towns.

Obviously, the consciousness-raising objective of IYC has acquired a momentum of its own in Brazil. What remain to follow over the coming years are the steps required to translate the awareness of children's needs and a national social policy encompassing these needs, into national and local action programmes to improve children's lives in the long as well as the short term.

As Brazil's Ambassador to the United Nations stated during the IYC debate of the General Assembly's Thirty-fourth Session: "... talvez a lição mais importante para o Brasil é que não basta preocupar-se com os menores de uma maneira humanitária; mas também fazer mudanças nas estruturas".

If the legacy of the International Year of the Child is to dramatically improve the conditions of life for future generations of Brazilian children, then surely the key to ensuring it lies in maintaining the momentum generated by the Year and in responding to aspirations stimulated during its course: that is to say, the follow-up.

Current cooperation between UNICEF and the Brazilian Government, as well as that which is planned for the coming few years, bear witness to the scope of activities being undertaken to lay the foundation for far-reaching and action-oriented policies designed to improve the situation of the nation's children.

IYC in Brazil was an opportunity to reconsider, reformulate, take stock and plan. The formation of the IYC National Commission was quickly and enthusiastically followed by commissions in every state of the Union and many municipalities.

An indication of the seriousness with which these commissions approached the International Year of the Child is the number of important events which took place, often - it should be noted - neither initiated nor sponsored by the National IYC Commission. A partial illustration includes the Symposium by the Federal House of Representative on questions of primary health care and family planning; a series of workshops and seminars on the nutrition requirements of children sponsored by the National Institute of Food and Nutrition (INAN); the creation of a new national code for minors which completely revises existing legislation; the establishment of a new marriage and divorce law which clearly defines the rights of women and children, including rights of inheritance; and - pervading all activities - a growing interest in the special problems of young children with emphasis on the plight of the handicapped.

The Government announced a number of new action plans of special relevance to children which reflect a oneness of mind with some of the recommendations made in the text published jointly by the Institute of Economic and Social Studies (IPEA) and UNICEF - "Basic Studies of Services for Children of Low-Income Populations". These were:

SECTION V

THE YEARS AHEAD

At this juncture collaboration of UNICEF with the Government of Brazil is focusing on consultancy and technical services which together aim to address the precise activity to be undertaken.

The Five Working Groups

A major undertaking in Brazil is to commence in 1980. Complex, ambitious and far-reaching in scope, the concept underlying the formation of five Working Groups for Long-Term Planning and Programming of Children's and Mothers's Needs embraces almost every sphere of activity which affects children.

The deliberations of these working groups bear a direct relationship to all other UNICEF-assisted programmes, systematically drawing upon the information and recommendations which they produce. It is, in fact, the core activity which will exhaustively examine, for the first time, the situation of Brazil's children and review existing services in their favour, simultaneously identifying those possibilities which could be initiated and making proposals regarding an eventual blend of the three. The ultimate goal is the design of new programmes directly benefiting children and their mothers and the formulation of a country programme approach to long-term cooperation in Brazil.

Given Brazil's objective of formulating ~~long-term~~ policies and multi-sectoral, convergent programmes for children, the element of social planning is all-important. It is the formulation of convergent social policies which will lead the way to the coordination and consolidation of sectoral activities

which are currently conducted by several different Government and non-governmental agencies. It is important to note that this policy planning process is expected to be institutionalized as a continuing activity of the Government.

Under the coordination of the Secretariat of Planning (SEPLAN), a multi-disciplinary team of people will take a comprehensive look at the inter-related needs of children at different age levels from five perspectives: law; health; nutrition; education and learning; and environment, including the family.

The Special Problems of the Young Child

A growing concern in Brazil for the especially vulnerable birth to six-year old child led the Ministry of Social Welfare (which is responsible for this population group) to seek UNICEF assistance for this project which is closely related to the activities of the five working groups.

The purpose of the action-oriented activity is two-fold:

- 1) to develop policies and programmes to meet the specific needs of very young children in a convergent service system; and
- 2) to devise specialized training programmes for personnel for these services through Government or non-governmental channels.

Advisory Services to the Ministry of Social Welfare

The Ministry of Social Welfare is responsible for pensions, medical insurance and social welfare. At the same time, it is charged with social assistance programmes through several national organizations to states and municipalities.

In 1979, when the President issued Government guidelines to the Social Development Council on the nature of social expenditure,

Profile on Children

The 1979 Statistical Profile on Children and Mothers in Brazil will be periodically updated, incorporating an assessment of the first, as well as the results of the 1980 census.

UNICEF assistance has been requested in the analysis of the census to extract in particular those data which pertain specifically to issues involving mothers and children.

The idea of producing similar profiles at the state and municipal level will begin in close cooperation with the federal Government and state municipalities in 1980.

Representing, as it does, a consolidated and comprehensive centre of data covering specific population groups, this exercise will also be a source of continuous feedback for the macromodelling project.

