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NGO/UNICEF COOPERATION:

A HISTORICAL PERSPECTIVE

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Foreword

V. Tarzie Vittachi

Note

Introduction

i

I. EARLY HISTORY

| | |
|---------------------------------|---|
| First steps | 1 |
| Granting of consultative status | 3 |
| The NGO response | |
| : NGO Committee on UNICEF | 6 |

II. AREAS OF NGO COOPERATION WITH UNICEF

| | |
|--|----|
| Advocacy, information, and fund-raising | 10 |
| : Relation to UNICEF National Committees | 11 |
| : Information materials | 13 |
| : NGO Newsletter | 14 |
| : Types of fund-raising for UNICEF | 16 |
| Programmes areas | 16 |
| : Maternal and child health | 17 |
| : Disease control campaigns | 18 |
| : Primary health care | 19 |
| : Child Survival and Development Revolution | 21 |
| : Nutrition | 22 |
| : Education | 27 |
| : Childhood disability | 28 |
| : The young child | 30 |
| : The Rights of the Child | 32 |
| : Women | 33 |
| : International Year of the Child | 37 |
| : Children in especially difficult circumstances | 41 |
| : Slums and shanty towns | 42 |
| : Children and youth in development | 43 |
| : Population | 44 |
| : Partnership in relief | 45 |
| Field-level cooperation | 46 |

CONTENTS

III - OVERVIEW; SUMMARY OF DEVELOPMENTS

| | |
|---|----|
| Role of NGO Committee on UNICEF | 52 |
| Developments in consultative relationship | 55 |
| : The Acton Report | |
| : NGO Liaison Office established | 58 |
| : Implementation of the consultative relationship | 63 |
| Programme Cooperation | 63 |
| : Factors affecting NGO/UNICEF relations | 69 |
| : Special problems | 71 |
| The NGO Liaison Office | 73 |
| Conclusions | 76 |
| : The NGO Committee on UNICEF | 76 |
| : The consultative relationship | 77 |
| : Field-level cooperation | 79 |

ANNEXES

| | | |
|-----|--|----|
| I | Rules governing the relationship of Non-Governmental Organizations with the UNICEF Executive Board | 82 |
| II | Terms of reference of the NGO Committee on UNICEF | 84 |
| III | Chairpersons of the NGO Committee on UNICEF | 85 |

| | |
|------------|----|
| REFERENCES | 87 |
|------------|----|

| | |
|-------|----|
| INDEX | 95 |
|-------|----|

FOREWORD

UNICEF has always set a very high value on the opening words of the preamble to the United Nations Charter: "We the Peoples of the United Nations". That is why UNICEF has developed close alliances with a wide network of private citizens' groups which are concerned with the protection and nurture of children. This is a very productive symbiotic relationship in which these private organizations draw energy from their association with UNICEF and UNICEF, in its turn, extends its outreach, effectiveness and relevance through being linked to them.

UNICEF is one of the smaller organizations in the United Nations family. In 1986 it had only 476 international professionals on its core staff though its programme is spread over nearly 120 developing countries. It has links with private groups such as paediatrists, nurses, teachers, social welfare and women's associations, trade unions, and a variety of service and people's organizations, including priests, ministers, ulemas and monks who do not usually categorize themselves as "NGOs". These links enable UNICEF's small staff of professionals to maintain a two-way channel of communication with parents, to spread the word about new possibilities for children, to generate a demand for the basic services which UNICEF's assistance to countries makes possible. For instance, in Sri Lanka, UNICEF's Child Survival and Development programmes have been carried into 6,000 village communities by NGOs, the most prominent being the Sarvodaya Movement. In Colombia, parish priests educated themselves in the principles of immunization and were able to educate hundreds of thousands of parents in the protective value of vaccines - a difficult lesson to learn unless it comes from sources who are considered credible by the community.

On any aspect of development concerning children there are no better advocates than people. Governments don't have children, people do. This is the simple fundamental truth of UNICEF's reliance on private voluntarism. NGOs have succeeded in the past century in promoting many issues of direct interest to people to a level of public consciousness to which governments feel impelled to respond positively. Examples of this are numerous. To mention only two:

- * Population growth became a major intergovernmental concern because of the persistent pressure of private organizations such as the Population Council and the International Planned Parenthood Federation.

- * Protection of the Environment was built up into a major issue of international concern and action by private individuals and organizations.

This booklet is at once a brief history and a token of gratitude to the NGOs who have stood by UNICEF so stoutly through four decades of work for children.

V. Tarzie Vittachi



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NOTE

The present paper covers the period from the beginning of NGO/UNICEF relations up to and through the Executive Board session of May 1985. Sources for its contents are the records and reports of the Executive Board and Programme Committee, along with other UNICEF documents and studies; the minutes and reports of the NGO Committee on UNICEF and its various sub-committees and working groups; individual and joint statements of NGOs to the Executive Board; interviews with headquarters staff or officers of international NGOs which have had a long association with UNICEF; and interviews in both Geneva and New York with UNICEF headquarters and field staff and with NGO representatives.

Given the limitation of space and available documentation, it was not possible to describe in full the many and diverse layers and patterns of NGO cooperation with UNICEF. In citing examples of NGO views and activities, I have not, with a few obvious exceptions, mentioned organizations or individuals by name. I have done this simply to avoid, in the interest of space and time, leaving out the very many whose sometimes quiet but no less significant contributions to the history summarized in this paper would demand equal mention.

The paper is written from what might be termed an "NGO point of view," that is, I have tried to reflect fairly the views my NGO colleagues have expressed at various times and in specific interviews.

The cooperation of NGOs with UNICEF is a bright and productive element in the history of both, only a small part of which could be indicated in this short overview. I deeply appreciate the cordial and helpful assistance given me by UNICEF staff members and my colleagues in the writing of it.

Alba Zizzamia

INTRODUCTION

Of all the acronyms in the UN's extensive alphabet the one used most indiscriminately is "NGOs", which stands for non-governmental organizations.

The term may refer, as it did in early UN usage, to international or national organizations which have an official relationship, i.e., consultative status, with the UN Economic and Social Council and/or the UN's various affiliated agencies. Many of these organizations antedate the UN itself by several decades. They present a wide and often sharp diversity in structure, objectives, activities and programmes and taken together they cut across the whole range of human concerns and perspectives.

"NGO" is also used increasingly to denote any of the broad spectrum of national organizations - whether or not they are affiliated with internationals - as well local voluntary agencies, groupings or private institutions. At times the term is carelessly used or misused to refer to individuals who are the formally appointed representatives, or quite simply members, of one or another type of non-governmental association.

Consultative status is another phrase whose original meaning has become blurred and is either variously misunderstood or altogether unknown. In the strict sense it means the special relationship between non-governmental organizations and the UN Economic and Social Council (ECOSOC), established by Article 71 of the UN Charter. Its purpose is described in the ECOSOC resolution which regulates its implementation.

".... consultative arrangements are to be made, on the one hand, for the purpose of enabling the Council or one of its bodies to secure expert information or advice from organizations having special competence in the subjects for which consultative arrangements are made, and, on the other hand, to enable organizations which represent important elements of public opinion in a large number of countries to express their views"^{1/}

This is essentially the same principle that governs the NGO consultative relationship with the UN's Specialized Agencies, and it is this ECOSOC relationship that became the door through which NGOs entered into consultative status with UNICEF. The initiative, however, came from the international NGOs. (cf.pp.3ff).

Organizations in consultative status receive UNICEF documents, have the right to be represented at sessions of the Executive Board and the Programme Committee, and to express their views in oral or written statements within certain limits (cf. Annex I). This also gives them ready access to governmental delegates to the Board and the Programme Committee as well as to UNICEF's programme officers and other members of the Secretariat. It is this individual relationship which is particularly prized by the NGOs in consultative status. How it is exercised and developed depends on the specific structure and purpose of each international NGO and the place it assigns to the relationship in its overall goals and programmes. For a number of organizations consultative status is a determining factor in planning their activities; for others it may be a peripheral consideration, even though they may be active in a field of direct or indirect benefit to children. For many

it is an extra responsibility taken on in addition to their regular and primary activities, but it often results nevertheless in creative interaction with UNICEF and in useful adaptations of their programmes. Where UNICEF's aims coincide with the child-related activities and concerns of an organization (and there are numerous instances of this) the relationship has a unique potential and has proved to be mutually beneficial. It is, however, up to each organization to decide how, where and in what part of the UNICEF programme it will lend its support and cooperation, and UNICEF in the main has recognized this.

In the current UNICEF lexicon, the term NGO has come to include any non-governmental or private entity - organization, voluntary agency, movement, institution, university, research center, group, individual etc. - actually or potentially supportive of or related to UNICEF's objectives and/or the programmes which it assists.

The focus of this monograph, however, is principally on the international non-governmental organizations (INGOs) and the consultative relationship, especially as this is seen at the international level.

The first two sections chronicle aspects of this relationship reflected in the NGO Committee on UNICEF and in the statements and activities of individual organizations in relation to specific UNICEF programme areas. The third section traces the development of NGO/UNICEF relations at the Secretariat and Executive Board levels, reviews some of the factors affecting their conduct, and concludes with a few reflections on the past and future.

"Too often NGOs are looked upon as tails to the comet of a particular organization like UNICEF, FAO, or UNESCO. But actually, this is a poor way of looking at the relationship of these organizations. The man-made rocket is perhaps a better analogy, viewing the NGO tail as evidence of the rocket's propellant. For it is in large part due to the NGOs that UNICEF, FAO, UNESCO and the other agencies have been propelled in the directions that they are going."

-- Ambassador Arthur Goldschmidt, former US representative to ECOSOC, representative to UNICEF of the Society for International Development.

I. EARLY HISTORY

In considering the relationship between non-governmental organizations and any part of the UN system it is useful to recall the psychological climate in which the UN Charter was written and this new and unique relationship between private organizations and inter-governmental bodies or institutions was born. At the end of World War II, there was a period of optimism and confident determination that all nations would cooperate in maintaining peace and in building a better world "in larger freedom".

There were NGOs, mostly national but also some affiliates of INGOs, associated with certain of the governmental delegations to the San Francisco Conference. These had a decisive influence on several articles of the UN Charter as well as being responsible for its opening phrase, "We, the peoples of the United Nations . . .".

NGOs were and still are associations of people, very many of them with long histories of cooperation and activity across national boundaries that pre-date the founding of the UN by several decades. What was more natural than that they should lend their experience and commitment to the work of governments in shaping the rosy future the UN was to achieve for all mankind. This is what Article 71 of the Charter cautiously acknowledged.*

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First steps

UNICEF's relationship with voluntary agencies dates from its beginnings. The General Assembly resolution which established the International Children's Emergency Fund (ICEF) as it was then known, authorized it to receive funds not only from governments but also from "voluntary agencies, individuals or other sources". It was also to "appeal to all voluntary relief agencies to continue and intensify their activities" and to "take the necessary measures in order to cooperate with these agencies".^{2/} Cooperate it did, carrying on combined operations in Europe with several voluntary agencies engaged in international relief work.

At the same time funds were sought in country after country through the United Nations Appeal for Children, or UNAC, established under a special committee of the UN Economic and Social Council (ECOSOC). Strictly non-political, UNAC was seen by many as part of the movement toward the community of nations heralded by the UN, and the plight of children trapped in the devastated aftermath of

*Article 71 states: "The Economic and Social Council may make suitable arrangements for consultation with non-governmental organizations which are concerned with matters within its competence. Such arrangements may be made with international organizations and, where appropriate, with national organizations after consultation with the Member of the United Nations concerned."

World War II elicited a universal public response, not least among groups long active in promoting the well-being of children. Despite a few agencies, mostly at the national level in some countries, who saw this campaign as serious competition to their own fund-raising efforts for relief work, UNAC had the enthusiastic endorsement and help in fund-raising of some fifty or more non-governmental organizations, thirty-three of them in consultative status with ECOSOC.

Eight NGOs became members of the International Advisory Committee for UNAC, and there is a long record of supportive resolutions and actions taken by individual organizations at this time. NGOs were to be contacted to join in UNAC and were seen by UNICEF as guaranteeing the success of the Appeal and its international character, as well as the "all-important link between the UN and individual contributors all over the world".*

Something of the mood of the time is sharply evident in the two NGO Conferences held in Geneva in 1948. The first (February), held in support of UNAC and attended by fifty organizations, adopted a resolution asking that the International Children's Emergency Fund (ICEF) "associate in its work those international NGOs which play an important part in the organization of the UNAC collection". The second (May 17), a meeting of the Conference of NGOs in Consultative Status with the UN Economic and Social Council, adopted a long resolution in support of UNAC and concluded it was only right to go directly to the people. The non-governmental organizations, international and national, comprised of millions of people, it said, "are the great power-potential awaiting to be tapped for the constructive task of building a healthy, united and peaceful world".

Despite the confident zeal of the NGOs, however, and the appreciation repeatedly expressed for their great contribution in stimulating public support and fund raising, the response of officialdom remained more than a little diffident toward this new "power-potential". As early as November, 1947, the International Advisory Committee of UNAC had expressed its wish to be granted consultative status with the UNICEF body responsible for allocating the funds made available through UNAC. The UNICEF Executive Board^{3/} felt instead that it was best to have "close personal contact" among the Executive Director, the Chairman of the Programme Committee and the Chairman of the International Advisory Committee (IAC), a kind of personal relationship in other words. It was willing, however, to welcome the views of the Chairman of the IAC and its member organizations which already had consultative status with ECOSOC. The NGO contribution to public support and fund-raising and the importance of personal relationships have remained significant elements throughout the history of NGO/UNICEF cooperation.

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*The first private contribution to UNICEF was a cheque for \$2.19 from the children of Carson Grade School in Carson, Washington, 1947.

Granting of consultative status

In April, 1949, the UN Department of Public Information organized a conference at Lake Success (then the site of U.N. headquarters) in which all NGOs in consultative status were invited to participate. Its purpose was to promote information about the United Nations through the NGOs and their affiliates. UNICEF was a popular subject of discussion and the participants agreed to call on their national affiliates to promote the support of their respective governments for UNICEF and the Appeal.

They also recommended that a special Committee of NGOs be invited by UNICEF to act as an NGO Advisory Committee. In response to this recommendation, UNICEF's first Executive Director, Maurice Pate, who had already expressed his interest in something of the sort, invited the NGOs in consultative status to participate in such a committee. Twenty-three accepted and a preliminary meeting was held in July, 1949, in Geneva. It was attended by fourteen of them and was chaired by Grace Holmes Barbey, a UNICEF staff member who shortly afterward became responsible for liaison with NGOs. In the course of the discussion the meeting moved from what had been understood as a purely promotional and informational function to more specific terms of reference. In addition to mobilizing support for UNICEF and the UNAC financial campaigns, the proposed committee would examine UNICEF programmes and their execution and would make "to the competent bodies of UNICEF" such suggestions on behalf of the NGOs as it considered necessary.* With the agreement of the Executive Director, the terms of reference, with slight changes in phrasing were confirmed in a second meeting of the Committee held in New York in October 12, 1949.**/

The Executive Board Report noted not only the information and fund-raising activities of the NGO Committee members but also the fact that they called the attention of governments to desirable programmes for children for which

*Provisional officers were elected: Chairman, George Th  lin, International Union for Child Welfare; Vice-Chairmen, Fran  oise de Saint Maurice, International Union of Catholic Women's Leagues (later called the World Union of Catholic Women's Organizations) and Dr. A. Chouraue, Consultative Council of Jewish Organizations. Grace Holmes Barbey and Charles Egger, chief of field operations in UNICEF's European Office, were to act as consultants.

**The core group at the New York meeting consisted of thirteen organizations: the Consultative Council of Jewish Organizations, Friends World Committee, International Alliance of Women, International Conference of Social Work, International Council of Women, International Federation of Business and Professional Women, International Society for the Welfare of Cripples, International Union for Child Welfare, International Union of Catholic Women's Leagues, Women's International League for Peace and Freedom, World Federation of United Nations Associations, World Jewish Congress, and World's Young Women's Christian Association.

application might be made to UNICEF and "studied possibilities of increasing cooperation between non-governmental organizations and Governments in other aspects of child welfare work"^{4/}.

The experience and interest of the members of the NGO Committee in child welfare work led inevitably to the conviction that they could make useful contributions to the questions under discussion by the UNICEF Executive Board, this being quite in keeping with the way in which they implemented their consultative status with ECOSOC. Accordingly a letter from the Committee, addressed to the Chairman of the Executive Board (6 February, 1951) formally requested that it "be invited to delegate two of its members to sit as its representatives in an advisory capacity on the Executive Board of UNICEF, its Programme Committee and on any other committee which might be set up and on which their experience and support would be helpful".^{5/}

The letter referred to the General Assembly Resolution of December 1950 which renewed UNICEF's mandate, with emphasis on assistance to developing countries. This appealed inter alia "to private international organizations interested in child welfare to collaborate with the Fund in every possible way" and stated "that the administration of the Fund shall, as appropriate, obtain from inter-governmental and non-governmental organizations having a special interest in child and family welfare the advice and technical assistance which it may require for the implementation of its programmes".^{6/}

This request, though supported by some members of the Board (e.g. the US, Dominican Republic, Yugoslavia), prompted a certain caution among others (Australia, Belgium, the USSR) and decision was postponed pending a report from the UN Legal Department on the Board's authority in the matter.^{7/}

Since, in fact, a relationship between the NGOs and the Administrative staff was already in existence, it is interesting to note that the ensuing legal opinion interpreted the General Assembly resolution as requiring the Administration to make arrangements with NGOs. It then proceeded to reason that though the Board was not required to grant status to the NGOs neither was it prohibited from doing so. It suggested possible procedures based on ECOSOC Resolution 288B (X), which at that time governed the consultative arrangements with ECOSOC. The legal opinion also assumed that NGOs interested in cooperating with UNICEF would join the Advisory Committee, which would express both the majority and minority views of its members. The Board would consult with representatives of the Advisory Committee either directly or through a committee it established for the purpose (e.g., like the Committee on NGOs which has this function in relation to ECOSOC).

Thus reassured as to its legal authority, the Board agreed (May 24, 1951) that the Advisory Committee of NGOs could be represented at meetings of the Executive Board by one representative and one alternate, this arrangement being intended to obviate the possibility of differing opinions if the two representatives were of equal status. In other words, it was the Committee as a whole which was being granted a kind of consultative relationship with the Board, for which certain regulations were outlined. This was to be confirmed when the Advisory Committee itself stated that the relationship was acceptable under these conditions.^{8/}

A common characteristic of international NGOs is their determined protection of their individual identity and a basic opposition to letting others speak for them. Several members of the Committee were far from easy with what seemed like a form of group consultation imposed on them, and some made their views known in conversations with members both of the Secretariat and the Executive Board. The Committee's reply, therefore, requested clarification of some points in the proposed regulations and suggested a joint consultation with representatives of the Board in order to reach a satisfactory solution.

The Consultation was held on April 8, 1952.* Unanimous agreement was reached^{9/} and as a result the Board approved (April 24) the granting of consultative status to the members of the Committee, it being understood that the Committee would receive into membership any NGO in consultative status with ECOSOC that wished to enter into relationship with the Executive Board. The rules governing arrangements with the Board were patterned after those regulating the consultative relationship with ECOSOC.^{10/} (Cf. Annex I)

One or two members of the Board had previously questioned the term "Advisory" in the name of the Committee. In the course of the consultation mentioned above it was dropped "in order to prevent misunderstanding as to its functions", and it thus became simply the Non-Governmental Organizations Committee on UNICEF. This initial attitude of the Board toward one of the primary functions of the consultative relationship, namely, the contribution of NGO "expertise" and "advice" referred to in the General Assembly resolution quoted above [A/417 (V)] coloured all the early relationships with the Board and at times also infected members of the Secretariat. This did not, however, diminish NGO faith in the consultative process or deter them from expressing their views.

According to the provisions adopted by the Board the consultative relationship was originally confined to those NGOs which had consultative status in Categories A and B (now known as Categories I and II) with ECOSOC, had joined the NGO Committee on UNICEF, and had informed UNICEF of their desire for the relationship. One of the first actions of the NGO Committee on UNICEF was to invite all those in consultative status to join it. Those on the Register (now known as the Roster) were accepted as "observers". In 1953, however, it unanimously adopted a recommendation that the latter participate equally in consultative activities with the NGOs in categories A and B and the recommendation was accepted by the Executive Board.^{11/}

*For the Board, Adelaide Sinclair, Chairman of the Programme Committee; Katherine Lenroot, US; B. Rajan, India; A. Davalos, Ecuador; N.R. Lindt, Switzerland; and Mr. C.M. Anderson, UK. For the Advisory Committee: George Thélin, International Union for Child Welfare, Dr. Isaac Lewin, Agudas World Israel; Marguerite Ermen, Friends' World Committee; Anne Guthrie, International Alliance of Women; Rose Parsons, International Council of Women; Norman Acton, International Society for the Welfare of Cripples (now Rehabilitation International); Mary Dingman, International Union for Child Welfare; Mrs. C.B. Fox, World Federation of United Nations Associations; Gerhard Jacoby, World Jewish Congress; Catherine Schaefer, World Union of Catholic Women's Organizations.

In 1959, as a result of a recommendation in a special report to the Board (cf. p. 57) and with the concurrence of the NGO Committee on UNICEF, whose members the Executive Director had consulted by mail, mandatory membership in the Committee was eliminated as a requirement for consultative status with the Executive Board. Since the early 1950s, then, both the NGO Committee and the individual INGOs have had a dual relationship, i.e., to the Executive Board and to the UNICEF Secretariat.

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The NGO response

The granting of consultative status to non-governmental organizations* coincided with the beginning of UNICEF's extension beyond post-war relief to meeting the persistent needs of children in developing countries, in many of which a number of INGOs had affiliates and/or ongoing programmes pertinent to the aims and goals of UNICEF. With the existing relationship at the Administrative level now strengthened, and in a sense institutionalized in status with the Board, the INGOs responded with enthusiasm, a sense of responsibility and a genuine conviction that they had much to offer UNICEF. This they proceeded to do both in their individual capacity and through the various activities in which they joined under the aegis of the NGO Committee on UNICEF. At the same time and at the local level non-governmental organization cooperation in or with UNICEF-aided projects, whatever the subject, was quietly beginning a life of its own. In fact, one of the arguments advanced for granting consultative status to the INGOs was that it would recognize a de facto situation at the national level and further encourage national affiliates to support and cooperate with UNICEF.

These three channels - the NGO Committee on UNICEF, the individual INGO consultative relationship, and field level cooperation - are in reality closely inter-related and for the most part are treated together in the next section on areas of cooperation. But first a word of introduction on the NGO Committee on UNICEF is in order.

:NGO Committee on UNICEF

More important to the INGOs than the status granted the NGO Committee on UNICEF was that granted individually to them, its members. They therefore viewed the Committee not as a vehicle for consultation but rather as a means of facilitating and generally assisting them in the exercise of the consultative relationship. How it was to do this is indicated in the terms of reference it adopted at its meeting on January 27, 1953:

*As time went on, several national NGOs were admitted to consultative status with ECOSOC and consequently UNICEF, either because of their geographical location or because of the extent of their development and or emergency programmes throughout the developing countries. For convenience, they are understood to be included in the "INGO" designation, which refers to those in consultative status.

