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UNICEF in Transition - New Directions Following the 1965 Executive Board

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EXPRO-90

21 July 1965

To: Field Offices

From: Adelaide Sinclair

Subject: UNICEF in Transition
New Directions following the 1965 Executive Board

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EXPRO-90

UNICEF in Transition

New Directions following the 1965 Executive Board

The Board assembled in New York last month with mixed feelings. There was retrospective sadness over the passing of our first Executive Director, Matrice Pate, who had set his personal stamp on UNICEF and had become the symbol of the world's conscience for its children. At this same time the Board took a forward look with our new Executive Director, Henry Labouisse, who brings to UNICEF a rich experience in international affairs and that quality of commitment which the work demands. In speaking publicly to the Board and privately to his staff, Mr. Labouisse has made it clear that he plans to make a major effort to increase UNICEF's income to a level more appropriate to its responsibilities. So far as the present programme is concerned; he feels that he must first spend some months learning before he can form his own judgments about it. Consequently, although Mr. Labouisse addressed the opening and closing sessions of the Board, the project recommendations and the policy papers were introduced and explained by the Headquarters staff and the Directors who had prepared them.

Mr. Labouisse has announced his intention to travel extensively in order to acquaint himself with the staff and the work of UNICEF, so that in the course of the next year many of you will have the opportunity to meet him personally. His first trip will take him to the Asian Conference on Children and Youth in Bangkok next September, following which he will visit some countries in that region. He also plans to attend the Conference on Children and Youth in the Americas in Santiago next December and in that connection will visit a number of countries in the Americas.

In June the Executive Board accepted the invitation of the Government of Ethiopia to meet in Addis Ababa in May 1966. This meeting will bring Mr. Labouisse and other members of Headquarters staff into the African region. More is said on this subject below.

No new basic policy decisions were taken at the recent session of the Board. However, the meetings took place in an atmosphere of searching and questioning, searching as to the best way in which UNICEF can fulfil its unique functions in the UN, and questioning as to the ways we have gone about this in the past. One had the feeling that members of the Board would welcome a fuller sharing in the understanding of problems of programme development which have been so largely carried by the Secretariat in the past. Members of the Board are certainly interested in what is actually happening, and eager to play their appropriate role in making our work more effective.

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The Board was concerned over the tight financial situation in which UNICEF now finds itself. Our income has grown very slowly, so that we are not able to maintain the level of assistance achieved in recent years when we were allocating against reserves. Our financial difficulties are compounded by the fact that an important part of our funds are held in non-convertible currencies. The words of warning in EXPRO-79 of 12 November 1964 ("Living within our resources") remain valid, and will continue to affect our programme assistance.

1. Recommended reading

The Report of the Programme Committee has been available for some time in document E/ICEF/F/L.637, and a glance at the table of contents will indicate that the Committee went rather deeply into several programming questions. Last week the Report of the Board was completed and it will shortly be distributed to all field offices as document E/ICEF/528. In addition the Report of the Directors' Conference was distributed last week. Along with these three basic reports, the following papers are recommended reading for all field officers:

Reports by the Executive Director	E/ICEF/511 and Adds. 1-7
Reaching the Young Child	520
Growth and development of the young child	521
Observations on the needs of young children in South East Asia	CRP/65-20
Report of the UNICEF/WHO Joint Committee on Health Policy	E/ICEF/515
Review of leprosy control projects	513
Report of FAO/UNICEF Joint Policy Committee	510; 512; CRP/65-9
Use of world food surpluses for the benefit of children	524 FAO/UNICEF/J.P.65/8
Special aid to countries lacking the personnel structure to initiate normal programmes	511/Add.1 para.92
Criteria for emergency aid	517
Experience with local costs	518
Research-oriented projects	514

These papers have already been distributed to you. More copies are available on request. A complete list of all papers issued in connection with the recent Board meetings will be found in document ICEF/INF/26/Rev.1, copy herewith.

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2) Reaching the Young Child

People who have made a serious professional study of child development know that each phase of a child's life has its special characteristics and needs. Two developmental periods are particularly important. One is early childhood, (roughly post-weaning to school age, or approximately from one to six years of age) and the other adolescence. This year our Executive Board directed its attention to the earlier developmental period, and addressed itself to the problem of how to reach the young child.

