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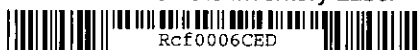
Interview with Dr. Charles Egger
Conducted by Jack Charnow
at UNICEF Headquarters 8 November 1984

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Interview Dr. Charles Egger by John Charnow: Past and futu

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Charnow:

Charles, in our previous interviews some of your overall views on UNICEF emerged. However I wonder if we could devote this session to perhaps bring these reflections to a finer focus.

The past and the future

Egger:

Well, thank you Jack. This is not an easy matter, but I think it can best be done by developing some thoughts and then you can sort of taking the lead from there. I am very much part of the group that considers that any future orientation has to be based on thoughtful assessment of what has been the work in the past, what have been the lessons, what have been the positive elements — the assets of UNICEF, building and developing and sort of moulding of these assets further. That is to say, we should avoid a break with the past, but not just continue the same thing, because development means new ideas, new vistas, new horizons, really taking the best that has contributed to make UNICEF what it is.

One has also to consider that from the moment you leave an organization, you are no longer in touch with the friends and exposed to the pressures and policies and information flow. Your focus inevitably becomes somewhat narrow and is largely nourished by what you had been associated with in the past. But that is inevitable.

Charnow: Isn't there another aspect to it too - one has the time to be more reflective and not be conditioned by day-to-day work pressures.

Egger: Yes, that I think is the positive aspect of it.

CSDR

I would perhaps want to start with what is probably the major problem; namely, a reflection on the policy that has gradually emerged and has become the major focal point in which the Director of UNICEF in his visionary way is concentrating upon, namely, the Children's Survival and Development Revolution.

Positive aspects: child related policy; fund raising; clear direction. The positive thing is that it has given UNICEF a far greater focus on a clearly spelled out major policy that is child-related, that can be measured, which lends itself ideally — almost too ideally — to a presentation to the public, to governments, and to world opinion. It also permits increased effort to raise funds because one is in a position to build a fund-raising effort around a quite clearly perceived goal. It also makes it possible to get such a line across an organization and get a certain uniformity of thinking, which is basically positive but also has its drawback.

Perceptions of problems

There are some other aspects that one has to consider, and which I feel are really important too.

Sprung full-blown. First of all -- more in appearance than in reality -- is a total break with the past in the sense that everything was presented in developed form. The gradual evolutionary process of developing UNICEF policy to which the Board and the Secretariat and the countries have participated in the past seemed to be somewhat pushed back. Furthermore this has appeared too much as a policy that was developed, formulated, announced at the top on certain special occasions and then repeated as a quasi bible of belief. You feel you have to be part of it or you're not in it.

There is perhaps a tendency not to allow a growth in which the other elements of the organization, in the countries in particular, do take a part, and through a gradually evolving process build up something which is the result of a process of review, reflection and adaptation to what the country perceives to be its major problems, or the ways in which it wishes to adapt this policy to its own set of priorities, conditions, etc. This is something which I do feel is extremely important.

Time-constraint. There is another element -- the time-constraint. That is to say, all the deadlines that are being envisaged, the targets that are being announced are relatively short. They seem to me to be unrealistic. The danger is that governments, the organization and other participating agencies are likely to want to work too quickly to meet what are conceived to be the immediate targets without the sufficient realization that you really need a number of pre-conditions that have to be worked out.

Developing country readiness. These prerequisites relate to the readiness, to the interest, to the political will. All these elements need to be translated into a concrete working plan. This involves the mobilization of internal resources and it cannot be settled just in the state capital. It requires a thinking through of the process of participation, of sharing in the decision-making, of possibilities to make contributions that may influence elements in the overall approach.

There is a dynamic element, which in itself is a good thing, that sets a target, sets a timetable, etc. However I am concerned that it can overlook the need to build up first of all a degree of really meaningful responsible participation.

This means really taking part in a decision-making process and then helping to build up all the various facets of this complicated mosaic that will permit such a policy to be worked out and applied. This kind of grounding and sharing and participation is absolutely essential for such a process.