- "1. To facilitate the exchange of information among the member organizations and between the member organizations and the UNICEF Executive Board and Administration.
2. To provide a forum for the discussion of activities within the scope of the UNICEF programme in order that the member organizations may support in all ways consonant with their policies the activities of UNICEF.
3. To encourage, through member organizations and their national affiliates, greater understanding on the part of the public and governments for the purposes, accomplishments and programmes of UNICEF, both proposed and in operation. To encourage national affiliates to record and make known their interest in and approval of the work of UNICEF in order to stimulate endorsement and financial support by the national governments of the UNICEF programme".

These set a pattern for INGO consultation among themselves and defined the framework in which many NGO Committee initiatives have been undertaken. Despite later developments and changes in the text the Committee's purpose has remained essentially unchanged (cf. also p. 52).

The Committee felt also that it had a responsibility "to explore ways in which the special competence and facilities of non-governmental organizations might be used to a greater extent in cooperation with UNICEF for the improvement of child health and welfare programmes"^{12/} and it set up sub-committees to do this.

Throughout the NGO Committee's history these sub-committees have served to focus on specific subjects. They have generally paralleled UNICEF concerns and have followed shifts in emphasis in its policies and programmes, sometimes becoming ad hoc or working groups, sometimes merged under a new title, and again re-surfacing as sub-committees or task forces. Whatever their label they have always worked in close consultation with members of the Secretariat and, however varied in effectiveness, have maintained a steady level of usefulness in one way or another. Early in the Committee's history they prompted its Chairman* to comment to the Executive Board that the NGO Committee on UNICEF had gone further than any other group of organizations in trying to look at the total contribution the voluntary organizations might make to the accomplishment of specific United Nations objectives. Over the years the sub-committees have brought their conclusions and recommendations to the full Committee, stimulated specific projects in a field UNICEF was stressing, prompted statements to the Executive Board and were the occasion for fruitful dialogue between NGO representatives and UNICEF staff in given programme areas. Their activities are faithfully reflected in the reports of the NGO Committee on UNICEF to each session of the Executive Board, and the latter has usually referred to them in its own report.

*William Kelmsley, International Conference of Free Trade Unions, 1957.

NGO Committee questionnaires were an early tool for gathering information on the activities of its members and they remained, in fact, one of the methods used, with varying but usually reasonable success, to canvass them on a succession of subjects ranging from their efforts as advocates of UNICEF and cooperation in greeting card sales to substantive programmes such as primary health care, breastfeeding, development-related projects and children's unmet needs.

Still another activity which has been significant in terms of the consultative relationship is the organizing of workshops or seminars in cooperation with UNICEF. Their basic purpose has been to provide for an exchange of views and information and to explore ways in which NGOs could work together at both the international and national levels in relation to a specific area of UNICEF concern, thereby strengthening the relevant UNICEF-aided programmes and the general relationship between UNICEF and the NGOs. These efforts invariably had the help and encouragement of the NGO Liaison Officer. Both sub-committees and workshops are treated passim in connection with the substantive areas in which there has been consistent NGO activity and participation.

The Committee also quickly conformed to what, from the beginning, has been a first commandment of NGO cooperation, namely, that no NGO, group or committee of NGOs may speak on behalf of another NGO or NGO group or committee unless it has a mandate for a specific occasion from the particular NGOs involved. Hence Committee statements to the Executive Board have been factual reports of its activities. In recent years, however, they have increasingly reflected some commonly held view of its members or have cited the work of one or another NGO as examples of the possible types and value of NGO cooperation. Specific recommendations to the Board have been made either in individual NGO statements, in joint statements of several particularly interested in a given item, or in the report of an ad hoc committee appointed in relation to a study under Board review. The position expressed in all such statements had to have the approval of the headquarters of the organization(s) involved.

A first joint statement of special significance was that presented to the UN Social Commission in 1952, signed by twenty members of the NGO Committee, endorsing the continuation of UNICEF.^{13/} In addition, the Committee Chairman was authorized to address the Social Commission on its behalf and three of its members added their individual voices to his. A similar statement recommending the continuation of UNICEF, signed by nineteen NGOs, was then presented to the Economic and Social Council^{14/}. NGO representatives undertook to inform delegates to the Eighth UN General Assembly, which was to make the final decision on UNICEF's future, of the NGO position expressed in the joint statement, a copy of which was also sent to the UN Secretary General. In other words, the NGO representatives covered all bases in carrying out their commitment to support UNICEF, and the INGOs urged national affiliates to reach their respective governments.

The statements pointed out that the NGO consultative relationship with the Executive Board had made it possible for them "to be well informed concerning the work of the Children's Fund"; many of their local or national groups had been in direct contact with UNICEF operations in the field and had made available information about their implementation. The following passages from

the first statement reflect the prevailing mood of the time and express what has been a constant theme of NGOs associated with UNICEF:

"The degree of harmony and mutual cooperation which has been achieved in the development of the UNICEF programme provides a continuing example of international agreement which is fundamental to the purposes of the United Nations and which is particularly effective since the spirit of the Children's Fund, as well as its services, reaches children whose faith in international cooperation will be of vast importance to the future peace and security of mankind.

"In many parts of the world voluntary organizations have demonstrated deep concern for the welfare of children and have provided leadership and assistance in the establishment and development of services. UNICEF assistance has been valuable in supplementing these efforts and the services made possible by UNICEF aid constitute, particularly in less developed areas, a focal point for the further stimulation and coordination of voluntary as well as governmental action. The means of collaboration between UNICEF and its assisted projects and non-governmental organizations at the local, national and international levels are being evolved so that it can be anticipated that voluntary groups, well acquainted with the needs and resources for child health and welfare services, will perform functions of increasing importance in enhancing the effectiveness of UNICEF's".

The structure of the NGO Committee on UNICEF has remained relatively simple. A Steering Committee (now known as the Board), composed of the officers and a given number of members-at-large, all elected by the membership, discusses the Committee's programme and policy and reports to plenary sessions, the programme of which it generally plans. Plenaries have been held once, sometimes twice a year, with an occasional extra thrown in when circumstances warranted it. These meetings have been briefed by UNICEF staff members, members of the Board or outside experts on various substantive aspects of the UNICEF programme and on issues coming before the Executive Board, and have provided the setting for workshops and discussions of both UNICEF and NGO activities. Both Steering Committee and plenary meetings have enjoyed the participation of the NGO Liaison Officer.

Following the burst of new NGO activity during IYC and in response to the wishes expressed at the final plenary session of the NGO/IYC Committee, the NGO Committee on UNICEF modified its structure and rules of procedure to include the participation of the Geneva representatives of its members and other child-related organizations. Its presidency now alternates between New York and Geneva, the "Steering Committee" has been re-named the "Board", mainly composed of organizations with representatives in both cities, and meets alternately in one or the other.

II. AREAS OF NGO COOPERATION WITH UNICEF

Of the many layers and levels of NGO/UNICEF cooperation it is possible here to indicate only some of the areas in which this cooperation has been most visible. The following summary in no way claims to be exhaustive or definitive.

Advocacy, information, fund-raising

From the very beginning NGOs have actively disseminated information about UNICEF in a number of ways and have supported fund-raising initiatives or engaged in them directly, from the original UNAC appeal to national campaigns and greeting card sales. The continuing series of resolutions in support of UNICEF and/or one or another of its programmes adopted by INGO policy-making bodies were key tools in educating their membership and other public opinion not only about UNICEF itself but also about the needs of children it was addressing.

INGOs in consultative status have sent to their national affiliates in developing countries information about UNICEF-aided programmes in their respective countries, and these corresponding national and local organizations have been counted on to create public understanding and acceptance of the programmes, sharpened awareness of the needs of children in their area and a sense of the importance of local support and participation in both governmental and voluntary efforts. They have called upon affiliates in donor countries to urge their governments to contribute or to increase their contributions to UNICEF and to include services for children and youth in bilateral aid programmes.^{15/} In alerting their affiliates in both donor and developing countries on the work of UNICEF they have described the issues involved and increasingly have stimulated their membership to promote and help shape government policy and action on behalf of children.

Representatives of UNICEF, including on occasion the Executive Director, have responded to INGO invitations to address their international congresses or assemblies, which generally devote some part of their programme to UNICEF. Since these are held in various countries throughout the world the outreach has been multiplied. INGOs have organized workshops on UNICEF's different programme emphases at international, regional and national levels and have held special workshops in developing countries to which UNICEF representatives were always invited. Through their periodicals and newsletters they have carried on a many-faceted advocacy both for UNICEF and for children's issues.

A kind of spin-off of this advocacy role are the numerous talks to a variety of groups that INGO representatives to UNICEF have been invited to give. Any one among them who has been asked to speak on the UN in general can testify to how helpful it invariably was to introduce a skeptical audience to the merits of international cooperation in the UN system through a description of the work of UNICEF. And another little known contribution which INGO representatives have made to public understanding of UNICEF is the number of letters, memoranda and leaflets they produced to allay the anxieties of their

constituents and others disturbed by the uninformed or distorted attacks leveled at UNICEF from time to time by one or another individual or group.

The NGO Committee on UNICEF periodically circulates to its members an up-dated list of UNICEF field offices and UNICEF National Committees, encouraging them to explore at these levels possible areas for greater cooperation. In the 1970s as a result of the Committee's request the Greeting Card Operation issued a pamphlet for wide circulation entitled "How, When, Where, Why to Become a UNICEF Sales Agent and help the World's Children".^{16/} In fact, the NGO Committee on UNICEF can be said to have functioned throughout its history as a kind of seedbed of advocacy, notably through its various sub-committees and workshops as well. And the UNICEF Executive Board and Secretariat have always been fulsome in their recognition and appreciation of both Committee and individual organization activities and achievements in this NGO advocacy role. In the case of some organizations this is still their principal contribution to UNICEF.

:Relation to UNICEF National Committees

Still under the rubric of advocacy we should note that one of the first activities of the NGO Committee on UNICEF through the early 1950s was the promotion of UNICEF National Committees. It drew up a statement on their importance and established a sub-committee to explore ways in which NGOs could help either to stimulate their formation (through action of their national affiliates) or strengthen those that had already come into existence. Its aim was to promote "maximum cooperation between NGOs and governments" or, if possible, to assist in the preliminary work needed in some countries before a National Committee could be founded. The participation of national affiliates of INGOs in such committees was considered to be helpful in disseminating information and training speakers.

In the 1950s a Sub-Committee on National Committees undertook to review how the National Committees in the Netherlands, Sweden, Denmark and the Federal Republic of Germany were structured. Discussions were held with the regional directors for Asia, Africa and Latin America on the possibilities of holding meetings with likely groups in certain countries in their area in order to stimulate the formation of national committees. Other interviews were held with UNICEF representatives in Europe, and later members of the Sub-Committee attended National Committee meetings in London and Paris. A number of NGOs also undertook to distribute "News of National Committees" to their affiliates.

These early efforts were appreciated by the UNICEF Executive Board, which in commenting on the report of the NGO Committee on UNICEF and the "increasingly important role" NGOs were playing in awakening popular interest and enthusiasm for the work of UNICEF also noted particularly their value in strengthening and promoting national committees.^{17/}

Interest in National Committees remained a constant, the NGO Committee seeking new ways to be of assistance or to cooperate with them in "useful endeavours". Occasionally its Chairman attended a European meeting of National Committees. The interest of the latter in cooperating with INGOs was welcomed and suggestions were made for enlisting the cooperation of NGO national affiliates. By 1974 it was reported that almost all the 31 National

Committees included national NGOs among their members, some of them affiliates of INGOs, and that many of them were seeking out INGO national affiliates to participate in greeting card sales and other fund-raising as well as public information efforts. Meantime meetings between representatives of NGO Committee members and of National Committees continued to take place during Board sessions, and a first workshop on mutual cooperation was held in 1973, marked by frank and informative discussion.

In 1976, references to the NGO Committee's efforts, and to the possibilities for expanded cooperation with non-governmental organizations in the Executive Director's document on "Relations with UNICEF National Committees" prepared for the Executive Board^{18/} prompted a more in-depth joint meeting (May 20, 1976) of NGO Committee officers, representatives of National Committees attending the Board meeting, and members of the UNICEF staff. The Chairman of the Canadian National Committee presided. The thirty-five participants displayed a lively interest in encouraging more cooperation between National Committees and NGOs, particularly in relation to a specific UNICEF programme. Recommendations included regular exchange of information, working together in advocacy with governments and in the preparation of educational materials, and participating in one another's membership meetings and seminars. In response the NGO Committee requested its members to inform their affiliates about the National Committees in their countries, requesting that they offer their support in relevant programmes and fund-raising.

Difficulties, however, were recognized. Both the NGOs and the National Committees had developed considerably in different ways since the early years. The latter varied widely from country to country, some being voluntary, others government-sponsored and still others a mixture of both. Most of them worked closely with NGOs, but others not at all. On the other hand, not all NGOs found cooperation with National Committees practical, mainly because a primary activity of the latter was fund-raising, while the NGOs had many and varied activities, their work with or for UNICEF being part of a larger programme. Nevertheless, the following September a list of INGO affiliates in each of the countries with National Committees was sent to the latter with a memo suggesting they contact the affiliates named in order to explore possibilities for cooperation. A similar memo was sent to INGO headquarters, asking them to urge their affiliates to respond. The International Year of the Child (p. 73) also led to considerable cooperation between National Committees and national affiliates of INGOs and in many countries they were partners in the newly formed national IYC Commissions.

When some INGO national affiliates began to fund-raise for the UNICEF-related projects of their own international organizations, the old spectre of competition raised its unlovely head again, though some National Committees facilitated and supported the fundraising efforts of INGO affiliates. National Committees had come to consider themselves UNICEF's primary national partners in the industrialized countries and a few then saw the NGOs as rivals, or at best, nuisances. Some were unhappy that what they considered their very special relationship with UNICEF was not sufficiently recognized in comparison with the attention accorded the NGOs as "allies".

Despite this brief flurry of annoyance the usual aura of beneficent cooperation surrounding UNICEF was not damaged, and there is a steady record over the years of various types of cooperation between National Committees and

INGO affiliates and other national organizations in many countries, including the sharing of materials, speakers, films etc., the co-sponsoring of conferences, collaboration in fund-raising and development education.* Since 1984 the Reunion of National Committees for UNICEF has invited the Chairman of the NGO Committee on UNICEF to attend its meetings.

Information materials

How best to use the information materials produced by UNICEF, how best to adapt or "translate" them for effective use with their membership - these, too, have been a continuing concern of the INGOs members of the NGO Committee on UNICEF. In 1958 in response to the recommendations in a major study on relations with non-governmental organizations prepared by a special UNICEF consultant (p. 57)^{19/} the Committee set up an Ad Hoc Committee on Publications. This later became a Working Group on Information, then a Sub-Committee on Public Information and then on Development Education. Whatever its incarnation and changing membership it worked closely with UNICEF's Public Information Division and at various times reviewed UNICEF publications for their suitability for NGO use, indicating to the Division the kinds of materials the NGOs needed and in what form. It aimed to improve and put into effect various techniques for reaching different audiences in rural and urban areas. The objective, then, was to strengthen the information sent by the INGOs to their affiliates and to help them make the suitable adaptations.

The importance of these NGO efforts was recognized by UNICEF and the 1975 study on information policy prepared by the UNICEF secretariat for the Executive Board^{20/} pointed out that to take advantage of the number of possibilities it was necessary for the information staff to work closely with the NGO Committee on UNICEF and individual NGOs.

The sub-committee also drew up for the Information Division a mailing list of some 79 editors of NGO periodicals and newsletters. Many of these reach thousands of NGO members, to whom they are of special interest and who, in the case of appeals or recommendations, are often more apt to respond to those in their own publications than to other informational or publicity materials. While there was a period, especially in the 1970s, when the Liaison Officer or the Information Division tried systematically to develop on-going relationships with NGO editors, this information outreach somehow lacked effective follow-up and its full potential was not realized.

Several workshops were organized on the use and desirable content of information materials. The most ambitious, perhaps, was the Public Information Interchange (April, 1972) which was sponsored jointly with the UNICEF Public Information Division and the NGO Liaison Office, and for which the Sub-Committee prepared the discussion paper.** Available audio-visual as

*This cooperation was stressed in a resolution adopted in 1983 by the 29th Reunion of National Committees for UNICEF in Europe. Cf. A Historical Perspective on National Committees for UNICEF in Europe, UNICEF History Series, Monograph II, p. 15.

**The NGO Chairman of this effort was Mrs. Esther Hymer representative of the International Federation of Business and Professional Women.

well as printed materials were examined and evaluated. The Report of the Interchange includes eight suggestions for types of desirable materials to meet NGO needs and interests, and six suggestions to NGOs on how to make more effective use of the materials available. As a consequence of the Interchange a Public Information Officer was designated to work with the NGO Committee on UNICEF. And another questionnaire went to the members of the latter inquiring as to their needs and how they cooperated with National Committees.

Early in the NGO Committee's information activities had come the preparation, with the Liaison Office, of a pamphlet entitled "UNICEF - How Can You Help", printed by the Public Information Division (1958), followed later by the joint UNICEF/NGO pamphlet "Working Together" (1968), which illustrated the many, varied forms of cooperation between UNICEF-aided programmes and voluntary agencies.

In 1975 an INGO statement to the Executive Board on the document dealing with UNICEF information policy^{21/} pointed out that insufficient attention was being given to the need for suitable information materials for children and it indicated the aspects that should be kept in mind when dealing with information directed to them. The Sub-Committee on Information proceeded in the late 1970s to develop a set of criteria for evaluating materials produced for children (including UNICEF publications), underlining their value also for inter-cultural education. It also prepared an index of the UNICEF/NGO Newsletter (see below) and composed annotated lists of books, films, music, teachers' kits, etc., produced by or for UNICEF, with grade levels and content indicated along with suggestions for specific programme used by INGOs and other groups. It reviewed UNICEF's excellent production of development education kits and promoted their use, again sorting out ways in which they could be used most effectively, especially in the donor countries.

:NGO Newsletter

In October 1971, the NGO Committee on UNICEF decided to publish a newsletter that would carry information on what the national affiliates of its members were doing both in projects that were directly associated with UNICEF-aided programmes and others that were child-related and could be considered complementary or supplementary to a UNICEF programme. Due to the conviction that most of this was not generally known, or in any case not published elsewhere, the Newsletter was conceived as a channel of two-way communication between the NGOs and UNICEF and among NGOs. Such a publication, it was hoped, would suggest to the body of NGOs similar projects or ways of cooperating with UNICEF.

The Newsletter was launched with the support of the UNICEF Liaison Office, and the first issue was published in 1972. The initial costs were met by UNICEF, which continued to underwrite a good part of the cost of printing and mailing, the rest provided by a personal contribution from an INGO representative to the NGO Committee. For content the Newsletter relied mainly on information supplied by the NGOs.

It eventually welcomed news or information from any non-governmental organization, whether or not it was affiliated with a member of the NGO Committee, and reported on trends and concerns that had been pointed out in briefings or were the subject of Executive Board discussions. Various issues

at times stressed a particular theme, such as strengthening relations between NGOs and UNICEF, nutrition and nutrition education, primary health care, the International Year of the Child, emergency situations, etc. Its high quality is to be attributed to the succession of its volunteer editors.*

The Newsletter was issued twice a year and copies were sent to the headquarters and representatives of the members of the NGO Committee, members of the UNICEF staff in Geneva and New York, UNICEF field offices, UN Information Centres, members of the Executive Board and to a number of interested individuals. Copies were also made available to all other NGOs through the NGO Lounge in the UN Secretariat Building. By 1977 it had reached a circulation of 11,000 copies, by 1978 extra copies were being requested from the field and congratulations were being received from the heads of Missions to the United Nations.

A special Spanish translation of the Newsletter was prepared for distribution during the 1979 session of the UNICEF Executive Board in Mexico City, and later after IYC, it was suggested that it appear in French, largely for the benefit of European recipients. Accordingly both an English and a French edition were published in 1981, but the cost of the latter proved to be almost prohibitive.

At about this time, UNICEF embarked on a publication streamlining policy. Several publications were to be combined in Ideas Forum, a quarterly, which had originated during IYC and was published by UNICEF in Geneva in both English and French, with a circulation of about 30,000. It was proposed that the Newsletter be incorporated as a supplement in Ideas Forum, and this seemed to resolve at least some financial and translation problems. The NGO Committee decided to try it for a year and then stayed with the decision.

The last issue of the Newsletter appeared in December 1981, and it then became the NGO Forum in the Geneva publication. To assist the editor with the increased number of issues the NGO Committee appointed an editorial board, which shifted the content emphasis from reports of what NGOs were doing to articles on issues and trends. Ideas Forum itself was then discontinued in 1985,** as preparations began for UNICEF's 40th anniversary year, 1986.

Occasionally over the years various UNICEF staff members tended to refer to the need for NGOs and UNICEF to know more about each other. For ten years the Newsletter provided much of that knowledge, and it remains a good source of information on the types of activities carried out by the NGOs during that period.

*Editors of the NGO Newsletter have been Mrs. Elizabeth Collins, International Union of Family Organizations, 1972 - December 1973; Mrs. Helaine Plaut, International Council of Jewish Women, December 1973 - May 1975; Mrs. Marilee Reiner, World Association of Girl Scouts and Girl Guides, December 1975 - December 1977; and Mrs. Eleanor Roberts, Associated Country Women of the World, May 1978 - December 1985.

**A new monthly newspaper-type publication, Action Children, was started as a special activity of 1986, UNICEF's anniversary year. It is published by UNICEF and the NGO Committee's editorial board cooperates in its preparation.

:Types of fund-raising for UNICEF

There are few INGOs whose members have not participated at some time in some country in the sale of UNICEF greeting cards. This and other fund-raising activities have often been carried out in the industrialized countries with or through UNICEF National Committees. Where INGOs have, through their affiliates, raised funds for specific projects or programmes, the contributions have sometimes been made directly to UNICEF, or again have been channeled through the appropriate affiliate for the programme in question. Sometimes INGOs provide support for child-related projects of national or local affiliates whether or not these projects are aided by UNICEF; and at times a number of INGO affiliates in industrialized countries provide funds for a sister affiliate in a developing country. Some INGOs have committed sizeable funds for projects jointly worked out with UNICEF and the governments concerned. Others have adopted "noted" projects and have funded either the whole project or some element of it for which funds were not otherwise available. And there are also examples of an INGO raising funds from national affiliates to "stretch" the resources and outreach of a UNICEF-aided project - such as community development training, for example - by providing vehicles and/or trainee stipends and thus the possibility for more persons to participate in and benefit from the programme.