To prepare for this discussion we had arranged for the International Children's Centre in Paris to present a technical study of the characteristics of this age group (document E/ICEF/521). In addition we arranged for consultants to make special statements to the Board on some of the practical problems as seen from the field. Our consultants included Herschel and Edith Alt (both of whom are highly trained and widely experienced in social work) who made observations on conditions in Pakistan and Thailand. We were also fortunate in having Dr. O. Adeniyi-Jones, the former delegate of Nigeria, present at our Board meetings as a consultant to share his years of experience in his own country. The UN Bureau of Social Affairs presented a paper, and several specialised agencies made statements on this matter. We also put forward a paper from the UNICEF Secretariat suggesting some practical ways in which UNICEF might do more to stimulate an interest in the young child and to improve his lot. In addition various governments presented papers on the experience of their countries in trying to reach the young child.

Everyone seems to agree that this is first of all an educational problem. Probably this problem begins at home with ourselves - with the UNICEF staff. It is a fact that the industrial countries themselves have only recently been waking up to the unique importance of early childhood in the whole history of physical and psychic development. The basic facts are laid down in an authoritative way in the paper presented by the International Children's Centre. If you have not already had time to read this, may we urge you to do so. Unless members of the UNICEF staff are themselves informed and convinced as to the special claims of the young child then we are not likely to be very effective in persuading our colleagues in the developing countries to put their minds to this problem.

The Executive Board endorsed the suggestions which the Secretariat had laid before it as to ways in which this problem may be approached. Be sure to read pages 16 to 27 of the Board's report (E/ICEF/528) which summarises the discussion and conclusions. The main suggestions are:

- a) more and better training on child development directed to all categories of professional people dealing with children, and ultimately directed toward the mothers.
- b) Generally speaking, special services for young children cannot and need not be created. Existing services (example health, community development, mothercraft/homecraft, nutrition) should be re-oriented and strengthened to pay greater attention to early childhood. We should examine existing projects to see how the young child can be better served by these projects in the future.

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- c) Simple, basic services should be developed, e.g. immunisation against common diseases of childhood, weaning foods for urban toddlers, supervised simple play groups.
- d) Reliance must be on trained auxiliary staff or trained volunteers working on the community level.
- e) Children in disorganised shanty towns are probably the worst off and should have priority attention.
- f) Where necessary, particularly in urban settings, day-care centres can be proliferated through the use of simply trained staff and facilities as suggested above under professional supervision.
- g) In all project planning, special attention should be paid to the young child.
- h) Countries will need to make an assessment of the special situation of young children. UNICEF can help such assessments through the country planning and project preparation fund.
- i) Countries will need to experiment with new ideas and new methods for reaching mothers and children. UNICEF could help such trials in pilot areas.

All the above are only tentative suggestions. Now we need to go to work and gain some experience in trying to put them into effect. How do you in the field think we can go about this task most effectively? Two years from now in 1967 the Board wishes to have a report from the Secretariat on the experience we have had in trying to do something about this problem.

3) Family Planning

From time to time in recent years various delegations to the UNICEF Board have drawn attention to the implications of population growth for the work of UNICEF. This was given considerable attention when the Board met last year in Asia, where the effects of a rapidly expanding population are immediately evident. A number of the papers on conditions of children in Asia prepared for that session discussed various aspects of the demographic situation as related to children and youth.

The subject of family planning was not on the agenda of the Board in 1965. However, this matter was raised by one member of the Board asking that the Executive Director prepare a report to the Board in 1966 on possible UNICEF aid to family planning in the future. Since this subject was not up for formal debate there was nothing like a full dress discussion of it. Preliminary reactions of several Board members are recorded in the report of the Board. The Board has now asked the Executive Director to prepare a report on the role of UNICEF in family planning. At the same time the Board has authorised the Executive Director to submit to the next meeting of the Board one or two requests for assistance in family planning within the context of maternal and child health services, from governments giving a high priority to this form of aid.

It should be stressed that the Board has taken no position pro or con on this matter and cannot do so before its next meeting. We can look forward to an important debate on the subject next year.

4) Board meeting in Africa in 1966

One of the best ways for members of the Board to break through the inevitable limitations of the formal relationship with the Secretariat at Headquarters is to hold a meeting in a developing region of the world. The Bangkok session in 1964 helped give many Board members a greater insight into the field conditions under which our work has to be conducted, and Board discussion is still enriched by experiences of the Board members who visited Asian countries and saw projects at that time.