Technical interventions only. Another element that I am concerned with - it may perhaps only be apparent - but I sense that this is being thought of by really well-intentioned people and organizations - is that UNICEF is concentrating too much on a combination of apparently simple technical interventions under the aegis of an overall policy. Such interventions have to be seen in a certain context, that they have to build on whatever exists and developed further. That requires also that the process has to be thought through further - what is going to happen once you have saved children, say from diarrhoea, when you have nourished them with mother's milk, when you have immunized them - what about the causes, the basic problems that need to be tackled?

Beyond survival. Once you have been able to reduce infant or child mortality, what is the next step that both people and communities, countries are interested in? Is the child development necessarily limited only to a child life-saving

process? UNICEF's contribution is not meant to be but sometimes it appears like it is — only to save lives. Can you afterwards assume that you have set up a process, a dynamic, development of such strengths and structures, trained staff, with a sense of participation, political will, etc., that all the other things will flow from there. Is that not to a certain extent an illusion? Is UNICEF coming at the very early and very important stage of saving life and afterwards somewhat hoping that others will now be concerned with the equally difficult, if not more important aspects? Children that have been saved need to survive. They have to go through that very difficult process of early childhood education or orientation which is so essential for the formative aspects of not only the brain, but attitudes, a sense of understanding, of playing with others — the effective elements that they need to grow up well. There is an impression that UNICEF somehow expects that others will be able to take care of that. Then I think comes the other development aspect, the problems of schooling, training both in and outside systems, the question of building up attitudes and skills for life that UNICEF was concerned with at an earlier stage. I quite personally have a different perception in the sense that I do not think that UNICEF should concentrate on one critical phase of child development and do a masterpiece and develop all of this

throughout the world, and somehow withdraw from the rest. This is not entirely true; I am exaggerating, but then I am trying to point up a problem.

Country relationships. I mentioned before the question of country relationship. One of the assets, I think, from the 60s to the 70s that I think others have been able to build upon is the working relationship with the countries, with accepting and demonstrating a partnership with a sense of both modesty and quality, to work with and to help to develop the best possible elements within the country.

A lot of our work has been really based not on what we necessarily brought in, but on what we were able to help develop or react to, or learn from, or take advantage of in the countries.

With a higher level of development, our participation has increasingly moving from a purely material participation to a combined participation to one of ideas, of experiences, of skills, of approaches, of management of ideas. This I hope and pray can be maintained and built up because I consider

this an extraordinarily important element. Many people and agencies looking into the question of development are concerned with the whole. At the beginning the Western-orientated approach to development did not sufficiently allow local communities, local authorities and the people themselves to take decisions into their own hands, to have a far greater say in which way they wanted to see their development taken care of, to set the priorities, to feel that this is something they will decide and not somebody else will decide for them.

The danger is that UNICEF is viewed with this dramatic approach of telling countries what is good for them and building up a whole set of activities that will be worked out and demonstrated with a certain guarantee of success. But they are only the first part, or the small part, of I think the whole participation in child development. I personally feel that while there is a lot that we can learn from the new policy, while there are quite obvious advantages to it, I find that we have developed the whole process so far that it has become somewhat unilateral; it is neglecting a wider approach.

Going to scale. UNICEF should certainly be concerned with developing ideas, developing concepts but also helping countries at certain stages of the development of the child

and in their own development to build up the interest, the understanding, the capacity to take such a movement on their own and then perhaps shift its emphasis to other aspects in terms of the development and not as a kind of universal maxim that is utilized to concentrate on certain things going to scale but going to scale without really helping to build up.

Longer-term aspects. We see this in the whole approach to Africa with insufficient attention to the long-term aspect, to the realization that the child survival development approach has some essential elements but on the other hand loses sight of other important priorities that I think have a very determining effect on child survival and child health and the child's further development.

The whole concept requires building up and strengthening and developing a capacity of structures in terms of formulating a plan, in terms of training, in terms of establishing certain services, in the sense of really concentrating on some essential elements while being readied to move from there to deal with other aspects. This, in my opinion, is a very important element. I am not sure that I've really sufficiently clearly spelled it out.