Macromodelling for Social Factors and Basic Services

This activity, as mentioned earlier, is a long-term one which is also closely related to UNICEF's future cooperation in Brazil, in particular to the Social Planning Courses with CENDEC, the Advisory Services Programme to the Ministry of Social Welfare, and the Applied Research on Needs of and Programmes for Children to be developed with the National Research Council (CNPq).

The essence of utilizing a methodology within the planning process to analyze the economic feasibility of social programmes implies a methodology which defines the higher and lower limits of the extent to which the basic needs of Brazil's population could be met for health care, nutrition, education, housing, water supply and sewerage at various points along the coming years. This will naturally include estimating the cost, in public resources, of meeting these needs.

Nutrition

In recognition of the fact that no interventions on behalf of children can be effective without addressing a conglomerate of nutritional elements, the National Institute of Food and Nutrition (INAN) has recently carried out a number of studies focusing on various aspects of nutritional problems facing Brazil's children. UNICEF, which has traditionally directed a major part of its attention to this aspect of development, has been approached to cooperate in projects dealing with four of these. The results of the 1979 joint WHO/UNICEF Meeting on Infant and Young Child Feeding will naturally have a bearing on all aspects of nutrition planning.

Promotion of Breastfeeding

The pronounced decline in breastfeeding among Brazilian mothers in recent years is most prevalent in those families whose infants suffer the most deleterious effects - the urban and, to a lesser extent, the rural poor.

The correlation between premature weaning and high infant mortality is stark and unmistakable. A 1975 Recife study revealed a typical pattern. Fifty-three percent of the sample were weaned before reaching the age of one month. That year the infant mortality jumped by 50% to 198, from 124 in 1966 when breastfeeding was widespread. Similar studies have been made in other parts of the country which indicate the extent of premature weaning and its negative effects on the nutritional and general health situation of children.

The Government has initiated this project in order to arrest the decline by taking immediate steps to encourage breastfeeding. These include a nation-wide campaign to promote and encourage breastfeeding to policy-making groups

as well as to the general public; a review of legal provisions to ensure adequate maternity leave, job security and creches at work sites; the adoption of legislative measures to shield the inclination to breastfeed from negative social influences; and the incorporation of appropriate services and advice in the present health system.

UNICEF will cooperate with the Government in the coordination of the sectoral activities of the project and in launching the promotional, advertising and mass media campaigns.

Eradication of Goitre and Cretinism among Children

In specific areas of Brazil, the lack of iodine in the diet continues to cause a serious incidence of goitre and cretinism which the Government has undertaken to resolve by the end of 1985.

Overall coordination of the planning and implementation of this salt-iodination project lies with INAN, which will draw on local medical expertise, the Salt Commission and other Government institutions. Technical advice on health and medical aspects of the problem will be provided in part by WHO. Joint activities will focus upon the planning and implementation of the project, including a campaign of promotion and education.

Avitaminosis A

There is a widespread concern that Vitamin A deficiency is responsible for vision problems in certain areas of the country. While there are sufficient resources and technical expertise to establish the magnitude and location of the problem through clinical and biochemical surveys, there is an urgent need to create a reference laboratory to serve as a focal point and final authority in establishing standards and methodology. At the same time, there is an acute shortage of trained personnel to carry out clinical eye examinations.

In cooperation with INAN, UNICEF plans to provide technical assistance in the preparation of a detailed workplan. It will also finance the initial training of doctors and health assistants and extend financial support for pilot studies to explore the fortification of local foods with Vitamin A.

Evaluation of Infant and Child Feeding Practices

If a single problem could be isolated as the major menace to the present of Brazil's children (and consequently, to the nation's future), it would have to be malnutrition.

The gravity of the nutritional situation continues to concern Government and non-governmental authorities alike, despite a plethora of programmes and projects to overcome it which range from feeding programmes and nutrition education to increased food production and income-generation.

The primary objective of this major undertaking is to collect all available information on all supplementary feeding schemes, as well as on traditional feeding practices, breastfeeding, and the use of processed foods. The purpose is to assess the impact of these upon nutritional status so as to formulate specific recommendations for future programmes.

An ancillary objective, stemming from this exercise is to analyze and evaluate the relationship of these practices to long-term agricultural and social development programmes.

Clearly, many aspects of this evaluation will reinforce the Young Child Study, as well as some elements of the activities of the Five Working Groups. At the same time, this project will benefit from some components of the macromodelling programme and from the results of the Basic Studies.

The Handicapped Child

The problems of the mentally or physically handicapped child are a reality in Brazil, but statistics are elusive and inconclusive. A reasonable assumption would be that the highest rate of affliction is to be found among children in poor areas due to low income, malnutrition, inadequate detection and limited access to rehabilitation.

The Government has expressed its intention to formulate new and integrated policies for the handicapped which would include the use of simple technology in rehabilitation, early detection and, above all, the prevention of handicaps.