Financial contributions from some individual INGOs have been very impressive, amounting, in the case of immunization campaigns, to well over \$2 million over a period of years. During the 1973-1984 period two INGOs each contributed approximately \$550,000 for various projects, from primary health care or child care centers to water and sanitation projects. Child-related projects conducted under the aegis of individual INGOs have ranged broadly in cost from a modest \$2000 to \$2 or \$3 million. Not available, of course, are cost equivalents of other ways in which NGOs in general have provided different types of assistance in the carrying out of UNICEF-aided programmes, e.g., volunteer workers or staff personnel, development of appropriate teaching materials or technical equipment, surveys, research, evaluations, etc.

The other side of the coin is the financial and service support UNICEF has given NGO Committee activities and its assistance to NGO projects in the field in the form of grants, supplies, transport, training and pertinent information or documentation. It would take an extensive field study to count the multiple ways in which this NGO/UNICEF "partnership" has been realized.

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Programme areas

The principal programme areas in which the INGOs have been working and for which the NGO Committee on UNICEF facilitated consultation and action are indicated in this section. Attempt is made also to point out some of the pertinent INGO concerns reflected in their statements to the Executive Board as well as patterns of INGO contribution and cooperation at the field level. It should be noted, however, that there were many non-governmental projects unassociated with an international NGO, or independent of UNICEF aid or the government, but which complemented or supplemented the UNICEF-assisted government programme. It is not always possible to distinguish clearly among them in the material available.

:Maternal and child health

Concentration in the early UNICEF-aided projects on the health of mothers and children immediately struck a responsive chord in the non-governmental organizations, for whom this had long been a traditional form of assistance. One of the first four sub-committees organized by the new NGO Committee on UNICEF was that on maternal and child health. Familiar with the need for MCH services and with many of the ways in which these were being offered, sub-committee members proceeded to explore how MCH centers could be strengthened and their numbers increased with the help of non-governmental groups. It recommended, for example, the use volunteers in the centers, drew up proposals for their training and suggested how to mobilize and use them as well as how to overcome the negative attitude of professionals to their acceptance. One result of these discussions was a detailed plan for NGO participation in MCH programmes.^{22/*} This listed a broad range of local organizations of potential value to UNICEF, outlined a basic pattern for NGO/UNICEF cooperation in the centers and defined what the NGO responsibilities would be.

Meanwhile the work of the Sub-Committee helped prompt a written statement submitted jointly by 16 INGOs to the 1953 session of the Executive Board.^{23/} It commented on existing maternal and child welfare services; and it recommended that UNICEF consider establishing child health centers for the delivery of a number of suggested services and as "basic and permanent community institutions which can be used as effective instruments through which to channel UNICEF aid in all areas of health and welfare" within the framework of an integrated programme. It also suggested that UNICEF take full cognizance of the initiatives, achievements and possibilities of non-governmental agencies and use their experience. Such centers, it noted, would also offer a means of greater coordination among them.

The Executive Director welcomed this statement "in support of a trend in UNICEF and which the Administration believed to be of considerable importance", and the Executive Board was moved to express its appreciation for NGO cooperation and for "activities of the NGO Committee on UNICEF" which it felt "had enabled UNICEF and the NGOs to focus with increased effectiveness their cooperative efforts toward the accomplishment of common objectives".^{24/}

Cooperation in maternal and child health programmes has taken many different forms over the years. Mothers' clubs were an early channel for health and nutrition education. Some were organized by national affiliates of INGOs, others by the government while many more were related to churches or mission stations. True to their recommendations some INGOs provided volunteer workers, others part-time or full-time personnel, and still others conducted workshops for nurses and midwives. NGOs in industrialized countries contributed medical supplies, supplementary food supplies, stipends for trainees or support for health extension services. Some sent medical teams (usually voluntary), funded transport for mobile health units, or cooperated in the collection of vital statistics. Some financed maternity clinics or

*The Sub-Committee was chaired at this time by Annabel Petersen, representative of the International Council of Nurses.

built them themselves. One INGO for example contributed \$80,000 to equip six mobile health teams in one country for rural health services; in another a national NGO in an industrialized country provided technical assistance for four pilot projects.

As UNICEF moved into the basic services approach non-governmental organizations developed their projects accordingly. Today when the goal of health comprises so many factors and elements, an NGO project may include several components of which the health service or health education is only one.

Among the major concerns of the INGOs as reflected in their statements to the Executive Board in the early years was a strong emphasis on safeguarding family life. There were recommendations that surveys of the needs of children should include strengthening family life; for family life education; for developing the social, moral, health and educational aspects of child welfare within the family framework, thus anticipating the emphasis UNICEF was later to give reaching the child within the family unit. There was concern for family living standards, including housing as impinging on the health and development of children, and for children deprived of a normal home life who were under foster or other forms of care outside the family.

As attention broadened to child welfare in general there were recommendations that mental health be included in planning MCW facilities and that the psychological needs of the child as he developed be taken into account and made part of the training of all child personnel.

:Disease control campaigns

When UNICEF moved more intensely into mass disease control campaigns in the 1950s it also found a number of voluntary agencies in the field that had established programmes of care and, where possible, prevention, and which with government approval could be brought within the UNICEF framework. From its earliest days UNICEF had had the cooperation of Scandinavian Red Cross organizations in its BCG anti-tuberculosis campaigns, which were now joined by other organizations and INGO affiliates in this and other mass disease control campaigns.

As early as the meeting which established the NGO Committee on UNICEF in 1949 an INGO called attention to the problem of trachoma in North Africa. Eventually, in response to a French proposal (sparked by the President of the International Children's Centre) to the UNICEF Executive Board and after numerous negotiations with all the authorities concerned, UNICEF embarked on a trachoma control campaign. It is one of the first examples of an INGO idea, worked out with local authorities, taken up by a government and finally by UNICEF.

In the case of these campaigns - trachoma, yaws, leprosy, malaria - the principal effort of most of the INGOs was one of advocacy, creating awareness in both developing and developed countries and promoting financial support. At one time in the 1960s it would have been difficult to find an INGO representative giving a talk on UNICEF who did not discuss trachoma and/or yaws and how important and inexpensive it was to cure and control these incapacitating diseases.

The INGOs in the specialized health fields naturally found their own ways to cooperate in the programmes, some assisting in evaluating a mass programme, and others generally supporting the inoculations against the common childhood diseases carried out in the MCH centers. Many had parallel programmes in their own health services. There were also substantial contributions from NGOs for vaccines and vehicles and for research, particularly on leprosy. A special example is the \$1 million fundraising campaign initiated by one INGO in cooperation with a Foundation for a crusade against the six major childhood diseases. This was done in 1978 in preparation for the International Year of the Child and had the cooperation of both UNICEF and WHO. (Cf. also section on CSDR, p. 21).

:Primary health care

The concept of primary health care, which was being newly defined in the 1970s, was one easily endorsed by the INGOs and other voluntary agencies. A great many of them were involved in specific health programmes or other health-related projects (e.g., nutrition, safe water, etc.) and their experience confirmed the need for the concentrated approach and accessibility envisaged. Many already existing health programmes run by voluntary organizations more or less fit the PHC concept; and in one sense perhaps it represented a strengthening or expansion of the basic services approach earlier adopted by UNICEF. The UNICEF/WHO decision to combine efforts in this field and the preparations for the 1978 Conference in Alma Ata (USSR) on Primary Health Care elicited a predictably lively NGO interest.

A group of INGO representatives in Geneva*, who had been working closely with WHO, initiated (in 1976) a programme to encourage government interest in furthering primary health care programmes at the village level with NGO participation and support. It invited the cooperation of the NGO Committee on UNICEF, which held two plenary meetings on PHC and set up a Sub-Committee on Primary Health Care.

In a marked departure from NGO practice, WHO and UNICEF designated the II International Congress of the World Federation of Public Health Associations (Halifax, Nova Scotia, May 23-26, 1978) as the "official NGO forum" in preparation for the Alma Ata Conference. The NGO Committee on UNICEF authorized its chairman** to attend the Congress, where she participated in certain of the workshops and especially in the preparation of recommendations and conclusions. The Halifax meeting brought out the fact that there was considerably more NGO/UNICEF/WHO cooperative effort going on at the national and local levels than the public or even the agencies themselves were aware of.

*The group was chaired by the Christian Medical Commission (World Council of Churches) which had done successful pioneering work in primary health care.

**The writer was the Chairman at this time.

The World Federation of Public Health Associations (WFPHA) had been invited to develop a position paper on the views of NGOs on primary health care for presentation to the international conference. It prepared a draft based on consultations with an extensive range of NGOs affiliated with WHO and/or UNICEF as well as many others, both national and international. The members of the NGO Committee on UNICEF had had the opportunity to comment on the draft paper and its chairman participated actively, at the Halifax meeting, in the editorial committee which refined it.

The NGO Committee on UNICEF also authorized its chairman to attend the Alma Ata Conference, where she made a statement in plenary session on behalf of the Committee. The position paper became an official document of the Conference and was presented to the plenary session on the first day by the president of the WFPHA, which subsequently published it in the six official languages of the United Nations.

The paper defines the range of NGO concern and involvement with issues of health and development, and what is necessary to translate concern into action. It points out the aspects "now requiring greater emphasis and understanding" and the contributions which the NGOs "are able and ready to make in order to achieve primary health care objectives". It briefly reviews the nature of NGOs and their historical role in the field of health and takes a strong position on the incorporation of primary health care as an "integral part of the overall development of society". Affirming that "human development cannot be fragmented", it states that "Non-governmental organizations support the view that the promotion of primary health care must be closely tied to a concern for total human development. The totality of human development, and in fact, a holistic view of health encompasses the physical, mental, social and spiritual well-being of the individual. The substantial improvements in the well-being of people cannot be expected merely as a result of better health care, but require a whole range of social, economic, political and cultural activities, i.e. primary health care must be an integral part of the overall development of society".

In addition to their usual role in creating awareness and acceptance of the PHC concept and whatever new approaches it entailed, the NGO position paper saw NGOs assisting in "national policy formation in the areas of health care and integrated human development", pointing out health care needs and interpreting PHC plans to donor agencies. It asserted "the essential role of women in health promotion and the full range of community development concerns", and it listed forms of implementation assistance such as developing "locally sustainable and appropriate health technologies", creating new health education methods, and conducting reviews and evaluations, all within the guiding framework of the basic PHC principles.*

For the NGOs the Alma Ata Conference was especially significant in that their representatives were official participants and took part, on an equal footing with government delegates, including many at the ministerial level, in plenary and committee sessions and in the working groups in which the Declaration of

*"Non-governmental organizations and primary health care", Halifax, Canada, 1978, pp. 40-41.

Alma Ata was drafted. Their involvement was reflected in both the Declaration and the recommendations in the Final Report of the Conference. Of the seventy organizations represented, twenty-nine were associated with UNICEF.

A report on NGO participation at the Alma Ata Conference, the position paper and the follow-up activity in the NGO Committee on UNICEF was presented to the Executive Board by the NGO Committee chairman^{25/} and this was summarized in the report of the Executive Board.^{26/}

NGOs were naturally pleased that the UNICEF/WHO joint study on the follow-up of Alma Ata^{27/} recommended that "national governments be encouraged to make full use of non-governmental organizations in advancing the PHC approach, bearing in mind their potential to initiate novel approaches to community involvement, training and supervision"^{28/} and that UNICEF was urged to cooperate with the developing countries in various aspects of promoting and implementing the primary health care approach including "strengthening the participation of NGOs."^{29/}

The Sub-Committee on Primary Health Care then undertook to gather information on NGO activities in PHC to supplement information received from governments, to analyse the strategy paper under preparation by WHO and UNICEF, and to build awareness of the Alma Ata Declaration and promote cooperation among NGOs at the country level.

A committee of UNICEF/WHO related NGOs in Geneva took as its objective the development of cooperative programmes in six countries of southern Africa which adopted a PHC policy but lacked sufficient resources and where NGOs are the major health providers but need better communication with government and among themselves. In 1981 it published a booklet further defining, as the title states, "The Role of Non-Governmental Organizations in Formulating Strategies for Health for All by the year 2000."^{30/} And in 1985, WHO, concerned for the achievements of its goal by the year 2000, devoted the "Technical Discussion" at the World Health Assembly to cooperation with NGOs in promoting primary health care.

Following the Alma Ata Conference NGO support for the PHC concept, in addition to advocacy (e.g., explaining the concept, circulating and discussing the NGO position paper), included promoting collaboration among affiliates in developing countries, adding pertinent elements to their existing programmes, depending on the needs of the people being served, or developing new, many-faceted integrated projects. Some INGO affiliates conducted programmes to serve an entire community, from pre-school children to families as a whole, and developed these in rural and semi-urban regions. At times an individual INGO has sponsored a particular programme of this kind undertaken by a national affiliate, and occasionally three or more INGOs have joined in supporting the activity of an affiliate of one of them. Occasionally UNICEF has recommended to governments for use in their programmes relevant materials developed by non-governmental organizations. Sometimes the experience of non-governmental organizations in a given country has been used by the government in developing its national PHC policy. Some INGOs help finance the building and equipment of PHC centers in an overall UNICEF-aided government programme. In one country alone, for example, an international service organization provided financing for six such centers for urban slum areas.

:Child Survival and Development Revolution (CSDR)

In the early 1980s, to ensure children's survival beyond their early years, UNICEF decided to place particular emphasis within the context of primary health care on four simple, cost-effective, "do-able" techniques-monitoring early childhood growth, oral rehydration in diarrheal diseases cases, breastfeeding and immunization against the six major childhood diseases. The INGOs at the international level and through their national affiliates responded in a number of ways. "GOBI" techniques, as they were called, in existing projects were intensified, special seminars on them were held at national and local levels, and specific promotional materials and background pamphlets were prepared - sometimes jointly with UNICEF - on what soon became known as the "Child Survival and Development Revolution." As the immunization part of the campaign gathered momentum, other INGOs joined those already engaged in conducting or contributing financial support to vaccination programmes. Some laid more stress on GOBI measures (which also embraced proper nutrition and family spacing) in their primary health care projects, thereby strengthening the latter. Several, while supporting and otherwise actively responding to the appeal of CSDR, nevertheless were concerned to maintain and develop their broader economic and social programmes as action necessary to provide for the child once he was helped to "survive."

While UNICEF reached out to all levels of the public sector, it also developed joint programmes of advocacy and/or action with several INGOs or gave financial support to their efforts in one or another aspect of the campaign. The Executive Director wrote to UNICEF field officers alerting them to the support among NGOs for the goals of CSDR, and several of them saw the whole thrust of the "revolution" as stressing "new and positive roles" for NGOs, both international and national.

:Nutrition

From the beginning of the relationship with UNICEF a considerable portion of INGO attention, activity and programming has been devoted to nutrition and its various ramifications. It, too, was the subject of one of the first four sub-committees set up by the NGO Committee at its founding and has remained a principal concern throughout its history.

The Sub-Committee on Nutrition began by stressing the use of volunteers in such programmes as school feeding and milk reconstitution. It urged member organizations of the NGO Committee to help recruit volunteers by alerting their national affiliates and requesting them to offer their services to UNICEF country representatives. A resolution to this effect, including a recommendation to UNICEF, was incorporated in the NGO Committee's Report to the UNICEF Executive Board in March, 1955.^{31/} As a first step in implementing its own recommendations, the Sub-Committee sparked meetings at the national level, in Pakistan and Israel, with government and UNICEF country representatives. It also proposed a leaflet on "News of Volunteers", which became instead a column in "News of the World's Children."

The Executive Board, which also had before it the recommendations of the other sub-committees gave its blessing to the NGO Committee on UNICEF, approving its action "in stressing the value of voluntary participation at the local level in UNICEF-aided child feeding projects and its recommendation that this

continue to be emphasized by UNICEF and encouraged by the national affiliates and other associates of member organizations of the NGO Committee."^{32/}

The Sub-Committee* went on to gather case histories illustrating the use of volunteers in nutrition projects, stressed the importance of nutrition education and instituted for the NGO Committee as a whole a series of informational talks on nutrition-related subjects. Its members were early advocates of enriching milk with Vitamin A as a blindness prevention measure; they gathered research information on synthetic Vitamin A and worked closely with Dr. Lester Teply, UNICEF's Senior Nutritionist, in developing recommendations and pilot projects. Dr. Teply has on a number of occasions commented on the helpfulness of the INGOs throughout the '60s when the use of Vitamin A was being studied and was gradually gaining acceptance. In its work on nutrition with FAO, particularly in the 1960s UNICEF recognized that Vitamin A deficiency was becoming a serious health problem. It had tried in various ways - fortifying skim milk among them - and was quite aware much more needed to be done to deal with the problem.^{33/}

In the early 1970s, a comprehensive project of one INGO,** drawn up in consultation with Dr. Teply, set the Vitamin A problem in one country within a whole multi-purpose nutrition education programme, which the government used as a model. A major thrust to an intensified UNICEF effort to prevent blindness caused by Vitamin A deficiency resulted from several statements made to the UNICEF Executive Board by organizations primarily concerned with the welfare of the blind and blindness prevention.^{***34/} These urged the establishment of an international programme in which UNICEF, WHO and NGOs would work together and constituted a breakthrough in UNICEF, and especially WHO, involvement in the subject. One direct follow-up was a WHO-sponsored meeting of experts (Hyderabad, March 1972) who produced a series of observations and recommendations which launched new policy directives. UNICEF/NGO nutritional blindness prevention projects were initiated in several countries. INGO contributions ranged from the provision of Vitamin A capsules and assistance in distributing them to providing technical advice and expert personnel, surveys and research.

In 1967, members of the NGO Committee on UNICEF formed a working group to study and comment on the applied nutrition documents prepared for the Executive Board, especially the evaluation of applied nutrition programmes written by an FAO/WHO/UNICEF consultant.^{35/} It did so in a separate report to the Executive Board^{36/} and added information on NGO nutrition activities in the five countries studied in the evaluation. It also called attention to the ways in which NGOs could reach the home and mobilize local resources as recommended in the study. The Working Group's polite acknowledgement that

*The Chairman at this time was Helene Kadane, representative of the Consultative Council of Jewish Organizations.

**The Associated Country Women of the World, which had been working in this field for some time.

***A particularly moving and influential presentation was made to the Executive Board by Sir John Wilson, representative of the World Council for the Welfare of the Blind and the International Association for the Prevention of Blindness. Cf. E/ICEF/131, April 1972.

limitations of time prevented the consultant from assessing the cooperative efforts of NGOs in this field was but another in the long succession of NGO reminders that they did have something to contribute.

The Executive Board at this session agreed that the involvement of NGOs was especially important "in bringing new knowledge and understanding to mothers, in reaching the young child, in developing community activities, in training and in pioneering activities," and it concluded that "the possibilities of non-governmental organizations supplementing or complementing UNICEF-aided programmes required greater attention. The enthusiasm and concern of voluntary agencies and volunteers could be an important source for ... focusing attention on neglected problems, organizing projects and providing local support on a continuing basis, both during the period of international aid and afterward".^{37/} It thus confirmed the views expressed by the INGOs since the early 1950s in offering their support and assistance to UNICEF.

The Ad Hoc Committee continued in existence, working on the then much publicized "protein gap" on which it prepared memoranda for the members of the NGO Committee on UNICEF. It re-appeared again as a sub-committee in the 1970s, when it stressed the relation of nutrition programmes to primary health care, advocated home and school gardens, emphasized the importance of breastfeeding, and urged that the total nutritional context be kept in mind in Vitamin A programmes to prevent blindness.

At a meeting in 1978 of the Sub-Committee on Nutrition of the UN inter-secretariat Administrative Committee on Coordination (ACC), both the UNICEF Deputy Director, E.J.R. Heyward, and the Senior Health Advisor, Newton Bowles, paid tribute to the work of NGOs in the field of nutrition. In India alone, Mr. Bowles reported, there were sixty-five NGOs engaged in nutrition projects and the government was basing its programme policies on the type of work they were doing.

The Sub-Committee was consulted in relation to the Compendium on Nutrition Projects prepared as a manual for UNICEF field personnel and also on the UNICEF/FAO/WHO study on Child Nutrition in Developing Countries, prepared for the UNICEF Executive Board under the direction of Dr. Jean Mayer.^{38/} At the request of UNICEF's Division of Public Information it prepared suggestions for the observance of Universal Children's Day (1967), the theme of which was nutrition, and a special issue of the NGO Newsletter was devoted to NGO nutrition-related activities.

Meanwhile NGO and voluntary agency concern had brought the marketing practices of the infant food industry to public attention and controversy was growing amid a steady succession of protests and boycotts, the most publicized of which was the Nestlé boycott. The Chairman* of the Sub-Committee participated as the representative of the NGO Committee on UNICEF in the WHO/UNICEF joint meeting held in Geneva (October, 1979) with field personnel and infant food producers on "Infant and Young Child Feeding", which produced the recommendations eventually incorporated in the International Code of Marketing

*The Sub-Committee had been chaired for some time by Mrs. Eleanor Roberts, representative of the Associated Country Women of the World.

Breastmilk Substitutes. The meeting also called for increased recognition and involvement of women's organizations at all levels and in all related activities.

The next step was to set up in 1980 the Sub-Committee on Infant Feeding with the aim of creating widespread awareness of the importance of breastfeeding especially among all those involved in the health of infants and children, stimulating NGO advocacy on the subject and developing NGO programmes to monitor the implementation of the Code at the national level.

In order to clarify the issues, identify problems women face in making infant-feeding choices, and to highlight the already considerable NGO activity in promoting breastfeeding, especially in developing countries, the Sub-Committee prepared a detailed questionnaire, which was sent to the headquarters of all the NGO Committee members along with a copy of the Marketing Code. An analysis of the responses was prepared and distributed. It underlined the need for more information and for increased communication and work at the community level and recommended that there be periodic re-assessments of NGO programmes in this area.

While controversy and boycotts still eddied around the infant formula question the NGO Committee on UNICEF organized a symposium on "Women and Breastfeeding: Promotion, Support and Community Action." For this it decided to reach out beyond the NGO Committee to include local groups and experts not usually associated with it but who were actively engaged in some aspect of the question. The symposium was held on April 2 and 3, 1981 at Marymount Manhattan College in New York with UNICEF assistance. It was set within the framework of the increased emphasis in UNICEF country programmes on promotion of breastfeeding and appropriate weaning foods and the combined efforts of WHO and UNICEF in this area. The 250 participants, in addition to representatives of UN-related organizations, came from various professional, social and community groups in and around New York City. Given the complexity of the issues, the programme was designed to concentrate on those of greatest interest to UNICEF and the NGOs currently working on the subject.

Plenary meetings were, as usual, characterized by papers presenting an overview of the question, and workshops followed on specific areas in which action was needed, concluding with recommendations. Current situations, obstacles, prejudices and successful case studies were also covered. Focus of the second day was the WHO/UNICEF International Code of Marketing Breastmilk Substitutes, for which a detailed exposition was given. Although it had not yet been formally adopted by the World Health Assembly, workshops discussed ways to promote its implementation (e.g. by Code-related legislation) at the national level, strategies for monitoring compliance with the Code, and the development of action programmes. A closing statement adopted by the participants presents a succinct summary of the conclusions reached in the workshops.*

*The Chairman of the NGO Committee for this symposium was Kate Katzki, representative of the International Council on Social Welfare. The report of the symposium is available from the NGO Liaison Office.