At the moment UNICEF's entire policy seems weak in assuring that the culmination of a number of technical interventions is

a major contribution to a more long-term development and will guarantee, not only reducing infant and child mortality but a structure that they have been able to demonstrate they are capable of creating and, will be able then on their own to continue with other aspects, other problems in child development as a national effort.

I'm not so sure about this, and personally I am somewhat concerned about it. I also feel that the whole approach is too much a series of technical interventions, imaginative and effective, but on the other hand loses out on the non-material aspect of child development. At various stages, this may be young child development, the child in the learning stage, the child getting ready to be prepared, or wanting to learn in terms of facing the problems that it will then be encountering in the future. Child development skills, attitude, affection, assurance, confidence, these are the elements that also belong to child development. I think at the moment there is too much stressing of the survival and not enough of development.

Quite frankly I would feel that if one cannot do everything, it might be better perhaps not to be so successful in child survival because it is simply, in my opinion, not possible to do that everywhere it is required. Concentrate on countries

and situations where it is possible, with all the approaches that have been developed and then also have the capacity to follow through or assist or participate in other aspects of the development of children.

I see therefore UNICEF in the long run more as an agency concerned with a series of problems of children, which concentrates with its country partners, and utilizing its reputation to promote ideas, its capability to help develop certain structures, to apply them to work them out, to evaluate them.

According to the stage of the development, according to the interest of the country, its job is to really sit down with them and assist at different stages of development in promoting not only the survival but the development of the child through its critical stages, in the full sense of the word, allowing the country to choose and to determine where it wants UNICEF to come in. We need to give far more attention to the time-element, to the growth element, to building capacity, both in the immaterial and more material aspects, to child development.

A historical perspective

Charnow: Strengthening UNICEF's basic thrust. Well, Charles, that was a most interesting statement. As you were speaking, my thoughts turned to some aspects of UNICEF history. One of the major characteristics of UNICEF which started with the basic principles that our founding fathers and mothers laid down, was that UNICEF sought to strengthen the permanent institutions for children in the country. Within this approach there were new emphases from time to time. These new emphases got a lot of special attention for several years until they, or successful elements of them, became integrated into the regular activities of UNICEF. It didn't mean that the basic approach was neglected or forgotten; it was always understood as the underpinning. This basic approach now is reflected in the umbrella concepts of country programming and basic services — concepts on which you played such a key role in developing.

I understand the views you are expressing but are we not in the same situation? We have been through this with our emphasis on supplies, on supplementary feeding, on mass disease campaigns, on food conservation, on applied nutrition, on education, on water, on women's activities, and so on.

That hasn't changed the basic thrust of UNICEF — indeed I believe it has enhanced it as we took the most effective parts of each and integrated them into our overall approach and then went on to tackling other problems in a concentrated way. One can argue that this has kept UNICEF from having hardening of the arteries as some other organizations seem to suffer from.

Egger: Experienced staff. Yes, you may be right. But I still perhaps see certain differences to what you were just conveying — that the basic approach continues, and grafted on to it are certain special emphases which are the themes of that particular period. This is still largely what our field colleagues with a certain sense of independence, with a certain sense of judgement are considering as the approach to which they feel committed to, and this is how they interpret to me the policies coming from headquarters. This is what I observed during the recent period when I was in the Middle East and the Far East.

Problems of newer staff. But if you see some of the younger ones that are coming in that have not had this exposure to the way in which we operated in earlier periods, that have to learn on the basis of the messages, of the training, and orientation that they receive, their reaction is already

different. They are very enthusiastic and interested at the beginning, but when they meet some real difficulties, they are sometimes at a loss and do not have the confidence and experience to help them further along.

Effect on field

Priorities problem. What strikes me is that there is a certain dichotomy between headquarters and the field. Headquarters is viewed as concentrating on one major policy only in building staff and viewing its priorities, not sufficiently considering that what is happening in the field is a whole set of elements, of growth of activities that have been taken over from the past and have been further developed, and the need, with the help of the new policies, to build them into certain wider sets of concerns in terms of programmes, in terms of structure, in terms of the way money is utilised and so forth. So I believe there is a certain rather radical difference in views as to what headquarters conceives to be the policy as a major and primary one, and how it is being looked upon in the field.