UNICEF will collaborate with the Ministries of Education and Social Welfare and Assistance to assist in the formulation of action-oriented and preventive policies, and in the preparation of activities to be undertaken during the International Year of the Disabled, 1981.

As preventive measures will be based mainly on nutritional interventions, this project will also have a synergistic effect on deficiencies in Vitamin A, iodine and protein-calories.

Rural Community Development in the Northeast

Brazil's Northeast region represents nearly 30 per cent of the nation's total population. Yet it generates 13.8 per cent of Brazil's internal revenue, compared to 62.8 per cent for the Southeast, and per capita annual internal revenue was a third of that in the Southeast.

The social indicators are equally distressing. Infant mortality rates hover between 144 in Piauí to 216 in Rio Grande do Norte and life expectancy ranges from 36.4 in the latter to 49.8 in Maranhão. In a region where nearly 47 per cent of the population is rural, land distribution is uneven, climate patterns are

he assigned high priority to the needs of poor families, and diverted additional resources from the Social Development Supporting Fund (FAS) towards this goal. This rapid growth and large increase in available resources has generated an immediate need for additional qualified staff at the coordinating level.

UNICEF will cooperate with the Government to fortify the planning, managing and monitoring capacity of the delivery arms of the Ministry of Social Welfare. This will lay the foundation for converging social services to encompass: services for the young child; day-care centers; early childhood education; civil registry support; supplementary feeding programmes for children and mothers; maternal and child health care; services for the handicapped; and socio-education programmes for the prevention of child abandonment, with its obvious implications for juvenile delinquency.

Social Planning

In order to make its public services more responsive to complex social demands, the central Government - the state machinery for administration and development - has extended guidance, assistance and control to a growing gamut of activities. This resulted in an enlargement of Government organization, with an increasingly diverse and complex structure.

With a view to introducing the social element into this process, a four-stage cooperative endeavour between CENDEC (Training Centre for Economic Development) and UNICEF will begin in 1980, culminating in an agreement between CENDEC and UNICEF on a package to develop training programmes in family planning, nutritional policies, delivery system for basic services, social conditions of women and planning and participation.

cruel and soil quality works against agricultural productivity.

There is no shortage of resources for this region, to which the Government has assigned top priority. The question is, rather, one of coordination.

The main objective of the Programme for the Development of Rural Communities (PRODECOR) is to provide basic services to the lowest income groups in the region's rural communities - low-cost housing, clean water supply, agricultural extension, primary health care, informal cooperatives.

PRODECOR's philosophy of development is distinguished by its striking similarity to UNICEF's Basic Services Approach: active community participation in identifying needs and executing projects; multi-sectoral programmes and convergent services at family level; and the use of village-level technology with minimum administrative overhead. A great deal can be accomplished with improved programme planning and development and UNICEF has been requested to provide technical consultancy services and staff support to assist PRODECOR in overcoming these constraints. In the event that this cooperation proves successful, action-oriented projects may require more traditional forms of UNICEF support for later implementation.

PRODECOR is likely to serve as a valuable source of information specific to the region for many of UNICEF's other activities. It is expected, at the same time, that by drawing upon the experience and recommendations resulting from these activities, PRODECOR will also play the catalytic role of an agent of change.

Children of the Urban Poor

"Favela" is the name of a small flowering tree which grows in profusion on the hillsides of Northeastern Brazil. Ironically, the favelas which are proliferating on the hillsides and shore-

lines of today's major cities in wrenching contrast to sleek high-rise buildings and manicured gardens bear stark testimony to the spiraling rural exodus which is sorely taxing existing metropolitan public services.

Three hundred and ten slums in Rio alone (South America's second wealthiest city) are "home" to nearly two million people, or 34 per cent of its total population. But home for the favelados, most of whom left their villages in quest of a better life and found themselves denizens of a fringe society, means over-crowded make-shift excuses for housing; unhygienic surroundings with poor, if any, sewer systems and totally inadequate health and education services. Bread-winners are relegated to the informal labor market where average remuneration is less than one minimum salary and employment opportunities are as irregular as they are precarious. Frequently, the effect of even limited services is further diffused by the duplication of parallel and disjointed service structures. Today, for example, in one major city there are over ten organizations providing social services for the same target population, often independently, with a need for coordination. As always, it is the children - in this case, around 800,000, who suffer first and most.

A preliminary study has begun, on the basis of which a workplan will be submitted detailing policy formulation, the setting of targets, the strengthening of infrastructure and the outline of an action plan.

The objectives of this experimental project are to improve services for children through:

- 1) reorganization of the delivery channels of social services by consolidating manpower and resources;

- 2) formulation of an integrated urban community development programme for slum areas for implementation under the supervision of the municipality; and
- 3) extension of the technical methodology which evolves to other cities in the future.

This experimental project is linked with three other activities. At the local level, the Statistical Profile will provide a constant flow of background information. At the federal level, a base of reinforcement will derive from the Advisory Services to the Ministry of Social Welfare.