It is generally recognized that NGO pressure on the infant formula marketing practices not only played a crucial role in mustering public opinion on the issue but were also a significant force in the development and adoption of the International Code by WHO. While boycotts and protests have subsided, NGO monitoring of compliance with the Code continues.

NGO/UNICEF cooperation in the field of nutrition covers a whole range of conceivable projects. Some activities, obviously, were incorporated in a package of basic services, in community development or primary health care programmes, or were integrated into programmes for rural women. Many INGOs adopted, both for the international itself and its affiliates, long term programmes in which nutrition education, in its broadest interpretation, was the principal focus. Some INGOs, or their affiliates in industrialized countries, provided salaries for nutrition teachers, stipends for trainees or scholarships for advanced home economic courses. Some funded centers for training in nutrition, engaged in data collection, conducted studies on the effects of malnutrition and on ways to overcome cultural barriers to the acceptance of unfamiliar, albeit more nutritious, foods. At one point INGO affiliates were involved with UNICEF in exploring possible acceptance tests of foods made with soy or fish flour. In fact, even the INGO representatives in New York were given a "taste" of such a test, as it were, at a special "tea" arranged by the UNICEF staff. (There was not universal enthusiasm for the cookies or muffins made with either flour.)

The list of INGO and/or affiliate activities goes on: adding cooking or vegetable growing demonstrations to literacy programmes; publishing appropriate booklets on nutrition in the languages of their members; producing sets of nutrition scripts for radio use, guidebooks for the training of health and nutrition personnel, or simple guidelines for mothers on breastfeeding. The "Manual on Feeding Infants and Young Children" published by the UN Protein Calorie Advisory Group, which UNICEF made available to members of the NGO Committee on UNICEF, was gratefully used by many of them, who adapted it to the local situation where they had programmes.

Increasing the food supply was another favored approach, and this ranged from supplying supplementary skim milk for UNICEF-aided MCH centers and promoting kitchen gardens - an activity in which some had been long engaged - to more ambitious projects as, for example, "backyard farming" for which an INGO affiliate supplied the poultry, or a fish farming model for which UNICEF supplied the fish. Teaching improved food storage and food preservation was an activity of some NGOs with international programmes. There is, for instance, the example of an INGO developing a piece of equipment (i.e. a silo) in one community and UNICEF financing its use in other areas of the country; or of UNICEF and an INGO working together to develop a food processing plant. As UNICEF phased out its school feeding programmes, these were often taken over by NGOs, and in some instances an INGO field representative was chosen to coordinate the nutrition programmes in a given country.

There are also interesting examples of many-sided cooperation as well, like the MCH/Nutrition Center in the capital city of one country, where one could find WHO health personnel, UNICEF equipment, supplies from an INGO, and in the Center courtyard a volunteer from the latter teaching local women how to add more nutritious, tasty and locally available ingredients to their daily cooking pot. The list of the great variety of NGO activity - both international and national - seems in fact endless.

INGO submissions to the UNICEF Executive Board on nutrition have been mainly reports of their various projects or statements underlining one or another aspect of the type of nutrition programme UNICEF was aiding or otherwise promoting. More recently they have called attention to the impact of commercial advertising in promoting "junk" foods, a concern that has surfaced in NGO workshops on nutrition education along with considerable disquiet over the poor nutrition among children and young people in developed countries.

:Education

Education is another of the areas in which the NGO Committee on UNICEF facilitated the presentation of INGO comments on studies being prepared for UNICEF consideration. For example, an Ad Hoc Committee on Education was formed in 1968 to review the evaluation of education projects assisted by UNICEF and UNESCO.^{39/} It produced a separate report to the Executive Board.^{40/} Apart from specific comments it is of interest to note the priority the INGO report gives to the young child and its stress on total family and community involvement in specific education programmes. It also emphasized recognition of how a child's cultural environment and fundamental values can contribute to new education programmes. It called attention to children in low-income urban areas and recommended that all UNICEF-aided projects incorporate appropriate evaluation schemes. To be noted also is its final caution that the tendency to consider the child a "human resource" should not lead to a dehumanizing loss of respect for his individuality and personal integrity. The Ad Hoc Committee had invited a special consultant to work with it and he, too, submitted a separate critique of the document before the Board and a number of recommendations.^{41/}

Members of the NGO Committee on UNICEF were able to comment also on the Interim Report on non-formal education for rural development (1973)^{42/} and their observations were taken into account in the revised version.^{43/} This version also stressed the role of voluntary agencies in non-formal education in preserving and nurturing such values as the spirit of cooperative voluntarism, compassion, and ethical values that tend to become invisible "when solutions to human problems are formulated in mechanistic terms of projects, work plans, time schedules...equipment" and budgets.

Statements of individual organizations to the Executive Board over the years had covered a number of educational aspects, reflecting the experience they had gained in the kinds of projects they had conducted. Included were recommendations for early childhood education, planning for pre-school children, the integration of adult education into teacher training, and for the kinds of educational material UNICEF should provide for non-formal programmes.

Many INGO affiliates engaged in programmes for school drop-outs, such as vocational or pre-vocational training, in leadership training, nursery schools or training for pre-school teachers. Many promoted and or conducted literacy campaigns, with emphasis on functional literacy, and there were others who built and equipped schools. In one country, the national affiliate of an INGO was enlisted by UNICEF to participate in a widespread inquiry on women's needs, which resulted in a seminar that affected government policy on non-formal education.

Practically all NGOs were concerned that the family, and especially the mother, be involved in educational programmes, suggesting a two level, or two generation approach, or the inclusion of the family in UNICEF-aided training centers. That teachers and teachers' organizations be included in the planning and designing of education projects, that NGOs be consulted in planning education and training for women and girls, that there be equal opportunity for girls and boys, these, too, figured among a number of recommendations. It was also suggested that more consultation between UNICEF and NGOs at the local, national and international levels would ensure that pilot projects in vocational and leadership training would be used in the planning and development of new services for youth.

In 1980 the Executive Director included non-governmental organizations among the potential learning resources in a village and noted that the involvement of NGOs in the educational sector needed more development, that "UNICEF policy of encouraging those educational activities that bear more directly on child survival and development" required more cooperation with - among other agencies - non-governmental organizations.^{44/}

:Childhood disability

NGO concern and technical expertise are clearly evident in the development of UNICEF assistance to programmes in the field of childhood disability. Early UNICEF aid for rehabilitation was given principally to demonstration projects in a few countries involving mainly training and local production of prosthetics, Braille texts, etc. The projects had the benefit of the advice and cooperation of NGOs specialized in this area. UNICEF aid remained modest through the 1950s and 1960s. Both the governments of developing countries and the members of the UNICEF Executive Board felt the need to concentrate on programmes for the vastly greater number of children who were not handicapped, and in any case they viewed aid to health, nutrition, and disease control measures as indirectly helping to prevent childhood impairments.^{45/} Throughout those years, nevertheless, a number of INGOs in discussions with the Secretariat and in statements to the Executive Board repeatedly called attention to the needs of handicapped children, from special care and education to social adjustment services; recommended that these children be included in surveys of the needs of children and integrated into basic services and/or any "young child policy"; pointed out the growing problems related to childhood disabilities and urged the promotion of simple, economical programmes for early diagnosis and prevention.

Meanwhile, individual members of the Executive Board had also been voicing increasing concern, and UNICEF documentation in the 1970s acknowledged that valuable advice and assistance could be provided by non-governmental organizations with special interest in the handicapped. To this was added the impetus of the International Year of the Child. The working groups of the NGO/IYC committee (cf. p. 39) which had dealt with disabled children and other directly related subjects as well as theme papers developed for IYC served to direct greater UNICEF attention to what countries could do, if aided by UNICEF, to prevent either the occurrence of impairment or its damaging consequences.

In 1980, a study requested by the Executive Board and commissioned by the Executive Director to an INGO, Rehabilitation International,^{46/} presented a departure from the traditional approach to the disabled and turned UNICEF assistance as well as NGO educational and action efforts on behalf of such children in new directions. A joint statement, signed by 46 members of the NGO Committee, reaffirmed the conclusions of the special report^{47/} and pledged their cooperation in implementing its recommendations and in supporting and collaborating with UNICEF initiatives in this field.

Rehabilitation International had also produced a series of technical reports and policy papers, and now has a contractual arrangement with UNICEF for a technical support programme, funded by the UNICEF Interregional Fund for Programme Preparation. Included in its tasks are assisting UNICEF country offices in identifying appropriate programmes and providing them with information and resource materials; identifying needed consultants or experts, and aiding in UNICEF staff training and in the preparation of the final text of the UNICEF field manual on childhood disability prevention and rehabilitation. It also publishes a newsletter entitled "One in Ten" in English, French and Spanish. It is a classic example of NGO/UNICEF consultative relations combining INGO expertise with a new UNICEF policy approach - an approach which the INGO was instrumental in bringing about.

When the 1980 UN General Assembly designated 1981 as an International Year of Disabled Persons (IYDP), the INGOs decided not to form a special committee for the Year but to rely for NGO stimulation, coordination and information on the Council of World Organizations Interested in the Handicapped (CWOIH), composed of 39 organizations, the secretaryship of which was held by Rehabilitation International and which organized a center and newsletter for IYDP.

The concerned INGO members of the NGO Committee on UNICEF formed a sub-committee on IYDP, which became the Sub-Committee on the Disabled Child,* composed of specialized and "generalist" organizations. Its aims are to focus attention on disability prevention and rehabilitation for children, and on the needs of the disabled child; to stimulate NGOs at the country level to coordinate their activities; and to find, among NGOs, governments and individuals, funding sources not otherwise available for small UNICEF-related projects in developing countries. The Sub-Committee published a useful information leaflet, which was widely distributed, in the effort to create broader awareness and to reach out to other organizations and agencies. Information materials were sent to NGO headquarters also. These efforts are in addition to the programmes already established by a number of the members of the NGO Committee on UNICEF, which again cover a wide range of activity. Among them there are comprehensive eye care and blindness assistance programmes; widespread campaigns to create public awareness; provision of playground equipment; contributions for wheelchairs, prosthetic devices and special education equipment; funding and management of vocational training centers, etc. One organization has funded a school for the mentally retarded, another a school for the deaf, and others have cooperated with UNICEF in surveys and research.

*Chairmen of the Sub-Committee were first Alden Bevier, International Council on Social Welfare, followed by Martha Sternal, Soroptimist International.

In response both to the International Year of Disabled Persons and the expanded attention to childhood disabilities in UNICEF, the NGO Committee* organized a symposium (April 1, 1981) on the overall topic "Childhood Disabilities: Inevitable or Preventable?" The 130 participants included 60 representatives of INGOs and a number of national and local organizations. Focus of the symposium was on the prevention of childhood disabilities, a primary aim being to increase knowledge of the various facets of disability and to encourage support for community action. The plenary session heard background presentations on the overall situation of the disabled child and on the UNICEF approach and programmes in this field. Three workshops dealt with the prevention of impairment, prevention of disability and prevention of handicap, the distinction among the three having been clearly defined early in the plenary. Discussions in all three workshops centred on identifying causes, needs and recommendations for action, and were enlivened by the shared experiences of the participants. A detailed report of the discussions was prepared and circulated.**/

:The young child

In the 1960s, with increasing attention centering on the lasting significance of the child's early years, how to reach the very young child became a major policy consideration of the UNICEF Executive Board. At its 1965 session the Board had before it a specially prepared report by the International Children's Centre in Paris, a note and recommendation by the Executive Director,^{48/} and other extensive documentation. Members of the NGO Committee on UNICEF had been invited by the Secretariat to present their data and comments based on their own knowledge and experience. Accordingly, an Ad Hoc Committee on the Young child was set up, under whose aegis a statement on "The Child from One to Six" was elaborated. It was endorsed by 25 INGOs and presented to the Executive Board.^{49/} Among its recommendations was a team approach to meeting the needs of the young child but within the family unit. It placed emphasis on the child's fundamental needs, naming elements which were included in the Declaration on the Rights of the Child. It also stressed again the need for parental education, appropriate training for personnel dealing with children, and research on the different childhood needs as they appear in different cultures. Other members of the NGO Committee also submitted individual statements, describing their projects and calling attention inter alia to the pre-school years and the children of immigrants.

When the Executive Board decided to turn its attention to the needs of African children and hold its 1966 session in Addis Ababa, to be preceded by a Special Meeting on the African Child, it was only natural that the INGOs in consultative status should feel they were part of the process. Under the auspices of the NGO Committee on UNICEF a workshop was organized and held in Addis Ababa on May 15 and 21 (i.e. a day before and a day after the Special Meeting) with a series of informal evening sessions in between. Its theme was "Reaching the Growing Child in Africa."

The workshop brought together for the first time representatives of African national affiliates of the international non-governmental organizations. In

*The report of the symposium is available from the NGO Liaison Office.

**The Chairman was Kate Katzki, International Council on Social Welfare.

all there were 56 participants from 22 African countries and six countries outside Africa; 34 members of the NGO Committee on UNICEF were represented. The two main objectives were to explore the relationship between the activities of the African organizations and the government programmes, especially those aided by UNICEF, in their respective countries, in the field of family, youth and child welfare, and to exchange ideas on methods of work and co-operation to meet the compelling needs of the African child.

Plenary sessions heard clear and candid presentations on needs and difficulties in the fields of health, social services and the family, which was beginning to feel the effects of economic and social change. Informal evening discussions centred on how NGOs could help parents keep the child generally healthy, and at the same time meet its nutritional, emotional, educational, and recreational needs. The needs of the abandoned or neglected and the handicapped child were also reviewed along with the preparation of youth for family responsibilities and the crucial need for housing for unattached youth in urban centres. Examples were given of successful projects conducted by the NGOs in a number of fields and considerable discussion was devoted to achieving better communication between governments and NGOs and between NGOs and UNICEF.

Stress was placed on two recurring themes: the importance of strengthening the family unit and the strong advisability for NGOs to work together at the national and local level to avoid wasteful duplication and competition. INGOs also received good advice on how to approach the national level and on communication with their national affiliates.^{50/}

The decision of the Executive Board to organize a Special Meeting on children in Latin America and to hold its 1969 session in Santiago, Chile, prompted the NGO Committee on UNICEF to organize another workshop, this time dealing with the child in "The Family in a Changing Society in Latin America," the programme for which was carefully planned by its Ad Hoc Committee on Latin America. As in the African workshop, for the first time Latin American national affiliates of INGOs members of the NGO Committee were brought together. Sessions were attended by 115 participants representing 50 INGOs and other national and regional bodies. All of the NGO Committee's workshops, in fact, welcomed unaffiliated groups provided they were concerned with programmes for children.

Five working groups dealt with education and family life; family and child welfare; youth (a group of young Chileans participated in this); use of communication and information media; and the interaction between the family and the community. How to awaken a sense of social responsibility at all levels, involve the family and youth in community development and deal with intergenerational tensions were all implicit in the agenda. The overall focus was on the contribution of voluntary efforts in strengthening the family. The importance of education for family life and for setting it in the economic, social and cultural context of different groups - rural, urban and semi-urban - was again underlined. A caution to NGOs to avoid paternalism and the recommendation that the mother be considered part of the "economically active population," to be given all subsidies and benefits due her as a worker and as a head of family were new notes heard at this workshop. (Recognition of woman's role in the economy, now under the rubric of "unpaid work", was still a live issue at the 1985 NGO Forum and World Conference held in Nairobi to mark the end of the UN Decade for Women).

Other recommendations dealing with the problems of nutrition, mental health, childhood disabilities and delinquency have become increasingly familiar in the last sixteen years. Technical training for young people and their inclusion in volunteer programmes were the nub of other recommendations. Again it was agreed NGOs should work together and should tailor their programmes to local realities. An interesting feature of this workshop was the taped interviews with persons who were benefiting from NGO-assisted services.^{51/}

Both of these workshops, most of whose participants were familiar with the daily lives of people at the local urban or rural village level, also drew in the concerns of the region in which they were held. They were followed up by continuing activity on the part of the Ad Hoc Committees on Africa and Latin America respectively, which sought in various ways to maintain contact with the participants and interest in the workshop findings. In addition, it was usual for INGO representatives who served on these and other committees to seek out the relevant governmental delegates to ECOSOC and the General Assembly and to discuss with them the workshops and/or programmes in their countries, incidentally often contributing thereby to their knowledge of UNICEF.

It is difficult to pinpoint specific results from workshops like these just described, and information later received from participants indicated some obstacles to carrying out the recommendations, such as lack of funds or transportation, occasional difficulty in contacting UNICEF personnel, and in some cases government preoccupation with problems considered "more urgent" than the child "from one to six." But positive results were also noted such as new activities, more cooperation between national NGOs and the health authorities, the initiation of marriage preparation courses, increased interest in nutrition problems, and in other instances closer contact with UNICEF personnel. In both regions opportunities for working with government departments seemed generally to open up.

By 1974 when UNICEF returned again to the "young child" specifically, members of the NGO Committee were able to furnish information gained from their affiliates to the study before the Executive Board, which noted the usefulness of a link with governmental and non-governmental agencies for technical and material support.^{52/} NGOs continued to call attention to the special needs of the handicapped, neglected or abandoned child, emphasized the importance of a multi-disciplinary approach, the need for appropriate social services, and generally favored the adoption of a "young child policy."

:The Rights of the Child

Given the long history of non-governmental organization concern for human rights, it is not at all surprising to find the UNICEF-related INGOs active in the field of children's rights. Actually these were first lifted to international attention by a small group of organizations which merged in 1946 to form the International Union for Child Welfare (IUCW). This group presented a first declaration on the rights of the child to the League of Nations (1922), which adopted it in 1924 as the World Child Welfare Charter.

After World War II, the IUCW promoted the adoption of the Charter by the United Nations. It was joined in this effort by a number of INGOs, which monitored and brought specific contributions to the re-drafting of the text as it was discussed and further elaborated in the (then) UN Social Commission, ECOSOC and the General Assembly. The final text - the Declaration on the Rights of the Child - was adopted by the General Assembly in 1959 and UNICEF became the natural agency to promote its implementation. UNICEF-related INGOs not only conducted numerous educational programmes on the Declaration but also used various of its articles to buttress their advocacy on behalf of UNICEF.

Since 1980, following a proposal of the Polish government, the question of a Convention on the Rights of the Child has been on the agenda of the UN Commission on Human Rights, which set up a drafting group to produce it. In Geneva an NGO working group monitors this process works with the drafting group, and has made important substantive contributions to the draft text. The NGO working group has been assisted by a grant from UNICEF, and the Executive Board has recently encouraged Governments and NGOs to help hasten the conventions's completion.

:Women

The importance of women to the well-being of their children was implicit in UNICEF thinking from the beginning but it was only in the early 1970s that the real significance of advancing their status began to be clearly perceived. Initially UNICEF assistance, tailored to local situations, had gone to maternal and child health and traditional child rearing and homecraft projects. In 1969 it moved a step forward in its consideration of pre-vocational training for girls, amid a growing conviction that more attention should be given them.^{53/} In 1970 it went on to the education and training of women and girls for family and community life.^{54/} The contribution various types of non-governmental organizations could make in this latter endeavor was underlined by the Executive Board, which stated that governments should recognize this and encourage their participation.^{55/} It also concluded that more attention should be given to the "mutually enforcing relationships" between women's programmes and other programmes (e.g. nutrition, health, etc.) - a matter entirely familiar to the women's INGOs which had been working on this basis for years and had early and often pointed out the role women could play in the various UNICEF-aided programmes.

The 1974 World Population Conference, the designation of 1975 as International Women's Year (IWY), and the Mexico City Conference with its adoption of a World Plan of Action sharpened attention to the meaning of women's status both for the family and society at large. To the many women's organizations members of the NGO Committee on UNICEF 1975 brought no startling revelations - IWY itself was the result of an INGO initiative - but they were interested in relating the Year to UNICEF.

In April 1975, the NGO Committee on UNICEF organized a workshop, held at UN headquarters in New York, on "UNICEF, NGOs and IWY." This provided information on UNICEF's special projects as well as on-going, and indirectly related, programmes of benefit to women. NGO discussions centred on their initiatives on behalf of women in developing countries, with special attention to methods of implementation at the field level and possible lines of communication for the future.

How to assist the implementation of the IWY Plan of Action was also under discussion in the NGO Committee on UNICEF, and 16 of its members joined in a Sub-Committee on Women and Development.* They wished to go beyond the usual "women's programmes" and to concentrate on improving women's capacity to participate in the development process and in doing so to further whatever programmes UNICEF might initiate in this regard. A plenary session of the NGO Committee (October, 1975) was devoted to the topic of women and development and the Sub-Committee drafted a list of possible NGO/UNICEF activities.

Further discussion in the Sub-Committee prompted the decision to choose one country in which affiliates of the INGO members could be brought to work together and with UNICEF on a specific project. This had to be where the government was sympathetic to the women's component, where there were a number of active affiliates of the INGOs, and where UNICEF field personnel was interested in both the women/development issue and NGOs. Kenya was chosen.

There followed consultations with UNICEF staff both at Headquarters and in Kenya, and correspondence between the INGO headquarters and their national affiliates, both directly from headquarters and through the Sub-Committee. At a UNICEF-sponsored meeting in Nairobi, which reached out also to a broader group of local organizations, the women present decided the priority need on which they would work together, and this was safe water. The NGO/UNICEF Water for Health Harrambee Project, as it was eventually called, has been frequently cited as an example of NGO/UNICEF cooperation at and between the international and national levels, involving government departments and local projects. It was a venture in community participation in which both men and women took part in the planning and implementation of services, and the advantages of involving women in the decision-making was clearly demonstrated.

The project, which had the blessing of the Kenya Government, was coordinated by a committee of Kenyan women, including representatives of national affiliates of INGO members of the NGO Committee, with guidance from the UNICEF Kenya staff and the boost of an initial grant from UNICEF. It soon became many-faceted, and was recognized in the report of the East African Region.^{56/} It was accepted as a "noted" project by the UNICEF Executive Board^{57/} and subsequently received contributions from several governments and National Committees. It was the first noting of its kind and still stands as an example of how NGO cooperation can be supported in a developing country. Meanwhile the Sub-Committee itself stimulated fund-raising for the project among NGO Committee members and others, and individual NGO support - both international and national - extended from the provision of water tanks, well-coverings and specific water-related equipment, to seeds, a tree-planting campaign, training programmes for women at project sites, nutrition and consumer education, immunization campaigns, etc. The Kenya organizations held fund-raising events of their own and initiated a variety of projects related to the over-all goal.

A pamphlet describing activities associated with the project, produced by the NGO Committee in Kenya was sent to INGO headquarters and representatives along

*The Chairman of the Sub-Committee was Luise Addiss, representative of the International Organization of Consumers Unions.

with background information and suggestions for ways to help. Mutually supportive links were maintained for some time between the NGO representatives at UNICEF headquarters and those in Kenya.