Performance evaluations. There is another element in the sense that there is a feeling that in thinking of career development and promotions, headquarters is going to judge the performance according to the degree of understanding, participation and ability to interpret this new policy. That is to say a certain selection will be made, or emphasis will be laid, on certain criteria for selection which will make it possible that these policies are being given absolute priority.

Airing of criticisms

Another perception that I notice, which I hope is not true, is that there's a certain beginning of lack of free discussion, of exchanges, a certain reservation to accept critical remarks, new thinking and an unwillingness to deal with it — that is to say, to go into an issue, to wrestle, to examine, and then eventually to a certain extent to absorb some new thinking that may not necessarily be at the beginning exactly in the line of the original policy.

And, this has been one of the characteristics of UNICEF, I think people did speak openly; criticisms, if well justified and thought through and brought forward in the constructive spirit, were accepted as one of the basic elements in which

really we built the whole approach, a team approach. This may perhaps not be so much the case at the present moment and people may be somewhat concerned that they are not so free to speak up. This has an unhealthy impact in the sense that people are talking rather behind the scenes among themselves and swallowing their reactions rather than to bring them forward in a constructive way. This is also an important element.

It also has other implications in terms of the structure of headquarters and management style. The functions of headquarters are being considered and examined in the sense of do they contribute to this monotheism, this approach of what I would say could become interpreted as one religion, and to what extent does it take into account the needs of the field in terms of staff, in terms of specialists, in terms of time available for consultations and so forth. I am afraid the opinion is to some extent fairly widespread, that the flow is from the top to the bottom and not the other way round. This may not be entirely correct but the very fact that this impression exists I consider a rather unhealthy sign.

Income and effective spending

Another element which preoccupies me -- I've always been somewhat concerned about it -- is the concentration on income. Money is important. The fact that voluntary contributions are the basis of UNICEF's work has been an asset and I think we have grown tremendously in this respect. I remember when Mr. Labouisse came forward at the Addis Ababa meeting in 1966 with a goal of \$50 million. Even we thought that he was going out too much on a limb on this. He proved to be absolutely right and UNICEF has grown.

But the growth should not outmatch the ability to put such funds to very good use. There is the danger of being spoiled by too much money. We have had growth period, and I personally have been under its influence, where there is a tendency to become somewhat less careful in the use of funds. It is interesting when you are going then through a period when less funds are available how much you can do with less. You really begin to think now in economic terms, where you put your money in, how would you arrange better for proper preparation, better controls etc., mobilization of other resources so that your resources will go much further than they have in the past.

Some of this thinking is being revived in this period where the cows are sort of halfway between lean and fat.

When we go out for special fund-raising efforts for Africa, for wherever catastrophes have arisen, where there is a clear link between the emergency aspect and the long term aspect, UNICEF really must make sure that it has the ability in terms of the planning, in terms of the formulation, in the working out its projects or its general approaches, that it is creating confidence, that it is giving guarantees that it knows how to prepare and how to assure utilization of funds. This I'm afraid is no longer there as clearly as it should be and I have had a number of reactions to this which rather concern me.

There is a danger of having too much money as well as of having not enough. I think the attitude to the utilization of funds coming from many countries, from other organizations, is extremely important. It is one of the elements on which you build confidence or lose confidence.

Reconciling global advocacy with country action

Charnow:

Charles, on the one hand we have a mandate to raise the world consciousness about children, to stimulate political will, to

have people in the countries and in the international community give a higher priority to children. This requires an active, imaginative, persuasive use of media, of language, of public opinion. On the other hand can this not sometimes be too literally interpreted by our people, particularly our newer ones, who have to measure this against the realities of programme preparation, of implementation and the basic concepts of the country approach. If you sense confused perceptions, perhaps the problem is not one of principle so much but one of how one separates approaches for different audiences? Perhaps our training could recognize this more.

Egger:

Well, there may be a lot in what you say, but I don't think it is the entire explanation. To simplify it I would say headquarters concentrates on one audience and builds up its whole strategy on its ability to develop the message with all the drama that goes with it with the support from Heads of State, etc., with lots of advanced organization. Our people who are collaborating with the countries utilize the message. They have to be convinced of it. But they also must know how to interpret it and build it into the existing framework. So, the language is no longer a completely common language; there's a difference between the global language and the actual country action.