Through the generous invitation of the Government of Ethiopia, next year the Board will hold its first meeting in Africa. The sessions will begin the 9th May and run through 28 May.

The special arrangements connected with this first meeting in Africa are summarised in the report of the Board. The main features are: first a series of visits to countries; and second, a special three-day session of African planners and other professional people concerned with children and youth. To this special three-day meeting will be invited representatives of all African countries receiving UNICEF aid as well as the interested international agencies. In effect this will be an occasion for African countries to undertake the kind of examination of the place of children in national development which Asian and American countries will be doing in the conferences sponsored by UNICEF at Bangkok and Santiago this year.

5) Single Annual Board Session: No late recommendations from now on

The Board reviewed experience in handling the work of UNICEF through only one meeting a year, and reached the conclusion that this is a satisfactory system. We may therefore expect that this will be continued indefinitely in the future. However, the Programme Committee and Board were most dissatisfied over the fact that documentation had generally been made available too late - see paragraphs 235 - 236 of the Board report (E/ICEF/528). This affects the timing of submission of the project recommendations by field offices. We are now under a firm formal instruction not to release late recommendations. The situation is made more difficult for this next round because the meeting in Addis Ababa will take place about one month earlier than usual. The new firm deadlines for project submissions to Headquarters are set out in EXPRO-88 which has just been released.

6) Special Programme Assistance

A year ago the Board authorised the Secretariat to bring forward proposals for a different way of helping countries which are in special need i.e. which lack the basic structures for providing services to children and youth where Government income is particularly limited. These countries are often in the greatest need of UNICEF aid, and at the same time the least able to make use of

it under established procedures.

This is a difficult task, and it is not surprising that we were not able to come up with any specific project proposals illustrating special forms of assistance this year. The Board has recognised that we should continue to apply ourselves to the solution of this problem, and has adopted some guidelines for the Secretariat. These are recorded in the Board report, paragraph 195. We should stress that this will be an experimental approach applied to a small number of countries. For most of our work, established policies and procedures will continue in effect.

7) Applied Research

This was the first time that our Executive Board had addressed itself to the question of UNICEF's role in research. The outcome is a clear statement of policy which you will find in the Board report, paragraphs 202 -204.

The Board recognised that research is an important tool in finding solutions to children's problems in the developing countries, and it places on the UNICEF Secretariat the responsibility of bringing to the attention of competent international and national authorities any such problems which we may encounter. Exceptionally UNICEF may itself provide some support for practical applied research, along the lines set out in the Board's report.

8) Criteria for post-disaster (emergency) aid

During recent years, the Board has been restive about some of the requests for UNICEF aid in emergency situations. There is of course an inherent conflict between the Board's main interest in long-term programmes, and post-disaster aid. Furthermore, there is a point at which emergency aid for the restoration of permanent facilities shades off into normal long-term programming.

The Board has now clarified its policies to take account of these factors. The basic point of view remains unchanged, namely that UNICEF's main business is long-term assistance rather than emergency aid. However, the Board recognises that UNICEF will sometimes wish to give special assistance following emergencies. In so doing, in the future the Board will look for a clear separation between the immediate post-disaster relief, and the later restorative action. For the latter, the Board will expect us, so far as feasible, to go through normal planning procedures, including technical clearance with the specialised agencies. The emergency reserve fund which the Board has placed at the disposal of the Executive Director has been increased from \$50,000 to \$100,000.

All of this is laid out in the Board's report, paragraphs 196-201.

9) Health Policy Changes

For the first time in two years, the UNICEF/WHO JCP met early in 1965 and the UNICEF Executive Board had the JCHP recommendations before it. These recommendations were adopted. They are summarised in the Board report.

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The review of basic health services confirmed established policies, including the importance of the long-range objective of establishing comprehensive integrated services.