An evaluation of the project cited as perhaps one of its "most important accomplishments" the role it played as a catalyst for NGO collaboration, bringing together as it did NGOs with various interests and constituencies while reinforcing their autonomy.*/

As a result of its initiative on the NGO/Kenya Water Project, the members of the Sub-Committee submitted a statement to the Preparatory Committee for the 1977 UN Water Conference, which the Sub-Committee Chairman addressed, and the statement was also submitted to the Conference itself in Mar del Plata. Endorsed by fifty-four organizations, it stressed the role of women in all planning for "safe water for all by the year 2000" and pointed out the problems of women and their families in relation to the whole area of water concerns.

Among the INGO contributions to the international community not the least, certainly, is the widespread awareness they created - and continue to create - on water-related issues and the excessive burdens these have placed on women in developing countries. Many INGOs are still funding "water projects" of various kinds in different countries, either through UNICEF or directly through their own organizational structures.

The Sub-Committee was asked to comment on the study of basic services for urban poor children in developing countries^{58/} and the NGO Committee followed up its original concerns with a workshop devoted to improving village life through training programmes for women and girls and simple village technology, a programme emphasis which the UNICEF Executive Board had approved in 1975.^{59/}

In Geneva an NGO Working Group had taken up the subject of "harmful traditional practices affecting the health of women and children" and conducted studies and consultations with the women in the areas concerned. Its advocacy efforts and those of other NGOs has had a sound influence in drawing the attention of governments to the problem, and their work has led to increasing support on the part of WHO and UNICEF to NGOs working in a highly sensitive area.

During the UN Decade for Women, there was intensified activity by women's organizations at every level and increasing attention on the part of UNICEF to the importance of their involvement in the changing emphasis in "women's programmes." To identify and cooperate with NGOs active in women's programmes emerged as one of the guidelines in the report on women and children in the development process prepared for the 1980 session of the UNICEF Executive

*"The role of non-governmental organizations in economic and social development, the Sub-Committee on Women and Development of the NGO Committee for UNICEF: a case study by Kathleen Cravero."

Board,^{60/} and the same concern to improve the situation and welfare of women appears increasingly in the Medium Term Plans for the subsequent periods. In 1985 the Executive Board reviewed its policies on the basis of a special report prepared by the Executive Director for that session.^{61/} The contents and recommendations of the completed report were discussed with UNICEF staff by interested members of the NGO Committee on UNICEF, who were generally pleased with the paper but could not help regretting that there had been no consultation with them in its preparation. Nevertheless a supportive statement, signed by eighteen of them, was presented to the Executive Board.^{62/} The experience of their member organizations working at the grass roots level, it stated, confirmed the paper's basic thrust and its recommendations were strongly endorsed.

A supplementary and highly significant contribution to the 1985 policy discussion emerged from the Forum organized by the NGO Committee on UNICEF* in connection with the Board session. Entitled "The Female Child Today: Problems and Strategies," its focus was an analysis of the conditions, problems and disadvantages through which girls grow to womanhood and which determine to a very large extent the needs and problems that were the subject of the policy paper before the Board. Participants included INGO representatives from North America, Africa and Europe, a sprinkling of Board members, and representatives of several National Committees.

In two days of lively workshops (April 16-18) the Forum reviewed the obstacles and discriminatory treatments girls encounter in the fields of health and education, and dealt with the exploitation of young girls in specific areas. Its findings, summed up in its report,^{63/} clearly and sharply indicate areas needing attention, and range from the domestic burdens placed on young girls in the home to paid work outside, from nutrition taboos to female circumcision, from sweatshop industries to trafficking in children.

A broad set of recommendations covered the need for additional information on "sex-specific conditions and data", especially in the area of exploitation; the use of information networks; enlisting all available media to promote better practices and conditions affecting young girls; and the inclusion of reports on young girls in the country situation analyses prepared by UNICEF.

Building cooperative programmes among NGOs and between them and governments at national and local levels was also recommended along with a strong NGO/UNICEF partnership in advocating public policies to improve the situation of girls. Related to this was the proposed use of UNICEF/NGO task forces at headquarters and in field offices to develop policy proposals and review the pertinent documentation. The inter-relationship between education for girls and other programmes, such as clean water supply, appropriate technology, income generating activities and child care, was again pointed out and governments and NGOs were urged to make greater efforts to promote family life, education, family spacing, and parent education. The recommendations also asked UNICEF to consider increasing support, including financial support, to NGO programmes affecting girls in the areas of education, traditional health practices and exploitation.

*Chairman of the NGO Committee and the Forum was Rosalind Harris, representative of International Social Service.

That the report of the Forum was very well received by the Board is attested by the resolution it adopted - the first of its kind - in which it noted the recommendations, commended the NGO Committee on UNICEF for "organizing a second successful Forum in association with the regular session of the Executive Board" and its "continuing efforts in generating support for UNICEF activities." Of special significance is the recognition that "UNICEF should strengthen its effective, planned co-operation with non-governmental organizations, including increased participation of representatives of non-governmental organizations in UNICEF activities." The operative paragraph recommends that the Executive Director encourage the NGO Committee on UNICEF to organize a broader-based Forum in association with the 1986 Board session, on themes appropriate to UNICEF's 40th anniversary.^{64/}

In response to the policy paper on "Women's Concerns" the Executive Board promised action in general on matters raised both in the paper and the Report of the Forum, including closer collaboration with non-governmental organizations. Improving the condition of women, it noted particularly, was essential for carrying out the "child survival and development revolution." While this emphasis was understandable, for many women's INGOs it fell short of recognizing women in their own right and though they were mobilizing their troops, as it were, for the "revolution", this remained a matter of basic concern. Somewhat reassuring was the Board's agreement that "women-centred activities should be development-oriented rather than welfare based and made integral to all UNICEF-assisted projects and programmes."^{65/}

:International Year of the Child

The International Year of the Child was first proposed in 1973 by the International Catholic Child Bureau and was quickly supported by the International Union for Child Welfare. Various aspects of a possible Year, its objectives and the requirements for its success were discussed by an IYC Sub-Committee in Geneva and the Sub-Committee on IYC in New York. The two sub-committees performed yeoman service by various means in mobilizing NGOs, sensitizing UN agencies and governments and in general strongly supporting the proposal as it wound its way through the initial diffidence of the UNICEF Executive Board, where the ICCB/IUCW proposal was presented in 1975, of ECOSOC and finally the UN General Assembly. The resolution designating 1979 as the International Year of the Child^{66/} as well as other General Assembly resolutions on IYC in subsequent years, made special mention of NGO participation in efforts for and during the Year, either by way of appreciation or in recommendations to enhance and expand their programmes including the period following the Year. That NGO participation was essential to the success of the Year had been recognized in the resolutions and recommendations of other UN bodies and agencies that considered it. The increasing enthusiasm of the NGOs and their practical planning approach to organizing for the Year did much to diminish the initial reluctance of officialdom to the idea of another international year.

The Steering Committee of the NGO Committee on UNICEF prepared a draft recommendation for the establishment of a special, broader based NGO/IYC Committee to deal with all aspects of NGO involvement in IYC. This was discussed at a plenary meeting on December 13, 1976, along with what the new Committee itself was to be. To tighten the relationship between the committees concerned in Geneva and New York and to achieve the widest possible

NGO participation, the special NGO/IYC Committee was established at a meeting at UN headquarters in New York, which was called for this purpose (June 27-28, 1977) by three major NGO groupings, the NGO Committee on UNICEF, the Conference of NGOs in Consultative Status with the Economic and Social Council and the NGO Standing Committee on UNESCO. The three were represented among the officers of the new Committee, and members of all three were among the eight INGOs elected as a steering committee to ensure its effective functioning. Canon Joseph Moerman, Secretary-General of the ICCB, who had originated the idea of IYC, was elected Chairman.

This was the first joint exercise of the three groups and underlined the need for cooperation among NGOs related to the different UN entities engaged in programmes affecting children. For the NGOs who were members of all three groups, their participation in a special IYC Committee had the potential of strengthening and coordinating their activities in relation to all three UN bodies.

The same organizational meeting agreed that the role of the NGO/IYC Committee would be to facilitate exchange of information among NGOs in order to stimulate IYC activities, avoid duplication and encourage cooperative efforts; to serve as a channel for disseminating information and for communication between the NGOs and the UN IYC Secretariat (without, however, precluding direct contacts between individual NGOs and the Secretariat); encouraging through the INGOs the full participation of organizations at the local, national and regional levels. True to consultative INGO tradition, it was agreed that the Committee would not itself take positions on substantive issues, though NGOs would do so in their own names if they so wished.

It was early agreed also that the membership of the Committee would not be restricted to NGOs in consultative status, the aim being to achieve as wide an outreach as possible. In fact, the enthusiasm generated by IYC soon brought to 250 the membership of the Committee, which also had about 100 correspondents directly associated with it. By 1979, with a mailing list of over 1000 organizations and individuals, its outreach was practically world-wide.

This produced some of the often cited beneficial results of IYC: there was a substantial increase in NGO advocacy and action at national and local levels; many NGOs engaged in child-related programmes which were not previously associated with UNICEF or the UN were now brought into close cooperation with the overall effort; many other non-governmental organizations not primarily concerned with children found ways to relate IYC concerns to their regular programmes; still others, whatever their previous or on-going child-related projects, were stimulated to intensified efforts or to new initiatives. In addition to stimulating increased activity in INGO affiliates in many countries, it brought to the surface a number of voluntary agencies and unused potential, especially at the country level. The attention given IYC broadened the scope of advocacy and led to greater receptivity on the part of governments and funding agencies. In many countries programmes of national NGOs received considerable impetus, and national IYC Commissions included NGOs, sometimes affiliates of INGOs. In addition, and again true to NGO form, a number of organizations, though not members of the NGO/IYC Committee, contributed in many ways to the success of the Year.

Publications of the Committee included two editions of "A Compendium of the Activities and Programmes of Non-Governmental Organizations in the International Year of the Child"; information letters; a brochure describing the Committee's activities; lists of NGO publications on certain subjects; and a paper on the participation of children in IYC.

Working groups were set up on specific subjects*, joint programmes were undertaken and NGO coalitions were established which, on the national level, became a voice on policy matters related to children.

A special concern of the NGO/IYC Committee was to identify and call attention to so-called "forgotten children." One activity under this rubric was that sponsored by N.Y. representatives of Committee members in co-operation with the U.S. Committee for UNICEF and the Johnson Foundation - a symposium on uprooted children (November 1978) as one group needing closer study and improved services at all levels. Participants represented governments, international and national social service agencies, UNICEF and other inter-governmental agencies, and were invited for their special experience with uprooted children in both receiving and sending countries, mainly the Americas and Europe. The report of the symposium which contained a number of important recommendations, was published by the Johnson Foundation and was widely distributed**/.

Characteristic of NGO activities for IYC were emphasis on broad-based community consultations on priority local needs; recognition of the need to reach the child through the family and to reinforce and support the family's role; the new attention accorded such neglected groups as children in prison, children of prisoners, gypsies and seafarers, and children in isolated mountain or arctic regions. Appropriately enough, since IYC marked the twentieth anniversary of the adoption by the UN of the Declaration on the Rights of the Child, IYC produced an in-depth examination of the rights of children in relation to the broader issues with which society is concerned.

It is impossible to summarize here the enormous range of activities conducted, expanded or initiated during IYC, the impressive extent of NGO involvement in support of national IYC Commissions and decisions, and the recommendations taken at the international level. The NGO/IYC Committee, in addition to reports submitted to successive sessions of the Executive Board, 1978-1980, also produced an analysis of NGO activity on the basis of evaluations requested of all its members and correspondents, written according to a set of agreed guidelines. Entitled "Evaluation of NGO Involvement in the International Year of the Child: What for the Child Tomorrow," this included a description of NGO programmes, an analysis of their effectiveness and

*The Handicapped Child, Stigmatized Children, Rights of the Child, Children of Migrants, Children of the Fourth World, Children and their Surroundings, Safety of Children in Traffic, Education, Parenthood, and the Care of the Child, Children's Movements.

**Uprooted Children: A Wingspread Report, Johnson Foundation (Racine, Wisconsin, U.S.A., 1978).

recommendations to ensure continued NGO activity with and for children. It was presented and discussed at the final plenary session of the NGO/IYC Committee, which also outlined a number of services considered necessary to continue the NGO co-operation generated during the Year and entrusted the NGO Committee on UNICEF with the responsibility for NGO follow-up to IYC.^{67/}

From the beginning the NGO/IYC Committee was seen as temporary, geared to the Year, and it remained in existence from June 1977 through December 1980. It raised its own funds but it also had the good fortune of an annual contribution from UNICEF, which amounted to one-third of its budget; and it was able to maintain a small secretarial staff both in Geneva in the office of ICCB and in New York in office space provided in the IYC Secretariat.* The Committee remains notable for the broad spirit of cooperation and unity in which it brought together NGOs from highly industrialized and from developing countries, with different interests and specialties, of divergent political views and broadly varied socio-economic and cultural backgrounds.

During the Year both the NGOs and UNICEF and the co-operation among and between them were highlighted to a much greater degree than ever before. UNICEF's steady support of the Committee, and the close and cordial relationship that obtained between the NGO/IYC secretariat and the UN/IYC Secretariat set up by UNICEF, were by no means small factors in the Committee's success, along with dedicated NGO leadership and good will on the part of all the voluntary agencies associated with it. Among NGOs and UNICEF staff members alike there is general agreement on its effectiveness as an example of cooperation at all levels.

IYC is often credited with creating greater interest in children at the international level; bringing UNICEF's attention to children's needs and special situations to which it had not previously given much notice, an exercise therefore in real consultation, and drawing attention to the needs of children in industrialized countries as well. IYC may also be said to have produced a new awareness of children per se, as individuals, and of the kinds of attitudes toward children held by adults.

During IYC closer NGO relationships were developed with WHO, ILO, the UNHCR, as well as with UNESCO and UNICEF. The Year also underlined the potential benefit of direct UNICEF/NGO collaboration at the country level and expanded opportunities for future co-operation at all levels. Many NGO projects initiated during IYC have continued, some of them taken over by governments and integrated into their services or policy objectives. UNICEF's own policies for following up the development aspects of IYC naturally included continuing co-operation and consultation with NGOs.

*Heading the office in Geneva was Canon Joseph Moerman, Secretary-General of the International Catholic Child Bureau, and in New York two past presidents of the NGO Committee on UNICEF Mildred Jones (World YWCA) and Helaine Plaut (International Council of Jewish Women).

:Children in especially difficult circumstances

One of the activities which evolved from IYC was the Inter-NGO Working Group on Street Children, based in Geneva and run by a "council" of eight organizations with experience or direct interest in the subject. In addition to creating public awareness of the gravity of this problem and its worrisome expansion, the Working Group's objective was to arrive at useful guidelines for those already involved in programmes related to street children or preparing to launch new initiatives. For this purpose it sought, at the field level, to identify on-going activities, learn the needs and views of field workers, the reasons for their successes or failures, and to provide the opportunity for a useful exchange of experiences.

The Working Group instituted a newsletter, The Street, and launched an "Inter-NGO Programme on Street Children and Street Youth" with a view to holding seminars for field workers at the regional and sub-regional level. One such seminar was held in Marseille (October, 1983). It has also drawn up a set of guidelines for future action based on its study of past experiences.*

Street children, together with other children in especially difficult situations, were the subject of discussion at a "Forum"** organized by the NGO Committee on UNICEF and held in Rome (April 27, 28, and 30) during the 1984 session of the UNICEF Executive Board. It was attended by representatives of over 60 organizations, 44 of them members of the NGO Committee. The purpose of the Forum was to bring together representatives of NGOs and UNICEF National Committees, government delegates, UNICEF field staff and persons with special competence in four areas of great concern to INGOs: street children and youth, children victims of armed conflict, preventing disability, health and nutrition for child survival. These were each discussed in three-hour, action-oriented working sessions. A fifth workshop on "popular participation" was organized by UNICEF to explore how communities can find culturally appropriate solutions to their problems.

The discussions pointed clearly to the need for more effort on the part of both UNICEF and the non-governmental organizations where they were already engaged and called for direct UNICEF involvement in programmes designed not only for street children but also for those entrapped in armed conflicts (i.e., as victims, army recruits, prisoners of war), an area in which NGOs were undertaking difficult initiatives against enormous odds.

A number of critically important questions were raised as to methods and types of projects to meet needs as they exist and are perceived in the different countries and by the children themselves. Programme descriptions and slide and video-tape presentations illustrated how existing knowledge and technical

*The Inter-NGO Programme has ceased to exist as such and has become the core group of a new organization called "Childhope," with a membership of over 18 organizations and others.

**Rosalind Harris, representative of International Social Service, was Chairman of the NGO Committee on UNICEF when this Forum was organized.

skills could be used in given situations, and they also brought out the paramount importance of women in promoting necessary changes in attitude, structure and approach.

The issues discussed at the Forum, which had their roots in IYC, had for some time been of deep concern to several members of the Executive Board and to some in the UNICEF Secretariat as well as to the INGOs. It is generally agreed that the convergence of the three at the Forum had an influence on the acceptance of "children in especially difficult circumstances" for the 1986 Board agenda, and the UNICEF Secretariat involved a number of INGOs in the preparation of the studies for that session. The Executive Board, in noting with great interest the results of the Forum, recommended that the INGOs organize another in conjunction with its 1985 session. (cf. p. 36)

:Slums and Shanty Towns

The seemingly irreversible proliferation of slums and shanty towns around major cities in developing countries and their evident rapid growth in size had drawn attention to still another group of youngsters trying to grow up amid multiple disadvantages. A study on children and youth in these circumstances, prepared by a special UNICEF consultant,^{68/} was before the 1971 session of the Executive Board held in Geneva.

To respond to the request for NGO comments, the NGO Committee on UNICEF organized a workshop on the subject, which was held during the course of the Board session.* It was attended by representatives of 50 INGOs and 15 UNICEF National Committees, who greatly welcomed the opportunity to make their observations before new policy was laid down. The field was one in which many NGOs had pioneered and so felt that their experience was particularly relevant. In preparation for the workshop a selected number of NGOs had been asked to send information on concrete projects carried out by their affiliated groups in slum areas.

Working groups dealt with community and population questions, the pre-school child, the school age child, the adolescent and the family. The discussions pointed to the crucial role NGOs played in bringing neglected needs and/or problems to the attention both of the proper authorities and of UNICEF and in helping to determine priorities among the needs of slum-dwellers. The Workshop also concluded that it was necessary to integrate services in slum areas into the larger structure of city services in order to break down the segregation of the people in slums from the larger community; to stimulate a structure of "slum leadership" through membership organizations; and to involve the people themselves in decision-making. Self-help programmes, especially in housing, were emphasized and, again, so was the need to strengthen the family and the community as the best way to help the child. NGOs already had a creditable record in providing basic services, vocational training, literacy classes and other out-of-school education in these areas.

*Chairman of the NGO Committee was Margaret Bender, Representative of the International Alliance of Women.

A number of activities in which NGOs and voluntary agencies could usefully be engaged were indicated, ranging from close study of the UNICEF report by INGO national affiliates to initiating surveys and organizing seminars at the regional and national levels with the participation of leaders from slum communities. In its report of the session the Executive Board noted, "Often non-governmental organizations offered the only possibility of action when the framework of governmental and municipal action did not yet exist." The conclusions of the workshop were credited with having contributed to the policy guidelines which the Executive Board approved for UNICEF aid in this area.^{69/}

Perhaps as the most significant recommendation - and one which echoes through most NGO comments over the last several decades is that "consultation between Non-Governmental Organizations and UNICEF and other Specialized Agencies in developing countries should be made a regular feature of United Nations country programming for development."^{70/}

:Children and youth in development

Another study to which the INGOs contributed was the "perspective" study on goals and priorities for children and adolescents in the Second Development Decade,^{71/} which was to be UNICEF's contribution to the UN's view and appraisal of the International Development Strategy. In response to an invitation for comments by its author, Mr. Tarlok Singh, UNICEF Deputy Executive Director (Planning), an Ad Hoc "Committee on the Perspective Study" was formed, composed of over a third of the NGO committee members.* It canvassed all the member organizations for their views, providing a "Guide for NGO Study" to facilitate replies, 33 of which were received. These were communicated to Mr. Singh, who incorporated many of them in his revision of the draft. This included references to areas in which voluntary agencies had carried out activities and in which it might be desirable to enlist their cooperation. Among other views the INGOs pointed out that the definition of the role of the voluntary agencies needed clarification and so did the possible patterns of the relationship with governments and with UNICEF. In a statement to the Executive Board, the Ad Hoc Committee noted that NGOs were being consulted by UNICEF in "regard to policy development and programme planning", and it hoped this would constitute a precedent. It also called attention to the professional and technical competence to be found in the member NGOs of the Committee.^{72/}

The Board Report stated that the role of non-governmental organizations stressed in the study could be "elaborated with advantage, especially in terms of their contribution towards the formation of public opinion and national policy for children and adolescents and in stimulating efforts, developing leadership, and participating in innovative demonstrations which Governments would eventually take over".^{73/}

*This was chaired by Dr. Louis V. Longarzo, representative of Caritas Internationalis.

:Population

With the designation of 1974 as World Population Year and the announcement of the World Conference on Population scheduled for August in Bucharest, the NGO Committee turned to a consideration of ways in which the INGOs related to UNICEF could fit in with its preparations. A Workshop organized by the Committee* was held on January 10, 1974, with the theme, "The Family, UNICEF and World Population Year." It was attended by 34 representatives of NGOs in consultative status with UNICEF, members of the UNICEF Secretariat and representative of the US Committee for UNICEF, the UN Fund for Population Activities (UNFPA), and the World Health Organization.

NGOs, many of whom had pioneered in the field of family planning, were already conducting projects and could respond to UNICEF's philosophy regarding family planning services, namely, that such services, provided at the request of the government, should be integrated into the whole context of basic services and aimed at improving the health and well-being of children already in the family through parent education, health and nutrition services and raising the status and educational level of women.** Previous statements of individual organizations to the Executive Board had endorsed the concept of incorporating family planning education in basic services and had stressed its importance to maternal and child health.

The theme of the Workshop was defined as "closely related to the basic purpose of UNICEF, namely, to help developing countries improve the living conditions of their children and adolescents and enable them to contribute to the progress of the societies in which they live." UNICEF's slogan for Population Year was quite simply, "A future for every child." Addresses at the opening plenary accordingly dealt with UNICEF's overall concern for the child and the family and its approach to family planning services; the UNICEF experience in Asia; and the viewpoint of the UNFPA. The importance of cooperation between UNICEF and non-governmental organizations at both the international and local levels again emerged as a given.

Workshop discussions included accounts by participants of their organizations' programmes and/or seminars and covered a range of topics: the "enhancement of family living" approach; the role of women in national development and the importance of "women's clubs" in nutrition education programmes; education for "responsible decision-making"; NGO co-operation at the local level; developing qualified personnel for "population and family planning responsibilities"; and the respect due the religious and cultural values in the various societies as well as the recognition of the human values in the different cultures. Also included in the Workshop were reports on UNICEF information services for World Population Year, exposition of project support communication and the valuable role NGOs could play, especially in the latter.^{74/}

*The chairman was Mildred Jones, representative of the World YWCA.