Communication between headquarters and the field

I was interested to listen to comments about two Mohonk sessions. One of the major comments was that while there have been opportunities to contribute to it, etc. those on the field side didn't think they were able to have made a contribution that was really understood. There was a feeling that the other side, the representatives of headquarters, had not much taken account of what had been said. The two sides more or less remained on their position or behind their fences.

How much this feeling is universal, how much it requires a far longer process of education, training, reaction, etc., I can't say. It has to go through its various cycles. What it certainly striking is a certain feeling that exists among colleagues in the field that are exposed to a constant barrage, to different interpretations or presentations of the one message. They are not able sufficiently to see this in a certain context which they have contributed to, which is being built in and which it is understood may require certain adaptations, some further development and at the same time far greater understanding to become really successful. The feeling is that the elements, which comprise a realization of the message are either taken for granted, or are not given sufficient time and were clearly underestimated in terms of the efforts that are required.

Unfulfilled expectations

There may come a time when people will find that what they expected to take place has not been realized, and there is a gap between the expectations, targets, goals, etc. and the actual achievements.

I think this is absolutely something that one ought to avoid. I'm all for setting a bold target but I think it is also at the same time should be one that with a great effort can be attained. If there is too great a discrepancy between a target and its realization, then I think we are really endangering the basis of confidence.

Staff issues

Charnow: Well Charles, we have covered this particular trend in UNICEF fairly fully. Are there any questions that you would like to discuss?

Capability and commitment

Egger: One item that I would like to touch upon relates to staff, quality of staff, dealing with staff, selection of staff.

This has always been a problem or concern of UNICEF because with all the money that we have, it is ultimately the capability and the commitment of staff to translate that into their working relationship with governments to create interest, to develop programmes, to review them. This continues to be a major asset. UNICEF has been known by its enlightened directors, and by the quality and commitment of its staff members in the field. One can only hope that this will continue.

Management attention and role-models

But staff need to be cultivated, they have to be well selected. Staff have to be led. Sometimes I feel that the capability of management and the example that UNICEF representatives or regional director can provide are not generally given sufficient attention.

Criteria in field placement

Staff selection perhaps inevitably has to follow certain procedures and routines but one does not give sufficient attention to what extent staff member does fit into the team and what really is required from him. You can look at the job

description but it should be in the context of what the situation in the country looks like, the way one relates to a country, to its people, the degree to which very special attention has to be given to respect for culture, understanding, for traditions, being able in a simple and direct way to establish contact with those that are movers, the leaders — and they may not all be sitting in government offices in high posts.

Staff morale

The feeling that staff are colleagues whose participation is invited rather than soldiers who are expected to execute orders, to display a certain feeling of give and take, a certain personal concern, not only in terms only of what their input-output is but in terms of their well-being, in terms of the effort, in terms of the difficulties within which they labor is essential. In addition to a sense of participation it includes attitudes, commitment, a feeling that here is something they can devote the best of their lives to the work. You could notice in the field that there was really in a symbolic sense a cavalry, a special approach, a feeling of a special troop that has a cohesion, a direction, a purpose which made UNICEF, or contributed to what UNICEF has been.

People tell me now that there is much less enthusiasm, commitment, feeling of association with UNICEF. This is, of course, said in many other fields, but I think it would be worthwhile to examine how can maintain or build up this interest so that UNICEF will retain its pioneer spirit, the particular characteristic that made UNICEF different from the rest of the UN.

In addition to purely rational methods of improvement, recruitment, distribution, etc., adding so many women, etc., more attention to these immaterial, unrational elements and a far greater degree of building up the confidence and support, avoiding building up some blue-eyed boys or girls that could allow themselves to do almost anything under the sun, a little bit of fair treatment on an equal basis in recognition of both real and intrinsic values of staff.

I realize that this is very difficult to apply but some of the characteristics of what really made UNICEF stand out as an organization are probably well worth pondering over to see how this can be institutionally introduced and made part of the value system in order to build up and strengthen the spirit of UNICEF staff which is so essential.