Specific new developments, however, emerged in connection with three diseases affecting children, namely poliomyelitis, measles and tuberculosis.

a) From time to time in the past, field offices have received requests for UNICEF aid in connection with poliomyelitis and measles. Up until now it has always been necessary to turn these down. The Board's decision modifies this situation in a very limited way. Only under strictly specified conditions may UNICEF consider helping countries with vaccination against poliomyelitis and measles. These conditions are outlined in the Board report, and in addition are discussed in the report of the Directors' Conference which has just been released. Field officers, who are confronted with requests for aid in relation to poliomyelitis and measles, would do well not only to read the Board report but also the report of the Joint Committee on Health Policy and more particularly the WHO working paper (document JCLH/UNICEF-WHO/5,65) which provides the background for these decisions.

b) With respect to tuberculosis control, the JCHP considered only new developments in the use of BCG vaccine. These new developments make it possible under specified conditions to vaccinate children with BCG without prior tuberculin testing. In addition the simultaneous administration of BCG and smallpox vaccines is endorsed. Both these measures should permit quicker and more efficient campaigns.

Some related simplification in general tuberculosis control procedures were discussed during our Directors' Conference and are recorded in the report of that Conference. A separate circular will be sent out to field offices on the subject within a few weeks.

c) The report of the JCHP also brought before the Board a first comprehensive review of UNICEF-supported leprosy control projects on a world-wide scale. The study of leprosy control prepared by WHO gives a frank analysis of the difficulties and shortcomings of present techniques as applied in the field. We must recognise that available techniques make the treatment and control of leprosy a long-term and difficult affair. No simple short-term remedy exists. The Board has decided, nevertheless, that we should continue to support this difficult work provided that the responsible Governments, and the communities in which campaigns are being conducted, give the support necessary to make the work effective.

The WHO Expert Committee on Leprosy will meet again this year, and we are hoping that it will give us some more precise guidelines as to what constitutes an effective level of treatment.

This subject was also discussed during the Directors' Conference and you will find the conclusions reached there summarised in the report of that Conference.

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10) Nutrition Policies

The Board also considered the report of the FAO/UNICEF Joint Policy Committee which covered a wide range of nutrition activities. There is also a section of the UNICEF/WHO JCHP report which deals with "The need to strengthen health components in nutrition programmes". Very briefly the main new developments affecting our programming are as follows:

- a) Planning: It is agreed that UNICEF's rather pragmatic approach in the past should be modified, wherever feasible in the future, to undertake more careful planning, beginning with a clearer definition of the nutritional status of children in countries to be assisted. Specific planning procedures have been suggested for introduction on a trial basis in two or three countries in the future.
- b) Rural Dairying: The Board has agreed that UNICEF may provide certain forms of assistance in the development of local milk production directly related to UNICEF-assisted dairies.
- c) WHO's view that the nutrition components of health programmes should be strengthened has been warmly welcomed, and the specific proposals of the JCHP to give effect to that have been endorsed.
- d) Closer collaboration with the World Food Programme: It seems most likely that this year the World Food Programme will be put on a continuing basis with increased resources. Both at the meeting of the Executive Board and at our subsequent Directors' Conference, there was a review of concrete possibilities for greater UNICEF-WFP collaboration. We find that the WFP is in a mood to receive our suggestions for new programme developments and would like to see a greater share of these resources directed toward the nutritional problems of children. Specific suggestions as to ways in which this might be achieved will be found in the Board's report paragraphs 189-292, and in the report of the Directors' Conference.

11) Payment of local costs

In response to the Board's request, Headquarters submitted an analysis of the extent to which programme assistance was currently taking the form of the payment of local costs. This analysis showed that, during the last three years, an average of 13% of programme aid was taking this form, largely for the payment of training stipends within the assisted countries. Our report, which was based on information provided by field offices, confirmed the value of this technique of helping the countries. The Board was reassured by this report. In effect, the policy on aid to local costs which had been adopted in 1961 was reaffirmed.

12) Programme assessment

This year the Board received the first of the programme assessments which were planned following the Board's adoption of a new policy on assessment in January 1964. This assessment, already mentioned, was of UNICEF-assisted leprosy control projects. The Board has agreed to the revised schedule of future assessments

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suggested by the Secretariat. This schedule is as follows:

- in 1966: Family and child welfare
Milk conservation programmes
- in 1967: Applied nutrition
Maternal and child health
- in 1968: Environmental sanitation and
water supplies

There is currently in train the assessment of social services projects, looking toward a report on this subject to the 1966 Board. In 1966 we also expect to present the Board with an assessment of milk conservation projects. You will find some supplemental information on this general subject in the report of the Directors' Conference.