**At the 1974 Conference on World Population UNICEF stated that the problem should be looked at "not from the point of view of" technical analyses and devastating predictions regarding demography and national economies, through very important in themselves, but from the point of view of individual human beings, the family and the child."

:Partnership in relief

In relief efforts and emergency situations generally, the part played by international NGOs especially is widely known. It has been consistently recognized by the UN bodies involved in providing assistance, among them UNICEF, whose cooperation with voluntary relief agencies dates from its beginnings. In the case of earthquakes, floods, droughts, famines or whatever, there have been various types of mutual cooperation, as well as teamwork among the INGOs and with volunteers from national agencies within or from outside the affected country or areas. Sometimes it is a consortium of the major voluntary relief agencies that coordinates activities in a specific disaster area, e.g., in the matter of transport and supplies, to cite but one example.

In 1974 a group of international relief organizations stressed the need for pre-disaster planning and prepared a dossier of fact sheets on 82 countries, titled "When Disaster Strikes," which they shared with UNICEF and with the UN Disaster Relief Organization (UNDRO). The types of assistance provided by the INGOs go beyond the usual relief measures to include projects that parallel those in non-emergency situations, such as training of women and volunteers, special education programmes, health services and even the design of agricultural and water source development. The non-governmental organizations may be said to have played a key role in calling UNICEF's attention to the problems and needs of children in emergency situations, the plight of unaccompanied minors, etc., and generally creating greater awareness of them among those administering relief and other assistance measures.

In the early 1980s an Emergency Unit was established in the UNICEF Secretariat to strengthen UNICEF's links with UN bodies and non-governmental organizations concerned with large scale emergency situations, to do "forward planning" and to improve coordination and communication for a broader exchange of information and ideas at the headquarters and field levels. Field experience led to the formulation of specific guidelines, which agencies involved in relief work with UNICEF helped to develop. In the manual, "UNICEF Emergency Handbook: assisting in emergencies," cooperation and coordination with established NGOs, both national and international is recommended, "recognizing the valuable role they frequently play in emergencies and their ability to operate quickly, directly and with flexibility, especially when already established with programmes in the country." Arrangements with NGOs are to be made at the outset so that they may act in concert to address the situation. Envisaged are coordination of UNICEF activities with NGO programmes in the field, joint programmes in some circumstances, "including contractual relationships between UNICEF and one or more NGOs," the possibility of UNICEF providing funds or supplies for certain NGO-implemented projects, and identifying specific activities which an NGO could support or adopt. The contribution of qualified NGOs to the care, protection and services for unaccompanied children, in the implementation of a UNICEF directed programme, is also covered in the Manual. Representatives of the relevant organizations were asked to supply the names and addresses of their affiliates to the Emergency Unit.

Field level cooperation

The INGOs have always been well aware that UNICEF's mandate is to work with governments and that this can at times be a negative or inhibiting factor. Nevertheless from the beginning of their relationship with UNICEF the INGOs have promoted cooperation with its activities at the field level either through advocacy or project support. One of the first actions of the NGO Committee on UNICEF in the early 1950s, for example, was to send a questionnaire to its member organizations to learn what child-related projects their national affiliates were conducting and how much they knew about or cooperated with UNICEF-aided projects in their respective countries. This was buttressed by a request for cooperation sent by the NGO Liaison Officer to regional directors and mission chiefs. Another of the first sub-committees established was to study the overall picture. It had the rather grand title of "Utilization of Voluntary Resources", and its ambitious but very serious objective may be said to be the great grandparent of the present close attention paid to NGO/UNICEF cooperation at the field level.* Its purpose was to explore ways in which child health and welfare services were operated by or in cooperation with NGOs, and then to see how cooperation with UNICEF-aided projects could be increased within the framework of UNICEF/government relations. It was concerned with "creative participation" of voluntary organizations in UNICEF-assisted projects at all stages of planning, operation and evaluation (a goal not yet reached in 1985) and methods by which INGOs might encourage local level cooperation.

From information supplied by the INGOs (on the basis of questions and background examples sent to their headquarters), the reports of regional directors, the Executive Director's statements on country projects and even from discussions of programme allocations, it became quite clear that there was already wide and considerably varied use being made of voluntary agencies and efforts in every category of UNICEF-aided projects and in every country where UNICEF had a programme. The Sub-Committee also discovered that the majority of the agencies - and again they represented a broad variety - were unaffiliated with INGO members of the Committee and that where affiliates were involved often neither the INGO headquarters nor the representative at UNICEF knew about it.

Another conclusion was that the Secretariat and field staff generally welcomed and encouraged the use of voluntary resources, and so did many governments. The report included the several suggestions made by UNICEF staff as to where voluntary cooperation would be most useful and these were sent to INGO headquarters with the recommendation that they improve communication with their affiliates. This and other conclusions and recommendations, though dated 1956, are still valid today in the context of the new interest in field-level relations.^{75/}

*The author was the chairman of this Sub-Committee.

This report and the reports of the other early sub-committees (i.e., on nutrition and MCH) were noted by the Executive Board as evidence of serious study "on ways in which voluntary collaboration within countries could help strengthen UNICEF-aided programmes.^{76/} In this connection, statements of individual INGOs and of the Chairman of the NGO Committee on UNICEF regularly reminded the Executive Board of the professional and technical experience to be found among them, and the fact that many of them had been long engaged in programmes similar to or paralleling those of UNICEF indicated a number of ways their co-operation could be used.

In the early 1960s, in response to UNICEF's look at "long-range short-term plans where joint action is required to meet the needs of children and youth and the importance it attached to ensuring the participation of NGOs in appropriate ways," the NGO Committee also sought at various times to promote cooperation among the national affiliates of its member INGOs. They did so "not only to stress national planning which takes into account the needs of children, but also to strengthen the NGOs themselves and their work for children".

The Ad Hoc Committee on Africa chose Nigeria as a place to start and enlisted the cooperation of Dr. Adeniyi-Jones, who had represented Nigeria on the Executive Board. Letters were sent to INGO affiliates encouraging them to meet and announcing the visit of a member of the Ad Hoc Committee. This initiative created enthusiasm and interest among a widening group of NGOs and a highly successful meeting was held in Lagos. Dr. Adeniyi-Jones was impressed enough to think of recommending that a representative of the voluntary agencies be attached to the Government staff. As a result an NGO coordinator was officially appointed by the Nigerian Bureau of Social Affairs. Subsequent meetings, in which thirty-one local representatives of twenty-one organizations and two field officers took part, formed sub-committees on child health, nutrition and school transportation. These finally evolved into a Council of Voluntary Agencies.

A similar procedure and criteria were used by the Ad Hoc Committee on Latin America. It chose Peru, which was also visited by a member of the Committee. The initial meeting in Lima suffered from competition with a political rally, but through the efforts of one INGO's representative a local committee was finally formed. After a series of planning sessions it became the National Council of Voluntary Organizations in the Service of Children (COVSAN). Similar councils and groupings were formed also in Uganda and Argentina. (Cf. also pp. 30-32, on the workshops organized by these two ad hoc committees.)

At about this time also UNICEF was stressing the importance of including the needs of children and youth in national development plans. This concern, plus the desire to stimulate the desired cooperation among non-governmental organizations, prompted the holding of a three-day seminar on "The Role of Non-Governmental Organizations in Planning for Children and Youth in National Development," sponsored by the International Council of Women and held in Bangkok, Thailand, in January 1964, immediately preceding the session of the UNICEF Executive Board. All members of the NGO Committee were invited to participate. Five papers on specific aspects of the subject, field trips and free-flowing discussion were the main elements in the seminar, which was attended by 65 participants who had come from some 13 countries and represented 37 organizations.

Four principles considered basic to the three-way co-operation of NGOs, governments and UNICEF and addressed primarily to the NGOs were agreed upon as well as eight priority ways in which NGOs "might hope that their services would be of use to governments as vehicles for UNICEF activities". The latter ranged from forming over-all planning groups, research, programme evaluation and training to the dissemination of informational material.

Representatives of INGO members of the NGO Committee on UNICEF with affiliates in Asian countries joined in an Ad Hoc Sub-Committee on Asia to carry out a six months' survey of possible ways, through their membership to exchange information and achieve closer working relations with UNICEF field personnel. Follow-up on contacts made and activities resulting from the Bangkok workshop formed part of the effort.

In 1970 this Sub-Committee, in cooperation with the Thailand National Council of Women, organized another workshop, this time on "Working Together: The Role of NGOs in National Development." This too was held in Bangkok (January 29) and was attended by fifty-six participants representing thirty-eight organizations, over half of which were international or affiliates of a parent international NGO. Participants also included several staff members of the UNICEF East Asia and Pakistan Regional Office.

In addition to the usual discussions of the role of NGOs in health, nutrition, education, etc., this workshop paid particular attention to the involvement of youth in development and to the importance of the potential partnership between governments and non-governmental organizations, pointing out the difficulties on both sides. Conclusions, in addition to direct or indirect support for UNICEF, listed possible areas for "working together," namely, to influence national policy for social and economic measures to benefit children and youth; to encourage a national population policy; to promote equal opportunity for girls; to promote community in depersonalizing urban settings and communication in rural areas; in conducting various types of non-formal education and in providing reading materials for new literates.^{77/} From this Workshop also came the first suggestion for the publication of a "bulletin" of information on the work being accomplished by NGOs (cf. p. on the Newsletter).

Meanwhile, interest in how and what NGOs could contribute to the development process was growing and received a major impetus when ECSOC adopted a resolution on "the contribution of non-governmental organizations towards the implementation of the International Development Strategy."^{78/} This called for an examination of the contributions already made or being planned by NGOs and led in the early '70s to three separate but related activities.

The NGO Committee on UNICEF set up a Sub-Committee on Field Level Relations to study the current situation with respect to UNICEF. A letter and questionnaire went to NGOs with programmes in developing countries asking them to indicate ways they could contribute to country planning. Under the Conference of NGOs in Consultative Status with the UN Economic and Social Council, another Sub-Committee on Field Level Relations summarized the advantages of closer cooperation for both NGOs and UN agencies and developed a set of "Guidelines for Field Level Collaboration." There was regular communication between these two sub-committees with some duplication in their member organizations. At about the same time (1972) the UN Development

Programme conducted a "Field Inquiry on Relations with Non- Governmental Organizations," which concluded with specific recommendations for UNDP Resident Representatives, NGO initiatives and governments.

These three activities converged in a "Workshop on Companions in Country Programming" (April 16, 1973) sponsored by the NGO Committee on UNICEF* in cooperation with UNICEF and the UNDP, the first tri-partite meeting of its kind, and initiated by the INGOs. Several top officials of UNICEF, the UNDP, the United Nations and the Specialized Agencies provided the 130 participants with reviews of the current situation, pointing out the changes that had taken place since the First Development Decade and generally indicating future NGO possibilities. Obstacles, failures and frustrations as well as successes in field-level cooperation were freely discussed, and questions were raised regarding coordination at the national level, the feasibility of international guidelines, and the general relationship of non-governmental organizations to governments. It became abundantly clear that NGOs wanted to cooperate with UN agencies, that the latter wanted their cooperation, and that lack of information about each other and inadequate communication among them were inhibiting factors. The report of the Workshop also includes the report of the UNDP field inquiry.^{79/}

As a result of its inquiry the UNDP issued guidelines to its field offices for "strengthening collaboration with non-governmental organizations," which, together with the guidelines prepared by the parallel sub-committee of the Conference of NGOs in Consultative Status, was sent to all members of the NGO Committee on UNICEF (1975).

The Sub-Committee on Field Relations had had a starry vision of bringing UN agencies and NGOs together in a computer data centre set up so that any UN programming agency could find out what NGO services or resources existed, where and in what field, while information on the programmes of the UN agencies (e.g. WHO, ILO, UNDP, FAO, World Bank) would be available to NGOs. Lack of resources thwarted the realization of the vision and in any case today's explosion in data processing technology had not yet occurred.

Attention from implementing the recommendations of the Workshop was soon diverted to the promotion and preparation for IYC, which, as indicated above, was later credited with creating increased awareness of the importance of UNICEF/NGO collaboration at the field level.

In early 1982 the NGO Committee on UNICEF established a new sub-committee, later called a Working Group on Field relations to examine strengths and weaknesses in the desired and much discussed collaboration. Composed mainly of international operational NGOs, its objective is to find ways to facilitate cooperation among agencies operating in relief and development work; to regularize and increase NGO/UNICEF collaboration in such areas as programme planning, implementation, evaluation and consultation in policy development; to share technical assistance; to cooperate in establishing relations with the host government; and to bring national NGOs into the planning process.

*The Chairman at this time was Mrs. Posy Sheppard, Representative of the League of Reed Cross Societies.

Of particular interest to the Working Group members was the document on programme cooperation at intermediate and local levels which was to be discussed at the forthcoming Board session (cf. p. 67) and a special paper on UNICEF and non-governmental organizations by Martin Ennals (cf. p. 68).

To gather information on NGO activity in the countries selected by the Executive Board for study in 1984 and 1985, the Working Group sent a communication to members of the NGO Committee asking those with affiliates and/or programmes in those countries to evaluate their own activities or to comment on their cooperation with the UNICEF country offices. They were also asked to describe their organizational structure at different levels; their cooperative relationships with other UN agencies and NGOs; their relationship to government authorities; how their programmes in the countries under study were planned, financed and implemented; and what problems they encountered.

The result of this inquiry is the "Report on Non-Governmental Organizations in Co-operation with UNICEF at Intermediate and Local Levels".^{80/} While it recognized the limitations of the inquiry it nevertheless attests to the interest of the NGOs in developing more direct, extensive relationships with UNICEF at subnational levels, in participating in all phases of UNICEF's work, and to a desire for UNICEF assistance in strengthening "national NGO coalitions focused on children's concerns." The NGO Committee considered the report as "only a first step" in a much larger comprehensive process.

A consultation, organized by the Working Group (3 May, 1983) with the support of the NGO Liaison Office, was attended by fourteen NGOs with field programmes and UNICEF programme staff. It reviewed general questions in relation to cooperation in support of the "child survival revolution" proposed in The State of the World's Children report for 1982-1983, (cf. p. 21) analyzed examples of current UNICEF/NGO collaboration and benefited from a very candid exchange of views. It became clear to the participants that strategies to promote the major elements in the child survival programme could best be carried out or strengthened within the existing NGO programmes. Also reviewed were a number of specific instances where UNICEF/NGO cooperation was essential to both their efforts. The report of the meeting^{81/} was sent to all members of the NGO Committee, UNICEF field offices and several staff members in New York and Geneva.

The Working Group had in view two possibilities for action: to choose one of the countries to be reviewed by the Executive Board at its forthcoming session and to explore how the NGOs working together, could contribute to the situation analysis and to planning the country project; or to analyze the UNICEF/NGO relationships in a country where they are working particularly well.

It was decided to begin with the first and Kenya was the country chosen since it met the three criteria set by the Working Group: it had a number of NGOs working in areas related to child survival and development; the UNICEF field office was interested in expanding relations with NGOs; and a new country programme was in the process of formulation. The Working Group held informal consultations with the representative for Kenya and the Programme Officer for Africa, and in a subsequent meeting (March, 1984) recommended ways in which the process of consultation might get under way in Kenya.

In a three-month visit to the country, the NGO Liaison Officer, Kathleen Cravero, with the full cooperation of the UNICEF field staff, met with a number of NGOs, many of them affiliates of the members of the Working Group who had alerted them to her visit and its purpose. These meetings and her study of NGO programmes in Kenya led to recommendations regarding the production of educational/informational and training materials related to child survival and development, the involvement of NGOs in training workshops on this subject and a follow-up on initiatives of individual NGOs. Given the time frame for the situation analysis and planning the country project it was not possible to explore the potential NGO contribution to these aspects of the Kenya/UNICEF programme. At present writing the Working Group has started a study of UNICEF/NGO relations in Brazil.

III. OVERVIEW: SUMMARY OF DEVELOPMENTS

Role of the NGO Committee on UNICEF

The NGO Committee on UNICEF has consistently given serious attention to its main functions, namely, as a focal point for discussion and for the exchange of views and information and as a facilitator of the consultative process for its member organizations. One of its marked characteristics has been the tendency to examine and re-examine how better to pursue its basic purposes. This has taken various forms: setting a specific programme for a year; looking for ways to make the plenary meetings "more interesting"; reaching out to the INGO headquarters in London, Paris, Brussels and Geneva in especially organized workshops or consultations; holding workshops on "strengthening NGO/UNICEF relations"; and seeking better communication between INGO representatives in New York and Geneva. It evaluated and changed its sub-committees; developed guidelines for NGOs on how to work with UN field offices; and in general it constantly sought to improve communications among NGO headquarters staff, representatives and affiliates. Finally, it occasionally recast the text of its aims and objectives. All of these efforts were conducted in consultation with the NGO Liaison Office, with which the Committee maintained a close working relationship.

The nature of the NGO Committee has at times been variously misunderstood, either by a UN staff member or a new NGO representative encountering it for the first time, who have had their own ideas about what it should "do" or what "action" it should take, sometimes mistaking their own enthusiasm as an act of discovery of the whole NGO/UNICEF potential. The Committee was never intended to be itself an action or operational body. It has seen itself as only a "small reflection of the multitude of activities performed by the some 4000 affiliated organizations of its members", as a catalyst for facilitating relations between them and the UNICEF secretariat and Executive Board, and for sponsoring and/or promoting cooperative activities among them.

The first formulation of the NGO Committee's terms of reference have already been mentioned (cf. p. 7). In 1969, while keeping the same basic purposes, it further spelled out its activities in terms of stimulating its members to provide direct services to children and youth in developing countries in a coordinated way with UNICEF; to encourage stronger bilateral and multi-national aid on the part of donor countries; to participate in special drives for "noted" projects, the sale of greeting cards, etc.; and to make greater efforts in providing opinion and recommendations to UNICEF in areas of their special knowledge and experience.

Again in 1981, the NGO Committee undertook to redefine its purposes. It had, following IYC, been restructured into a two-part entity, (cf. p. 9), its membership and spheres of interest had been broadened to include child-related activities everywhere in relation to UNICEF's position as lead agency in the post IYC follow-up period; and a number of new representatives as well as new NGO members felt the need of stating the Committee's aims again. These updated terms of reference do not change the essential character of the NGO Committee but again recast as objectives what had consistently been the activities of the Committee and its individual member organizations. (cf. Annex II)

The NGO committee's plenary meetings, workshops and various sub-committees have provided the occasion for productive substantive discussion between INGO representatives, UNICEF staff and/or experts in given programme areas and on issues related to children generally, and often with members of the Executive Board as well, and so may be said to have "facilitated" consultation in a number of ways.

A summary of these activities, as in the present paper for example, might conceivably create the impression of a group of INGO representatives hopping from one topic to another as UNICEF, like a beneficent stage manager, directs them to a current priority issue on which to elicit government attention and support. They would seem to have precious little time for "follow-up" before their attention is diverted to still another topic. This is, of course, very far from the whole picture. The attention focused at any one time on a specific subject does not mean that individual INGO members of the Committee have not also been working steadily on that or on many other issues over the years just as UNICEF has. Given the wide diversity of interests and programme content among them, each organization chooses what it can and wishes to do on those issues or projects that best fit in with its own overall programme and competence. It would take a much longer and deeper review to ferret out how and how much they use the reports and recommendations in their own programming and in work through their affiliates. But there is plenty of evidence that they do use them, as even a few interviews with INGO headquarters reveal; and in the exchange provided by the various NGO Committee activities INGOs often find confirmation of what they are doing in child-related projects, learn ways to improve their methods, or get ideas for new initiatives.

Since the workshop and sub-committee reports and recommendations are shared with UNICEF staff and are reported to the Executive Board they may be said to function also as an aspect of the consultative process, a fact recognized now and then in the general progress reports of the Executive Director. The Executive Board has invariably noted, "appreciated", often summarized and sometimes commented on them. They have often been referred to, and in recent years with greater frequency, by individual government representatives at Executive Board sessions. As in the case of individual NGO statements to the Board, it is not possible for obvious reasons to achieve a full, authentic assessment of the influence of any particular NGO report or submission, especially since there is no known monopoly on any one idea, and ideas themselves are known to take no little time in working their way through a bureaucracy. It is more than likely, however, that NGO views and recommendations have entered the reservoir of experience and ideas from which UNICEF policy is eventually drawn. Most recently, the initiatives taken in the NGO Forums of 1984 and 1985 and their reception by the UNICEF Executive Board give a new validity to this activity of the NGO Committee.

Throughout its history the NGO Committee has enjoyed and benefited from the steady and often stimulating encouragement of the NGO Liaison Office and its full cooperation and assistance. Of considerable importance have been its secretarial support services and office facilities, which most other UN-related NGO groupings do not enjoy, and which have been noteworthy for the genuine interest and cordial willingness of the secretariat staff to be helpful.

For UNICEF the NGO Committee has undoubtedly been a convenient and useful channel through which to keep NGOs informed of current programmes, trends and issues of concern. It has been a strong centre for generating pro-UNICEF and pro-child advocacy, a fact frequently acknowledged from its early history to the present by the Executive Director and the Executive Board. It has been credited with playing a useful role at Executive Board sessions, especially on important issues, and in the early days it was generally believed that fund raising had been helped by the setting up of the NGO Committee. It has also been recognized in a recent UNICEF medium-term plan as a "valuable forum for discussion and support of UNICEF priorities."^{82/}

INGO representatives credit the NGO Committee with considerable success in the achievement of its aims. They find it useful for making contacts with other NGOs and learning about their programmes. They have appreciated the briefings regularly given them by UNICEF or Executive Board personnel at Committee meetings and find them a source of background information on issues and countries not otherwise available in such handy, and often compelling, form. As a result of the exchange of knowledge and ideas which the Committee provides, some have often initiated new projects and at times identified new areas of concern not being dealt with elsewhere.

The NGO Committee's facilitating and catalytic functions have been significant, and for the many NGOs which do not have unlimited resources or a large staff but which are no less concerned with child-related programmes in general and UNICEF in particular it has proved to be of great assistance. For INGOs in consultative status the Committee represents a mechanism for maintaining the independence of their consultative relationship and for strengthening the consultative process. Its usefulness as the core group for the organization of joint NGO programmes and workshops in relation to particular issues has been proven many times over.

Like all other groupings, the NGO Committee has had its peaks and its lows. Inevitably successes have depended largely on the skills, drive and personalities of its chairmen and the chairs of the different sub-committees, all of which over the years, however, have never lacked for dedication either to UNICEF or to the concept and exercise of the consultative relationship. Its weaknesses it shares with all other UN-related NGO committees and/or groups. The most salient is the perennial problem of how to ensure steady, effective, two-way communication between INGO headquarters staff and affiliates at the national and local levels. Some, of course, do this better than others. And some, with the best will in the world, find themselves constrained by limited time on the part of headquarters staff, which is increasingly inundated with reports, documents, and appeals for support from practically every UN body.