Championing children's causes

Another element that I wanted to add is, the need, in my opinion, for UNICEF to be ready, to champion causes of children where there are difficulties, where the causes may not be popular. I realize UNICEF is not a human rights organization. It is not an Amnesty International for children. It is an agency to help government and people to improve the lives of their children. But in some sense this also goes with not being mute about certain problems. UNICEF has such a fame.

Publicly or privately

I think it can take also some stands in a discreet way to speak up on behalf of children with governments even at the risk of becoming somewhat unpopular, even at the risk perhaps of being criticized.

One principle that UNICEF has always followed is to in periods of conflict in civil war, when two countries are at war with each other, etc. that UNICEF was prepared, irrespective of particular national, religious, and other ties, to take an interest in children on both sides.

This is a very important principle. But it does mean I think to have to face a very difficult situation, if you think of Angola, for instance, if you think of Ethiopia, if you think of Afghanistan. I do feel that because UNICEF has been the UN agency that got such support and acclamation, etc.. that it could on certain issues in its own way, not playing to the gallery, but in its direct relationship with governments take a stronger point of view and defend the causes of children, out of self-respect, out of its duty to children all over, and in the application of the principle that it takes an interest in children wherever they are. It should not be prevented by formal or other reason, assist, help, speak up, for children. This is something that I do feel quite strongly about.

Charnow: You say "speak up" which one would interpret as making public statements, and then you say to "speak up" in direct relationship with governments implying it be done somewhat privately. I'm not quite clear just what you mean. I wonder if you could also give some examples of issues where we could "speak up" and yet be able to do so as an inter-governmental agency without being in a position of pointing a public finger at one country and then getting all kinds of repercussions wanting us to point fingers at other countries.

Egger: Well, you're right. I mean I may have been somewhat ambiguous but probably purposely because I think that you should be prepared to do both. It depends on the situation. I would prefer UNICEF in being as direct in its relationship with governments or forces of influence in government thinking on a certain matter. But in some situations if that has not proved to be successful and that there is a completely deaf ear that is being given to you and that you might wish to speak up.

Vietnam; Afghanistan

When we were discussing the situation of the emergencies remember that the Board took a decision to make a public declaration on its interest for children in Vietnam, in both Vietnams at that time, and this had an impact. I would think that such an example you could find in Afghanistan. We can't reach most of the Afghan children because they are not under the authority of the government. We are reaching some in programmes with Kabul. This something which I think has preoccupied quite a few of the governments. It might be both a question of trying to see what they could do, and where necessary eventually to speak up or to develop a policy that would have to be discussed with both sides and that would make it possible for UNICEF to assist both sides. We have done,

you remember in Nigeria during the time of the civil war. Another example would perhaps be in Angola where a large part of the southwest is not under the authority of the administration of the government. There are lots of children there, and I think this might be something that would have to be gone into.

Criteria in speaking up more

These are not easy questions. They have to be examined and assessed in the light of both the policy implications and our relationship with governments or whether there is the practical feasibility to reach children, and not just to make statements for the sake of statements would neither serve UNICEF nor the children concerned. But I do feel that somewhat more courageous, certainly a more open-minded attitude, a decision of the Board that would permit UNICEF to speak up on the situation of children that are victims of aggression, of violence, of neglect, of misuse, of lack of attention, and so forth, I do feel it would enhance the credibility of UNICEF if it were somewhat more open and straightforward and not always thought its image could be damaged and could lead to perhaps withholding of contribution, or less readiness to support UNICEF.

Charnow: You know, some of the National Committees I think certainly the Danish one, as expressed by Stinus at one of the Board meetings is that National Committees should speak up on controversial issues including issues which on how a particular country is treating its children. I suppose the problem there is that when the National Committee speaks up, the public doesn't distinguish a committee that has the name UNICEF in it from UNICEF itself. What sort of latitude should be given to National Committees in that kind of situation?