13) Concentration and Mobility in Programming

We would like to end this note by bringing your attention once more to the desire of the Executive Board to see UNICEF assistance concentrated in a few major areas of work in any one country. Naturally these areas of concentration should correspond to the priorities of the countries themselves. In some countries, as we all know, UNICEF representatives may be under pressure to engage UNICEF in a wide variety of activities, some of a rather specialised and limited nature. Your Headquarters and your Executive Board feel that it is in the interests of the children for whom UNICEF exists to avoid a dissipation of UNICEF resources in a variety of small projects.

Related to this is the static quality of UNICEF work which may result from continuing the same form of assistance to established projects year after year. Thought and effort is needed to disengage UNICEF from routine and uncreative forms of assistance to established projects. Once a country programme is well established it should be our objective to turn the full responsibility for its continuation and maintenance over to the local authorities. This would release more UNICEF resources for new developments in neglected fields or for new extensions of services. We urge you therefore to give your best creative and critical thinking, not only to the planning of new projects, but also to the way in which we should be supporting the old programmes.

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UNITED NATIONS CHILDREN'S FUND

Executive Board

CHECKLIST OF UNICEF DOCUMENTS

Issued in connexion with the June 1965
session of the Executive Board

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E/ICEF/

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* Other documents on "Reaching the young child": E/ICEF/521 and Corr.1;
ICEF/CRP/65-19, 20, 24, 25, 26, 32, 33, 36 and 37; E/ICEF/NGO/87, 88
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a/ These reports will be printed as usual in the Official Records of the
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b/ These reports will be consolidated in the final review of the report. /...

E/ICEF/P/L.

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* Not for consideration at this session of the Board.

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555	Interregional	ICC - 1967-1971
556	Interregional	ICC - Report 1950-1964
557	Liberia	Mothercraft/homecraft
558	Sudan	Nutrition education
559	Yemen	Basic health services
560	Panama	Applied nutrition
561	Ivory Coast	Basic health
562	United Arab Republic	Primary education
563	Togo	Social services and community development
564	Uganda	Milk conservation
565	Senegal	Milk conservation
566	Pakistan	Social services
567	Thailand	Nutrition training
568	Togo	Basic health
569	Rwanda	Education
570	Ecuador	Primary education (teacher training)
571	Afghanistan	Education (teacher training)
572	Mongolia	Basic MCH
573	Nepal	Basic health
574	Barbados	Basic health/MCH training
575 and Corr.1	Nepal	Education (teacher training)
576	Algeria	Trachoma control

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577	Mali	Health and social services
578	Kenya	Smallpox vaccine production
579	Colombia	Primary education (teacher training)
580	Ceylon	Applied nutrition
581 and Amend.1	Ceylon	Basic health: MCH, paediatric training health education, school dental services
582	Sudan	Paediatric training
583	Interregional	Paediatric training: (Institute of Child Health, London and associated Overseas Institutions)
584	Colombia	Basic health: MCH and environmental san.
585	Bolivia	Primary education
586	Argentina	Health services: training of health personnel
587	India	Education (general science)
588	Jordan	Social services training
589	Zambia	Basic health services
590	Sierra Leone	Education
591	Morocco	Basic health services
592	Lebanon	Social services training
593	Barbados	Social services
594	Interregional	Report on expenditures for international personnel in projects assisted jointly by FAO and UNICEF

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PROGRAMME COMMITTEE SERIES (continued)

595	Upper Volta	Education
596	Savings and deficits	
597 and Amend.1	Financing International Personnel for jointly-assisted projects	
598/Rev.1	Provisional Agenda of the Programme Committee for session beginning 7 June 1965	
599	The Americas Region	Social services training (Caribbean)
600	Malawi	Basic health services
601	British Honduras	Health services: environmental sanitation
602	Bechuanaland	Education
603 and Corr.1	Malawi	Primary education
604	Honduras	Social services
605	Requests not submitted to the Programme Committee	
606	The Americas Region	Planning for children and youth (Latin American Planning Institute)
607	Somalia	Basic health/MCH
608	Jordan	TB control
609	Afghanistan	Basic health
610	Nicaragua	Basic health/MCH
611	Aden	Basic MCH
612	Ethiopia	Basic health services
613 and Corr.1	Mexico	Malaria eradication