Interest in plenary meetings has lagged when UNICEF briefings were perceived as a one-way operation for feeding information to the NGOs, as if they were there just to "listen" and the opportunities for two-way dialogue were minimal. Interest on the part of some members wanes when a focus of attention is not of primary interest to them or is perceived as too narrow, especially by technical or highly specialized NGOs, who prefer to concentrate on their own particular interests, or by those who set their UNICEF-related activities in a broader social and economic context and prefer the framework of an integrated programme. The INGO representatives who are members of the

Steering Committee or "Board", as it is now called, or of current Sub-Committees have no difficulty maintaining a spirited level of interest, and the distribution of their respective minutes does something to offset the time lag between plenary meetings, when some momentum is inevitably lost among the body of members.

The Reports of the NGO Committee on UNICEF to the UNICEF Executive Board form a running record of its activities, and reflect a growing maturity in the NGO/UNICEF relationship. In the beginning the reports called attention to types of programmes in support of UNICEF, then to the recommendations of the subcommittees and to expressions of interest in or support for the UNICEF approach to particular issues. Gradually more and more examples were given, and in increasing detail, of the UNICEF-related work of member affiliates, usually to strengthen an observation or recommendation. Comments on documents or studies before the Executive Board appear with increasing frequency and in recent years the reports have taken on something of the character of "thought pieces," reflecting in general terms the overall views and in some cases the anxieties of its members on how the "state of the world's children" was being dealt with.

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Developments in consultative relationship

The Executive Board's unease with the term "advisory" in the original title of the NGO Committee on UNICEF was translated into the marked diffidence which for several years characterized its attitude toward NGOs. It considered that their principal value lay in their ability to create awareness, disseminate information about UNICEF and help in fund-raising. The concept of consultative status was an entirely new and unique element in government/voluntary sector relations, and to many an alien one. The full implications of the principle of consultative status and its primary function, namely, the contribution of NGO views and expertise to questions and programmes under consideration, were but dimly understood, if at all. In the Executive Board and the UNICEF Secretariat generally there was a general conviction, sometimes expressed, that UNICEF was getting all the advice and expertise it needed or could handle from WHO, FAO, and the Bureau of Social Affairs, and there was no reason to add possible NGO expertise in family and child health and welfare programmes to its basket of goodies. Some few Secretariat members, perhaps mindful of the "advice" requested in General Assembly Resolution 417 (IV) (cf. p. 4) were, however, welcoming. This early attitude changed considerably over the years and NGO suggestions, new ideas and programmes found a sympathetic hearing. But in the beginning, while the relationship was new, it was easy for those with a heavy workload or bureaucratic turn of mind to consider NGOs a nuisance, just one more element to contend with in a busy, straightforward job of working with governments.

Even before being granted consultative status INGOs, in one conference or another, had not hesitated to make recommendations concerning aspects of supplementary feeding and other programmes for children. It was clear they saw themselves as a source of information on the views and needs of their constituents and as monitors of the way UNICEF and other UN programmes were being carried out. The succession of resolutions they adopted in support of UNICEF in the early years also reflected their sense of obligation to support

not only government and private funding but also to encourage their affiliates to lend their assistance and support to UNICEF programmes at the local level.

Now here they were right in the house, so to speak, and while there was plenty of appreciation for their fund-raising and advocacy, it was still not entirely clear to UNICEF what to do with them beyond this. Like the NGO Committee, UNICEF itself also turned periodically to examining ways to "strengthen" or "improve" its relations with NGOs. The first example of this is the Memorandum written by David Ennals (1955) after a six-month stint as acting NGO Liaison Officer. Prepared at the request of the UNICEF Public Information Division (in itself a commentary on how NGOs were perceived) it undertook to explain and defend the NGOs.

Among the several points made in the Memorandum were the following: Most NGOs welcomed with enthusiasm the development of inter-governmental action, they themselves having been working across national boundaries for decades. They were concerned to assist the new UN agencies and to ensure that their programmes were well carried out. NGOs had a right to be concerned for they represented responsible private citizens all over the world from whom, in fact, the money came to finance the international agencies. These were initiating programmes in fields in which non-governmental organizations or voluntary agencies had been involved for years and it was the responsibility of the new inter-governmental agencies to take into account the activities of the voluntary organizations and to cooperate with them wherever possible.

The Memorandum listed examples of NGO cooperation in the field and in educational/promotional work and outlined ways in which NGOs could help in both areas, ways already stressed in the early sub-committees of the NGO Committee on UNICEF. A telling comment is its statement that "relying purely on its own resources" and without the support of NGOs, the UNICEF Public Information Division would be hard pressed to tell the story of UNICEF to the general public.

Neither this Memorandum nor the comments of the Executive Board at this time reflect the two-fold purpose of consultative status. Attempts by NGOs with experience in child health and welfare fields continued, in both the NGO Committee and in statements to the Executive Board, to call attention to the expertise they had and were willing to offer, but it can safely be said that the consultative relationship itself was not being fully utilized either at UNICEF headquarters or in the field.

:The Acton Report

In 1957, still concerned with the effective development of relationships with the NGOs, and in response to suggestions of delegates and NGO representatives "both at previous Board sessions and on other occasions that more attention needed to be given to the potentialities of cooperation between UNICEF and the NGOs", the Executive Director, Maurice Pate, who himself had had long experience in and with voluntary agencies, appointed Norman Acton as a special consultant to prepare a study for consideration by the Executive Board. A former chairman of the NGO Committee on UNICEF, and at that time Executive Director of the US Committee for UNICEF, Mr. Acton consulted both the New York representatives and the headquarters of its members, the leaders of the UNICEF

National Committees in various countries and others with practical experience in the field of governmental/ non-governmental relationships.

The study - Relationships with Non-Governmental Organizations^{83/} - dealt primarily with the formal relations between UNICEF and the INGOs in consultative status with the UNICEF Executive Board. It briefly summarized the factors affecting these relations - i.e. the nature and objectives of UNICEF and such NGO characteristics as flexibility, freedom to experiment, ability to mobilize public support and citizen resources. The study considered non-governmental resources at the international, national and local levels (including the use of volunteers) and concluded that the interest and support generated among the INGOs by UNICEF's concern for the well-being of children should be translated into practical activities.

In this context, several recommendations were made with respect to National Committees for UNICEF; to involving NGOs in the planning of various public information activities, (cf. p. 13) and different ways in which UNICEF could participate in NGO conferences and meetings (e.g., provision of speakers, materials, etc.).

With respect to the NGO role in providing opinion and recommendations, the study concluded that the Executive Board and UNICEF Secretariat should take the initiative in extending timely and specific invitations for participation in matters in which this could be helpful. For this the Secretariat had to be well-acquainted with the capabilities of the NGOs and their affiliates and it had to define clearly the types of activities appropriate for NGO participation. The study also recommended that the Executive Board should invite NGOs "to provide observations and recommendations on new plans being considered and appraisals of past performance", and that a distinction should be made between general public opinion and specific judgements based on competence and experience, which some of the NGOs could provide.

With respect to cooperation in existing activities, it was noted that the INGOs could be helpful in influencing and assisting their national affiliates to act, and that UNICEF could encourage cooperation between non-governmental organizations and governments in relation to UNICEF-aided projects. Direct liaison between UNICEF and so-called "operational agencies" (those with development projects in the field) was recommended along with full communication between UNICEF and NGOs about needs outside the scope of UNICEF, which NGOs might address, and unmet needs pointed out by NGOs, which UNICEF could take into account.

In a statement to the Executive Board in introducing the Report, Mr. Acton stated "UNICEF and the NGOs which have accepted consultative status share the responsibility for increasing the value of their relationships and each will need to devote added resources to this purpose".^{84/}

The study recommended strengthening the relationship between UNICEF and individual NGOs, distinguishing between the more general functions of the NGO Committee on UNICEF and the more precise practical actions that could be developed through direct liaison. The study also recommended that membership in the NGO Committee no longer be mandatory for consultative status with UNICEF (cf. p. 6).

In essence the report called for a more fully developed and clearly defined set of policies regarding the areas in which joint NGO/UNICEF effort could be fruitful. It was welcomed by the NGO Committee on UNICEF, whose chairman commented on it at the Executive Board session. The Executive Director also welcomed it as a "landmark" in the relationship of UNICEF with non-governmental organizations and the Board discussion was positive. It was accepted and summarized in the report of the Executive Board, which also requested a report for its 1959 session on the steps taken to implement its recommendations.^{85/}

An informal discussion, requested by the Steering Committee of the NGO Committee on UNICEF, was held with the Executive Director and members of the Secretariat to learn their reactions to the Acton Report. The Secretariat favoured direct contact with individual NGOs, especially those administering relief or welfare programmes abroad. The Executive Director stated that the recommendations in the report provided a framework in which UNICEF could take the initiative in strengthening relations with the NGOs "through a progression of gradual and evaluated experiences." Staff members, he said, were being alerted to consider and recommend specific areas of UNICEF planning and activity which might benefit from NGO consultation and participation, and at both headquarters and in the field they were being informed about the "policies and specific types of joint activities agreed upon." The Steering Committee was reassured, and in reporting this to the full NGO Committee also stressed that it was now up to the NGOs to clarify their own views on possible cooperative action and how to respond to Secretariat initiatives.

:NGO Liaison Office established

A first step in implementing the recommendations in the Acton report was the establishment of a separate NGO Liaison Office reporting to the Executive Director,* the "functions and responsibilities of which," Mr. Pate told the 1959 Executive Board, were to define with clarity the types of activity appropriate for National Committees and NGOs affiliated in some manner with UNICEF. An additional staff person was appointed, and a questionnaire was sent to the INGOs to learn what the activities of their affiliates were. The recommendations regarding information activities were immediately taken up.

:Implementation of the consultative relationship

The acceptance of NGO opinion and recommendations may be said to have steadily progressed with members of the Secretariat at headquarters. The success of this relationship has usually depended not only on the competence and/or interest of a particular NGO but also on the rapport and degree of confidence its representative was able to establish with the staff member in charge of the pertinent substantive area of the UNICEF programme. It has also depended, of course, on that staff member's attitude toward NGOs and openness to what they might have to suggest or offer. The relationship in any case was always cordial. Field level cooperation seemed to continue developing in different ways in different countries according to imperatives peculiar to itself. As

*Before this, the NGO Liaison Officer, rather loosely attached to the Division for Public Information, did not appear in UNICEF's organizational chart.

for consultative NGO participation in planning and policy formation, the "progression" of experiences has been gradual indeed - so gradual, in fact, that its systematic acceptance is still an unresolved issue.

To the INGOs in consultative status, their individual relationship to the Secretariat and the Executive Board was, and is, of primary importance. Unfortunately there is no way to assess how much they have contributed by way of "expertise", suggestions, critiques, views of their constituents in those contacts with staff members, programme officers, or field personnel which are also part of the consultative process, nor how much influence these contacts had. That many NGOs, either through their representatives or through their own headquarters staff and experts were active in this way is clear, and several feel free to say that such and such a programme or approach was originally their idea. Some UNICEF staff members will generously acknowledge one or another NGO contribution; governments are less likely to do so. In any event this is all an unwritten and largely unretrievable history.

Reference has already been made to comments or other contributions of INGOs in consultative status to studies or reports prepared for the consideration of the Executive Board. In addition, it may be said that in varying degree there was INGO input, though not identified as such, in almost all of them. At times, however, the INGOs were invited to comment after a study had already been completed, which did not exactly fit their criterion for "consultation." There are, of course, several possible reasons for this disconcerting timing. Often the concept of NGO consultation was far from the mind of a study's author. But time itself has most frequently been a determining factor, given the short period for the preparation of a draft in time to circulate it to the Executive Board. As for the INGOs their representatives are not expected to have on hand the necessary expertise or best pertinent information on the topic concerned and must usually request their headquarters to supply both. With longer lead time for the preparation of reports and with better knowledge on the part of UNICEF programme staff of the fields in which NGOs can produce useful information and comment this aspect of the relationship can be improved. This was recently illustrated by the papers on Children in Especially Difficult Circumstances, topics for which had been suggested by INGOs and in which their contribution was considerable. As noted above in connection with the paper on UNICEF Response to Women's Concerns, many women's organizations with long experience in grass roots and other projects, felt they could have made pertinent and useful contributions had they been consulted.

The consultative elements of INGO sub-committees, workshops, and, most recently, forums, moved increasingly into matters of considerable substance, and a similar development took place in the oral and/or written statements of individual INGOs presented to the Executive Board. In the first few years these tended to be reports of resolutions adopted or other action taken in support of UNICEF, of information supplied to affiliates, or ways INGOs in general or the specific INGO itself could be of help to UNICEF in one way or another. Some reported on conferences, seminars or projects they were conducting that might conceivably be of interest to UNICEF. In a sense, perhaps, they were first establishing their credentials in an area of cooperation (i.e., advocacy) on which UNICEF, seeking to establish itself in the international consciousness, was placing particular value. There was still a general lack of understanding in the UNICEF system of how the

consultative concept could be applied; the reluctance to apply it and the emphasis placed on fundraising and informational activities by both the UNICEF secretariat and the Executive Board undoubtedly had some influence on the content of NGO statements.

The Acton Report^{86/} implicitly reflected this when it said that "there has not been, except in a very general sense, a volume of productive communication commensurate with the capabilities of many of the NGOs." And in his statement to the Board, Acton noted that a number of NGOs offering support to UNICEF were uncertain of the type of action which would be most helpful.

On the other hand, as UNICEF moved from its project-approach to multi-service programmes the INGOs began to make recommendations on virtually every subject under consideration (cf. Section II) and to comment on the studies, policy proposals and other documents before the Executive Board, often supporting them, calling attention to neglected areas, suggesting particular methods proved successful or useful by experience, or outlining a set of policy principles.

It is interesting to note in the INGO statements of two or three decades ago the stress on decent housing, the participation of youth in community programmes, intergenerational education and the training of women, all of which are currently receiving special attention and in much the same terms. And even more telling are the many references passim throughout the last 30 years to the desire of the NGOs to be part of the planning process. As the statements move from concentration on volunteers and MCW centres to more complex issues and an in-depth consideration of specific subject areas, the NGOs may be said to have "grown along with UNICEF."

What impact these statements may have had, it is not possible to document. They were, however, duly noted in the Reports of the Executive Board, first in footnotes to the discussion of the pertinent agenda item and then gradually included in the narrative section along with the observations of governmental delegates, thus according them a position of some significance. Only three or four well-known examples of NGO initiatives are usually cited: the 1949 recommendation for trachoma control programmes by the Consultative Council of Jewish Organizations; the preliminary work of the International Union for Child Welfare on the Rights of the Child and Universal Children's Day; the International Year of the Child, suggested originally by the International Catholic Child Bureau; the recommendations of the Society for the Welfare of Cripples, now called Rehabilitation International, on the treatment and education of handicapped children and its compelling report on prevention and rehabilitation of childhood disabilities, or the World Council for the Welfare of the Blind on action to prevent child blindness. In addition, however, there was effective quiet consultation going on over the years both at Headquarters and in the field. In the long development of the NGO/UNICEF "partnership" major emphasis has been on the organization and conduct by a large number of INGOs of specific programmes that assist, complement or supplement the programme objectives of UNICEF. By some UNICEF staff the NGOs are seen as "most active in relation to concrete programme work and with local UNICEF offices. This is the level of consultation which will be most fruitful and which international NGOs and their affiliates are encouraged to undertake."^{87/} Through UNICEF field representatives, this level of consultation often became part of the UNICEF learning by experience of

effective elements in programmes benefiting children, and ultimately entered into the process of policy formulation at Headquarters and Executive Board level.

The INGOs themselves have developed a rather detached attitude toward the matter of statements to the Board and tend to submit them "for the record", as it were, or to indicate their own activity, concern or support for some initiative under consideration. Much more effective from the INGO point of view are conversations with delegates on the Executive Board on a given matter of concern. Over the years the relations between Board delegates and INGO representatives have been cordial and comfortable; the latter have found the governmental representatives in general to be interested and welcoming and in their discussions increasingly laudatory or otherwise appreciative of NGO efforts. This, among other values, has fostered a considerable amount of good will for UNICEF, which spread within and without the UN system.

A little known aspect of the consultative relationship (referred to briefly on p. 32) is the contacts established by INGO representatives of the NGO Committee on UNICEF or one of its sub-committees with delegates to the UN General Assembly, ECOSOC and its various Commissions, sometimes inviting them to informal meetings. These contacts, especially with delegates from developing countries, have provided comment on the work of sub-committees and on INGO field projects, and the INGO representatives have used the occasions to enlist the support of the delegates, on their return to their countries, either for UNICEF-aided programmes or for other needed programmes to benefit children.

On the whole, there are only a few references to the "consultative" aspects of the relationship in the true sense of term. Through the Progress Reports of the Executive Director or an occasional background document there are statements to the effect that in a number of fields of interest to UNICEF it could "benefit from the information, opinion and recommendations of non-governmental organizations having competence in these fields"; that NGOs can participate in surveys and evaluations; that they have provided opinion and advice on matters in which they had experience; that they should be involved in the early stages of country planning; or that a particular workshop of the NGO Committee on UNICEF was a form of consultation which provided special experience and competence. Progress in recognition of the consultative aspects of the NGO relationship, becomes more visible in the 1970s in the Executive Director's Progress Reports and other UNICEF documentation. The Executive Director, Henry Labouisse, unfailingly displayed a cordial welcome to and support of INGO initiatives which endeared him to their representatives and contributed, in no small measure, to their sense of belonging to the UNICEF "family".

Now and again a chairman of the Executive Board made a statement like that of Mr. Joseph T. Willard in 1966 (a senior official in the Canadian Department of Health and Welfare), who stated that The Executive Board "has come to recognize the need for non-governmental organization cooperation in its work for the world's children..... International non-governmental organizations have added a new dimension to voluntary effort, providing creative ideas, opening new channels of activity and expanding technical cooperation." NGO statements presented to previous sessions of the Board, he said, had been "of real value."

Reflecting UNICEF's evolution as both a developmental and grass roots agency, the Executive Board in the early 1970s recommended more attention to how a new partnership between UNICEF and non-governmental organizations could be developed in order "to promote innovation in the solution of development problems, in rural as well as urban areas, including the allocation of grants to the voluntary sector for well-defined projects aimed at building up local infrastructures".^{88/} And in 1977, it advised that consultation "between voluntary agencies and UNICEF and other agencies of the UN family be made a regular feature of country planning."^{89/} Despite this evolution, however, the whole consultative/NGO expertise question was never looked into systematically.

Throughout these years, in their statements and many activities, INGOs for their part did not hesitate to call attention to their expertise and experience, offer their services and call for consultation at every level, including the country level, and at an early stage in programme development. Their hope, frequently expressed, was that a system would be established for such consultation so that they could participate in the planning process.

It is not until the early 1980s, however, that there is a recognition that in some countries NGOs were involved in programme planning.^{90/} The Executive Director - by this time James Grant - was laying increasing emphasis on the need to give more recognition to the expertise within the ranks of the NGOs, and stating that "UNICEF should "draw more systematically on the experience and advice of the voluntary agencies."^{91/} At this time more and more members of the Executive Board also were referring to NGO expertise, while, following IYC, we find: "It was also apparent in many recommendations coming before the Programme Committee that NGOs were providing an additional dimension, in some cases an innovative one, in primary health care, women's activities, non-formal education, drinking water supply and sanitation."^{92/}

The new Deputy Executive Director in charge of External Affairs, Mr. V. Tarzie Vittachi, both in statements to the NGO Committee on UNICEF and in the document on review of UNICEF's external relations^{93/} placed a renewed and stronger emphasis on the inclusion of NGOs in the regular round of consultations carried out by field offices for information and programme purposes. He noted that despite the variety of activities at field level involving national and international NGOs "only in very few instances are they viewed as participants in the planning and programme preparation process," that "greater use can be made of NGO expertise in training and in assessment of community needs and problems."

Undoubtedly in the many instances of programme cooperation between NGOs and UNICEF a number of examples of real, and probably mutual, "consultation" could be found. But by 1985 both the UNICEF Administration and the NGOs seemed agreed that despite the many statements and general accord to the effect that UNICEF should work more closely with NGOs, the ways to do this remained undefined, no mechanism having been devised for effective consultation in the planning stages. In presenting the Report of the NGO Committee on UNICEF to the 1985 session of the Executive Board, its chairperson asked: "Could one of the last features of the 40th Anniversary be the establishment of timely systems of consultation and cooperation with NGOs? The NGO Committee asks UNICEF to assist in identifying ways to enable NGOs to participate in the task

forces, working groups and consultations which develop effective programmes and policies."^{94/}

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Programme cooperation

As already noted UNICEF from its very beginnings cooperated with or had the cooperation of a variety of voluntary agencies, and close working relations with specific INGOs, especially in relief and emergency situations. Also from the beginning of their relationship with UNICEF, the INGOs in consultative status urged their national affiliates to support and collaborate with UNICEF-aided programmes. While it would be difficult to pinpoint the result of these urgings, the Liaison Officer and other staff members with an interest in the NGO relationship, on their return from a tour of country programmes, have often reported on some activity sparked or assisted as a result of initiatives in the NGO Committee.

Attempt has been made in this paper to indicate areas in which NGO projects have been conducted in cooperation with UNICEF or have supplemented or paralleled UNICEF-aided programmes, thereby multiplying the number of beneficiaries. But it would be difficult, if not impossible, to summarize the wide-ranging relationships which have steadily developed over the years and which have differed from country to country, from one UNICEF field officer to another, and from time to time according to changing emphases in UNICEF-assisted programmes. It is clear that an enormous amount of non-governmental activity of interest or benefit to UNICEF has gone unreported and unrecorded; at the same time it is also clear the programmes and projects mutually assisted by NGOs and UNICEF comprise an extensive and extremely varied list.

This combined assistance can be summed up under the usual headings of information exchange, provision of "software", technical assistance or advice, training assistance, supplies and/or equipment, and funding. Some examples and types of NGO funding have been summarized indicated earlier. Mention is made here of the substantial contribution UNICEF has made to NGO projects as tangible evidence of its interest in and support for UNICEF/NGO programme cooperation.

UNICEF grants to specific NGO projects cover the gamut of those judged to fit within the UNICEF policy framework and include the co-production of advocacy, programme or guideline materials, studies or surveys, and assistance to specific NGO conferences, workshops, symposia or similar activities. On a country level this assistance has come through the incorporation of the particular NGO in the country programme, or from the UNICEF country office with the blessing of the government. The institution of the Interregional Fund for Programme Preparation in 1962 led to a long list of activities of both international and national NGOs that received some form of financial support; most recently a number of these have been related to CSDR.

Following positive field office experiences with non-governmental organizations during IYC, a "programme discretionary fund", in the Interregional Fund for Programme Preparation not to exceed an overall total of \$100,000 was established, from which the UNICEF country field officer can draw

to assist NGO projects, apart from the allocation to the government. These grants have included not only the usual training, breastfeeding, promotional activities, but also the development of proto-types in appropriate technologies, the strengthening or organization of NGO councils, and advocacy/education work on "harmful traditional practices" affecting women.