Egger: From the moment they are National Committees of UNICEF, they have to abide by the guidelines of the agreement that have been worked out. It is only the UNICEF Board that can establish an overall policy. They may be able to adapt it, to interpret it to a certain extent, but to have them take a line which is totally in contradiction or at variance from substantive matters of what the Board feels would not helpful and would create a lot of wrong interpretations. It is only UNICEF that can speak up and my idea was to really see if could not a policy be framed by the Board and so formulated that would permit UNICEF in certain situations to have the possibility to consider ways in which it expresses its views where children needs and rights are very seriously violated.

Children in special situations

I'm glad to see that the Board has asked for a study on the problems of children in special situations. The initiative came from Board members and not from the Secretariat. The Secretariat wasn't overenthusiastic about the idea, but there are certain issues that come sometimes from the Board, sometimes from the Secretariat. The main thing is that it has been accepted that the study will be undertaken. I was in a small way involved in it and I think it's a good thing for UNICEF to address itself to these questions.

IYC

Interest in children globally

Another point that I wanted to mention is the impetus of IYC which first of all, brought about an interest in the children in all countries -- industrialized, developing, and least developed countries.

Lack of priority in follow-up

UNICEF did agree that it was prepared to continue with IYC

committees or those organizations had been set up to follow it and continue to take an interest in the problem of children all over the world, somehow to have an association, to find a way through exchanges. Certain policies were being developed to that effect. I sensed that this does not have the priority that I think we thought would be given to it at the end of 1979-1980 and it might well be worthwhile to look into. It appears to be part of the approach to concentrate on one policy and consider everything else as being less relevant.

One has to establish priorities, one has to indicate with limited resources what one wishes to concentrate on. The only thing that one can ask here for is a sort of reexamination of this situation.

Polish Committee follow-up. I was very struck when going to Poland as a consultant for UNICEF a few weeks, I ran into a very active post-IYC Polish Committee for Children that had been created thanks to IYC and that represented the coordinated approach to bring many agencies that are concerned with children's questions together. It also was an agency that was willing to take initiatives and study and learn about problems that had not been given sufficient attention to.

Charnow: You know, Charles, before the new programme policy for child survival and development have been formulated, in the course of IYC, there seemed to be two different points of view about the IYC enterprise. One, a view held typified by John Grun, was that IYC offered an opportunity for UNICEF to have an impact on children in the developed countries as well as in the developing countries and it was far broader than UNICEF's programme interests. And there were others who took the view that IYC was primarily to promote UNICEF interests. That was never really resolved and the Board post-IYC decision of the follow-up was sort of in-between both. And then, because there was not a focal point on the follow-up. You are quite right. I have always felt myself unhappy that we did not follow-up sufficiently on the National IYC Committees that had been set up within the countries. A lot of time and energy had been put in for them. You were in UNICEF at the time, which point of view did you take, where were you on this basic difference in emphasis?

Egger: Oh, quite frankly, I have supported the view that IYC could not just serve the interests of UNICEF, that the interest in children is wider than UNICEF, that it was of interest to encourage and develop ways through which industrialized countries far greater interest could be taken in the problems of children. UNICEF could certainly and should be associated

with it, should take an interest in it. But it had to go far beyond UNICEF, it transcends the immediate concerns of UNICEF and this is something that would have to find its own form or ways to be pursued in the countries with some association and relationship with the UNICEF Committee. It was interesting to take the example of Poland. The UNICEF Committee is utilizing actually the Polish Children's Committee which is the post-IYC organization of the successful IYC committee, both to promote UNICEF ideas as well as to learn about or be associated with certain problems of Polish children which need more appropriate government policies — policies more directly adapted to children's needs that have been identified and discovered. So it is a rather interesting relationship that has developed. The UNICEF Committee can never represent all the range and be concerned with what this other committee is doing. But it keeps in touch, and it is a positive and mutual relationship.

I think that between the two views post-IYC must be seen in broader terms than just to continue UNICEF activities, particularly I think if you take into account how the UNICEF policy was conceived and further developed.

Charnow: Well Charles, we've covered quite a bit of ground today. I am very pleased that in all the interviews we've had, but

particularly today, you seem to make a persuasive case for the importance of a knowledge of UNICEF experience, ambiance, and historical trends. Thank you very much indeed for your invaluable contribution to putting this on record.

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