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<u>E/ICEF/P/L.</u>		<u>PROGRAMME COMMITTEE SERIES (continued)</u>
614	The Americas	Malaria eradication
615	Interregional	Whole milk for health services
616	The Americas	Malaria eradication
617	Yugoslavia	Primary education and pre-vocational training
618/Rev.1	Peru	Health services: MCH and environmental sanitation
619	Pakistan	Basic health/MCH
620	Korea	Health services and training
621	Algeria	Education
622	Morocco	Mothercraft and homecraft
623	United Rep. of Tanzania	Malaria eradication
624	Paraguay	Malaria eradication
625	Panama	Health services and environmental sanitation
626	Jordan	Basic health services and training
627	Turkey	Basic health services
628	Guinea	Education
629	Interregional	Report on Expenditure and redistribution of the global freight allocation
630	Algeria	Basic health
631 and Corr.1	Turkey	Malaria eradication
632/Rev.1	Interregional	Organization of international teaching for planners

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633	Tunisia	Social services, mothercraft/homecraft
634	Tunisia	Urban pilot project/MCH
635	Paraguay	Basic health services
636	Tunisia	Basic health services
637	Report of the Programme Committee, June 1965 session	

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- 65-2 Digest of UNICEF-aided programmes in Africa
- 65-3 Digest of UNICEF-aided programmes in Asia
- 65-4 Digest of UNICEF-aided programmes in the Eastern Mediterranean
- 65-5 Digest of UNICEF-aided programmes in Europe
- 65-6 Digest of UNICEF-aided programmes in the Americas
Add.1 Report on completed programmes in the Americas
- 65-7 Draft provisional agenda for Executive Board session, June
1965 (superseded by E/ICEF/508 - see above)
- 65-8 Assessment of rural health project in Thailand
- 65-9 Preliminary evaluation of milk conservation projects assisted
by FAO and UNICEF (includes FAO/UNICEF/J.P.65/4)
- 65-10 Estimates of population and child population for 1963, 1965
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- 65-11 Programme report - Education and vocational training
- 65-12 Programme report - Family and child welfare
- 65-13 Programme report - Nutrition
- 65-14 Programme report - Health services
- 65-15 Programme report - Disease control
- 65-16 Special report of UN/FAO Inter-government Committee
- 65-17 Fund raising for specific projects - Note by the Acting
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- 65-19 Services for the young child in the United Kingdom - Statement
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- 65-20 Observations on the needs of young children in Southeast Asia
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- 65-22 Statement to the Executive Board on 15 June by Dr. G. Sicault,
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- 65-23 Emergency reserve allocation - Note and recommendation by the
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- 65-24 The role of the State in solving some problems related to health
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- 65-25 Care of pre-school age children in Poland - Report by the
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- 65-26 Children from 2 to 6 years of age and their present welfare
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- 65-27 Statement to the Executive Board on 15 June by Dr. V.K.Kyaruzi,
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- 65-28 Statement to the Executive Board on 15 June by Dr. C.A. Egger,
UNICEF Director for South Central Asia
- 65-29 Statement to the Executive Board on 15 June by Mr. Werner G.
Middelmann, UNICEF Director for the Eastern Mediterranean
- 65-30 Statement to the Executive Board on 15 June by Mr. Brian Jones,
UNICEF Acting Director for East Asia and Pakistan

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- 65-34 Resolutions of the Eighteenth World Health Assembly of interest to UNICEF
- 65-35 Background information on Ethiopia, by Mr. J.B. Kaboha, UNICEF Representative, Addis Ababa Area Office
- 65-36 The pre-school child: Highlights of the United States experience in meeting the child's needs - Statement by the U.S. delegation to the Executive Board
- 65-37 Situation des enfants âgés de un à six ans - Statement by Dr. Ben Yakhlef, Delegation of Morocco to the Executive Board
- 65-38 Resolution of the Eighteenth World Health Assembly: Programme activities in the health aspects of world population which might be developed by WHO
- 65-39 Draft resolution of the Delegation of the U.S.S.R. on the reports by the Executive Director and the Regional Progress Reports
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- 65-42 Statement by the Representative of the U.S.S.R. to the UNICEF Executive Board on 17 June in relation to the United States proposal on the question of Family Planning

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- 92 Emergency aid - Statement by the International Union for Child Welfare
- 93 Resolution in support of UNICEF by the Soroptimist International Association
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