In any UNICEF discussion or documentation in which "field level relations" are mentioned, affiliates of INGO members of the NGO Committee on UNICEF, national, local and sub-local organizations and agencies are lumped together, and there are few specific references to INGO affiliates. The field officer in any case is frequently unaware of any international affiliation and for the most part is not particularly interested in it.

In long, often repeated and sometimes overlapping lists, the NGO Committee on UNICEF, a UNICEF staff member, or the Liaison Officer, has recalled the numerous ways in which NGOs were and could be useful, among them, the ability to continue a programme when international assistance came to an end. As stated earlier guidelines outlining steps to be taken in order to collaborate in the field were prepared and sent to national affiliates. On occasion, too, an affiliate of an INGO member of the NGO Committee on UNICEF, prompted by information received from its international headquarters, has organized meetings with relevant government officials, UNICEF representatives and local organizations to discuss how best to assist the development and implementation of UNICEF-aided programmes. In other words, the NGOs in consultative status have never considered that relationship as their only function nor have they wished to claim any monopoly on the "partnership." They have, however, wanted the consultative relations to have real meaning.

In the early 1950s the participation at field level of both international and national non-governmental organizations in projects aided by UNICEF was "noted" or "appreciated" by the Executive Board. In 1955 the Executive Director, Maurice Pate, reporting on his field trip to Asia and the Eastern Mediterranean region, commented on the "valuable role" played in UNICEF work by non-governmental agencies and volunteer workers. "Governments welcome their cooperation", he said, "as they begin and stimulate activities. They fit into country programmes and are also valuable in securing financial aid from Governments and individuals, both for UNICEF's international purposes and for child health and welfare programmes in their own countries."^{95/} Over the years there was a steady reaffirmation of this in what might be termed "official" UNICEF policy with respect to field-level cooperation with non-governmental organizations in the Progress Reports of the Executive Director and echoed in virtually every Board report. Co-operation with non-governmental organizations in developing countries was formally endorsed by the Executive Board in 1958.

Discussions between members of the UNICEF Secretariat and interested NGOs reviewed opportunities for collaboration in social services for children, nutrition education, and later in a number of fields as they rose in the list of priorities, from primary health care to programmes for women and girls. By 1960 it was noted that non-governmental organizations were involved in "well-over one-third of the projects for which UNICEF aid was approved."

The 1961 Report of the Executive Board previously cited^{96/} stated: "The participation of voluntary groups was, in the opinion of several delegations,

important for the development of strong national programmes for children." This view was restated three years later; "The effectiveness of projects is greatly enhanced if the support of voluntary agencies and community leaders can be enlisted"^{97/} (cf. also p. 24). Meanwhile memoranda for the Executive Director on NGOs with operational projects were prepared at his request by the Liaison Officer in 1962 and again in 1967. The latter includes illustrations of how NGOs have helped in direct services to children as well as suggestions for utilizing the rich potential of the field relationships.^{98/} A similar report had been sent (December 1966) to UNICEF Area Offices, based on replies from members of the sub-committees on Africa and Latin America of the NGO Committee on UNICEF. An accompanying chart shows INGO-related activity in almost every country of these regions and in some the whole range of UNICEF-aided programmes in a given country is included. Again in 1962 cooperation with non-governmental bodies, both international and national, along with the inter-governmental was included in the Executive Board's Declaration on a Long-Term Policy for Children.^{99/}

In 1967, the Board gave much more attention to the role of voluntary endeavor and expressed pleasure at the efforts to encourage voluntary agencies and field representatives to explore possibilities of specific programme relationships, "to take advantage of them particularly at the initial stages of project development or extension."

In the early 1970s as UNICEF began to place more emphasis on country programming, the Executive Director called attention to the importance of giving "more systematic and planned attention to encouraging the use of the substantial resources which might be available from non-governmental organizations both locally and through outside aid, to programmes benefiting children and adolescents in the context of Government priorities,"^{100/} if progress for children in developing countries was to be accelerated.

About this time also, some INGOs were contributing funds directly to specific projects or parts of projects, and their interests were growing in funding "noted projects", for which UNICEF assistance was not available. It was also found that non-governmental agencies with strong local administrative structures were able to work well with the local population and could be a good channel through which to give aid where a local administration lacked qualified staff or the means to hire enough personnel.

The 1970s marked the beginning of the UN's Second Development Decade and, as noted elsewhere, UNICEF's notice was being drawn to the renewed attention of the Economic and Social Council to the potential contribution of NGOs to the development process (p. 49). In response to this, the UNICEF Secretariat in cooperation with the NGO Committee on UNICEF, prepared a paper entitled "UNICEF Relations with Non-Governmental Organizations"^{101/}. This basic review of policy also went into specific ways cooperative activities could be carried out.

Increasing note began to be taken of the fact that many governments were relying on non-governmental organizations to carry out parts of UNICEF-aided projects, especially in community activities, nutrition education, training services, drinking water supply, etc., but it was acknowledged that only a beginning had been made. Efforts at developing "fruitful cooperation" were pushed ahead with the appointment of a senior officer in the UNICEF European

Office for liaison with the headquarters of various INGOs in Europe, and greater contact was sought between "operational" NGOs and UNICEF field staff to explore programme relationships.

In 1975 the Executive Director pointed out that a number of the objectives proposed for the consideration of the Executive Board would benefit from the understanding, support and active involvement of the non-governmental organizations.^{102/} From 1978 onward, non-governmental cooperation, international and national, is mentioned in one connection or another in the Executive Director's Medium Term Working Plans - e.g. either in terms of the need for "new initiatives", of strengthening the relationship, of the strategies for achieving UNICEF's objectives, of the need for more coordinated planning, or of including non-governmental organizations in developing the analyses on which to base country programmes, advocacy, communication, etc.

Exhortations to look into cooperation with NGOs had gone also to field officers over the years, and international and national NGOs were included among various other entities in the coordinating functions they were to exercise "with a view to encouraging additional assistance to services benefiting children, jointly with UNICEF or separately."^{103/}

At the Special Meeting on the Situation of Children in Asia, which preceded the 1977 Executive Board meeting in Manila, case studies presented a convincing picture of the innovative approaches and generally effective work of non-governmental organizations and other voluntary agencies in relation to basic services, and the discussion focused on how to replicate the successful methods described. The Executive Board gave positive recognition to the role of the non-governmental organizations, urged the UNICEF staff to take more initiative with governments to involve the NGOs in UNICEF-aided programmes and even spoke of letting some aid go directly to the voluntary agencies. This session of the Board then has been viewed as something of a "watershed" in the development of field-level cooperation.^{104/}

Successive General Progress Reports of the Executive Director chronicled "substantive progress" in cooperation with non-governmental organizations, through the NGO Committee on UNICEF and individually; or a "growing involvement" of voluntary agencies, or a "dramatic increase" in collaboration with NGOs, and even the role of non-governmental organizations in overcoming obstacles to project implementation at the country level.

By the early 1980s regional and country reports showed a definite growth in programme cooperation, and at the same time the reports to the Executive board of the NGO Committee on UNICEF provide an increasing number of illustrations of this.

The subject of support for non-governmental organizations (whether international or national) was one of the topics discussed in some depth at a UNICEF "brain-storming" staff meeting (September 1980) in Sterling Forest, including an increase in their "operational capacity" to enable them eventually to become integral parts of the total country programme for children. This raised certain questions, such as how the pertinent non-governmental organizations were to be selected, the areas of cooperation determined, and the usual NGO limitations in the matter of "voluntary human

and financial resources." As one participant concluded, cooperation of many types was indicated but how to go about achieving it was not at all clear.

At a regional directors' meeting (November, 1982) non-governmental agencies were viewed in their broadest context, including a variety of local movements and groups, and it was concluded that a "systematized approach" was necessary to develop effective relations with them. There was also the caution: "We should not be regarded as wishing only to 'use' NGOs for our institutional purposes, but we should contribute to increasing their own capacity to advance objectives for children," though not necessarily through programme funding. The relationship, however, should be a "two-way process." It was advantageous for UNICEF to work with NGOs on projects which, though small, "are highly visible and because of their innovative nature have attractive possibilities at a later, more extended, stage for funding by bilateral aid."

In 1981, an overview summary of UNICEF policies^{105/} noted the potential important NGO role in policy formation and pointed out the growing programme involvement of NGOs in a number of areas.* UNICEF, it stated, stands ready to work with any non-governmental organization on matters of mutual interest whether or not it is in consultative status.

Meanwhile, UNICEF had also been moving more and more to the sub-national level in its programming. Early in 1982 a document prepared for the Executive Board^{106/} included a discussion of sub-national cooperation with the private sector (cf. p. 50). In addition to "non-governmental organizations" in the traditional sense of the term, the document talked of the "institutional sector" (e.g. universities, etc.) and "semi-autonomous authorities," which, it noted, were increasingly involved in designing and implementing basic services programmes at community level along with governmental entities. It set forth the advantages of working with NGOs, listing the several characteristics that make them suitable partners, reviewed the range of possible collaborators and described experiences, including case studies, in a number of countries. It took a candid look at the difficulties involved and recommended a Headquarters policy. It noted that the programmes of national and international service organizations were being more long-term and "developmental", providing a framework in which UNICEF could support and encourage cooperation of "both the governmental and non-governmental sectors." The Board accepted the main findings of the document, including those dealing with the broad variety of non-governmental organizations.^{107/}

1982 was, in fact, a busy year in the long story of UNICEF/NGO relationships. The study on reaching the children and women of the urban poor^{108/} carried examples of non-governmental organization participation in several countries and recommendations for greater collaboration with the NGOs. Reports from field offices showed an upsurge of cooperative activity. Members of the Executive Board encouraged closer UNICEF cooperation with non-governmental organizations recognizing their "unique contribution" to programmes not only through mobilizing community support but also their efficient use of human and

*Specific references to NGO programmes, in fact were made in each of the country profiles submitted to the 1981 session of the Executive Board.

financial resources.^{109/} And the Executive Director referred to the partnership between UNICEF and the NGO Committee on UNICEF as a "key mechanism" in promoting increased cooperation in country programmes, given its "continued dialogue" with the Secretariat.^{110/} The recent reports from the field and the succession of studies on basic services, women and development, urban services and cooperation at intermediate and sub-national levels led to the recommendation that UNICEF country programmes include provision for NGO participation and that funds be set aside within each country programme for assistance to NGOs as agreed to by the government concerned. By 1983 agreements had been reached with governments in several countries to extend UNICEF support to coalitions of national NGOs in such areas as abandoned children, infant nutrition and urban services.

Given the changes in UNICEF due to its position as lead agency in advocacy for children everywhere, and its expanding relations with old and new organizations, 1982 also seemed to be the time for another study. Martin Ennals, former Secretary-General of Amnesty International, was commissioned to prepare it. Entitled simply "UNICEF and Non-Governmental Organizations," it covered a series of reflections not only on NGOs but also on UNICEF National Committees and the UNICEF Secretariat itself, as well as recommendations for the future. Members of the NGO Committee on UNICEF were invited to comment on the Ennals report. Their observations and reservations on one or another recommendation are set forth in a separate document.^{111/}

Proposals made over the preceding years surfaced again with respect to making funds available to development projects of non-governmental organizations within the UNICEF/government framework. Of particular interest to NGOs is the recommendation that information on NGOs and the NGO Committee on UNICEF be included in the training programmes for UNICEF field staff. Planned and coordinated visits of NGO and National Committee representatives to "noted" or "adopted" projects were also suggested.

Complacency, however, has never been a feature of either UNICEF or NGO statements on their relationship although sometimes they read like a long-lasting exercise in mutual admiration. Over and over again both were continually listing ways in which NGOs could help or participate in UNICEF's work, presumably for their mutual use and benefit. Even so, still in 1982, the Chairman of the NGO Committee on UNICEF felt it necessary to tell the Executive Board that while there were many examples of NGO relations with UNICEF field offices, this was due to individual initiatives "rather than to well-accepted, coordinated policies to encourage NGO participation in various aspects of country programmes."^{112/} And in 1983 the policy review paper to the Board on UNICEF's external relations,^{113/} pointed out that despite many previous efforts it did not find the "level and intensity of UNICEF's cooperation with NGOs commensurate" with their "actual and potential value."

The special cooperative relationship between NGOs and UNICEF in relief and emergency situations has been described above. Still other types of field level cooperation have mushroomed with the "Child Survival Revolution", and the "expanded programme of immunization" and the Executive Director's reports point particularly to yet another "dramatic" or "accelerated" increase in the involvement of non-governmental organizations in programmes of priority concern to UNICEF.^{114/} He pointed out that collaboration and support of

non-governmental organizations and networks, should be enlisted - "as is common with UNICEF" - not only in relation to CSDR but other UNICEF priorities as well. His communications to regional directors, UNICEF representatives, headquarters staff and field information officers state that "NGO support in these initiatives is desirable not only for advocacy and fund-raising but also for raising standards."^{115/} And he recommended to field officers an exchange of information on country level activities and the participation of the relevant INGO affiliates in country programme preparations "where appropriate and possible", such as the situation analysis. The field officers are now requested to include in their annual reports to UNICEF headquarters an account of their activities with non-governmental organizations. There is thus the beginning for the first time of a running record by field offices of the many and varied types of non-governmental organization involvement in practically every area of UNICEF concern.

:Factors affecting NGO/UNICEF relations

Several factors that impinge on the development of UNICEF/NGO relations have been pointed out over the years. Chief among them is the fact that UNICEF works with governments and they must approve any NGO involvement.* In the 1950s some Latin American Governments had to be reassured that NGOs were not competing with them. In certain newly independent African nations the term non-governmental tended at first to be perceived as anti-governmental. Nevertheless in many instances local NGOs were chosen by a particular government as executing agencies for a UNICEF-aided programme. UNICEF/Government plans of operation for country programmes at times included the specific participation of one or another non-governmental organization, as even a quick glance through the project proposals presented to the Executive Board will reveal.

While there are still governments with a chronic mistrust of organizations they do not control, there has been considerable change over the years. UNICEF's interest in cooperation with non-governmental agencies has undoubtedly had a positive influence on governments, and they as well as UNICEF have come to recognize there is too much to do to try to be exclusive about it. It would be difficult today to find a UNICEF-assisted country where there is no non-governmental involvement. The UNICEF field officer is usually viewed as a bridge between governments and the non-governmental sector, a function the NGOs have welcomed and feel should be further developed.

UNICEF country officers are the key figures in field level relations and their attitudes have varied widely over the last three decades. In the early years especially it was possible to encounter in some of them a kind of hostility toward non-governmental organizations, which they considered to be more of a nuisance than anything else. Still others, though sympathetic but with a busy office and a small staff, felt they had no time to develop relationships and sometimes representatives of INGO national affiliates, encouraged by their international headquarters to contact the UNICEF representatives, were given a

*The resolution establishing UNICEF in December 1946 (571) provided that "The Fund shall not engage in activity in any country except in consultation with, and with the consent of, the Government concerned."

cool brush-off. Many country representatives had no knowledge of the NGO/UNICEF relationship, much less the existence of INGOs or of any affiliates in their area. The basic UNICEF mandate to "work with governments" inhibited many, and to them headquarters approval of NGOs was not compelling. Even directives from UNICEF headquarters seemed to be vulnerable to subjective interpretation.

INGO affiliates and voluntary agencies themselves failed utterly to endear themselves to UNICEF country representatives when they approached them primarily for funds unrelated to possible cooperation for common objectives. Moreover, particularly in the earlier days, affiliates of INGOs were viewed both at UNICEF headquarters and in the field as elitist groups, centred in the capital city and with little outreach. And there can still be found some lingering aversion to the "establishment" NGOs, without recognizing the changes they, too, have undergone--and quite apart from what they have accomplished over the years.

Even through the early years, however, there were also field officers who found it useful to exchange information with local agencies without thinking in terms of NGO/UNICEF relationships. Some few sought out the affiliates of INGOs with which they were familiar and a rare few helped the non-governmental groups to work together. In any case, there was an enormous amount of ongoing cooperation of various kinds but since much of it was believed to be "unofficial" (i.e not specifically mandated by UNICEF), it was not regularly reported.

That UNICEF staff members have varied widely in their views of field level cooperation with non-governmental agencies is an understatement. Obviously the field officer's own programme interests and concept of this cooperation and his/her experience with particular NGOs colour the assessment of its usefulness. One will point to NGO flexibility from a management and administrative standpoint, and another will say NGOs are losing flexibility and becoming more bureaucratic. Other criticisms have charged non-governmental organizations with elitism, staff that is not fully qualified, projects that prove too ambitious, political orientation (e.g., in some developing countries where the "First Lady" is the president of the principal NGO) local rivalries, inadequate local experience or ineffectiveness on the part of international NGO representatives in stimulating action.

Others state categorically that many of the INGOs have successfully stimulated action programmes at the local level and "created an atmosphere favourable to UNICEF that the staff could not have done," that UNICEF should have been more aggressive and enlisted their cooperation earlier. One also finds former field officers who have found cooperation with voluntary agencies "most rewarding" and that to turn them away is "very foolish." Support for them, they say, supplements what the government is doing; it is useful to seek them out and establish relations with them; they are needed for any progress in "community participation" since they work closely with people at the village level.

According to some officials with long and/or direct experience in the field many of the INGOs have developed considerable expertise, which has led to a sharing of the work to be done. They recognize the INGO affiliates along with national and local organizations which have no international affiliation. In

some countries they have worked out criteria for NGO involvement in the UNICEF-aided programme that satisfy the government concerned and have evolved simple procedures for their participation. And there is also the programme officer who will give an enthusiastic account of shared projects, of voluntary agencies providing technical expertise, designing together with UNICEF field staff appropriate equipment both would use, and providing low cost operating efficiency and wide networks or infrastructures that facilitate broader rural development and other programmes.

By 1982 Regional Directors are saying that UNICEF representatives "should be alert to ways in which various levels of Government can be influenced for work with NGOs" and more should be done to identify ways in the developing countries by which NGOs can influence Governments. Both these matters "require initiatives on the part of UNICEF representatives."

:Special problems

Difficulties do remain, however. Among those frequently mentioned are the problem of selection in countries where local organizations are extremely numerous and the confusion that arises where several UN agencies are operating in the same country and also seeking non-governmental organization cooperation. This can be a problem for the INGOs as well, which, while they have their own programmes, feel pulled in several directions in the effort to be cooperative. The need for NGO coordination at the national and local levels is often expressed by UN agency officials. The reverse of this is the conviction on the part of many INGOs that the approach of the whole UN system is too compartmentalized vertically and a little horizontal coordination among its departments and agencies would greatly further their different as well as common objectives.

Obstacles to field level cooperation arise when national organizations or INGO affiliates are unknown to or not approved by the government or when there is disagreement between them; when popular participation or "grass-roots action" is seen as political (i.e. contrary to government policy), or the activity of vested interests (usually elite groups) resistant to change; when there are changes in government and consequently ministry personnel or when governments create feelings of competition between UNICEF and the non-governmental organizations, playing off one group against another; or again when there is a lack of communication between the non-governmental sector and the government.

There are other obstacles on the NGO side also, for example, when UNICEF and voluntary agency programming cycles differ; an NGO adopts a too critical or confrontational stand vis-a-vis the government; there is reluctance, if not a clear refusal, on the part of some organizations to work too closely with a government either for political reasons or for fear of being "taken over" (insistence on their identity and autonomy being another pervasive NGO characteristic). And there surface on occasion those irrepressibly human factors in the development of relationships -- personalities; the protection of one's turf, whether by a government minister, a UNICEF staff member or NGO field representative; or when inter-agency or inter-NGO tensions or rivalries are uncomfortably evident.

It is clear from even so summary a review as the present paper that both in UNICEF and among the INGOs there is a recognized need to reach beyond the

limited conventional forms of cooperation such as information exchange and funding to real programme cooperation and consultation. Field level co-operation is more successful and effective when UNICEF builds on the interests and activities of the non-governmental organizations or when, in other words, in eliciting support for a UNICEF programme the UNICEF field officer helps the local organizations to understand how their cooperation is also of benefit to them, not, of course, in terms of "doing their own thing", but in the broader context of their society. And UNICEF has played a major role in facilitating relations with governments, assisting non-governmental organizations to initiate new programmes and in getting them interested in new approaches.

On the INGO side of the equation, for effective cooperative activity, the international headquarters must evince continuing support, if only in terms of interest, for the involvement of a national affiliate it has promoted in a particular project. Obviously the projects it promotes or actually sets up must be what the local people need and want, not, as has sometimes been charged, what appeals to an NGO in a developed country. National or local affiliates of INGOs involved in UNICEF-related projects should be made aware of the relationship of this activity to the concerns and the representational function of their international organization vis-a-vis the UNICEF Secretariat and the Executive Board. INGOs wish to be kept informed when UNICEF directly engages the cooperation of an affiliate, if only as a matter of courtesy. They also feel that they could be helpful to UNICEF in pointing out the affiliates whose cooperation would be the most productive or beneficial.

Communication between INGO headquarters and national affiliates is another basic element in the NGO/UNICEF relationship and has a direct bearing on its strengths and weaknesses. It is a three-way process, from the INGO representatives to UNICEF, to their headquarters, to the local affiliates, and unfortunately constraints of time and money can occasionally inhibit or interrupt the flow. Timely communication from UNICEF to INGOs and from them to affiliates, as well as the reverse process, remain a perennial problem.

Some INGOs are federations. In this type of structure it is the national affiliates which choose the programme on which they wish to concentrate and any other national organization with which they may wish to work. However, national affiliates are more likely to respond to suggestions for programmes or activities when these come from the international headquarters. They also find they have more prestige, as it were, or are in a better position vis-a-vis the local government if they are affiliated with an INGO that has consultative status with UNICEF.

There are other kinds of difficulties NGOs encounter, however, in the relationship. Some cite the lack of "institutional memory" on the part of UNICEF. One example cited is the problem of street children, which was first addressed by UNICEF in 1959 but then, as social services for children were deemphasized or absorbed into basic services, it dropped from view and much good preventive work never took place. Now the problem has been rediscovered.

Changes in emphasis by UNICEF present a problem of continuity in programming for some NGOs. The interest of others wanes, as noted above, when the new focus is perceived as too narrow, or not related closely enough to the organizations' own programme. Too much time can be wasted, they feel, in

attempts to mesh with the shifting emphases which could be more profitably spent further developing the programmes in which they are already engaged. They also point with regret to the lack of follow-up in many instances. Other difficulties present themselves when there are personnel changes in UNICEF staff or governmental ministries, and also when these occur among their own staff members and/or representatives.

All noted -- and unnoted -- difficulties notwithstanding, it is abundantly clear that "field-level cooperation" has grown and multiplied in countless ways. As Alice Shaffer, the first UNICEF representative assigned to the Americas, said a decade ago, "After some thirty years of working together, the NGOs are much more active in new and different ways. But they were present and working hard from the very start and with the same dedicated spirit, as the newer developments continue to reveal." In sum, the direct or indirect involvement of non-governmental organizations in or with UNICEF-aided programmes has been repeatedly recognized by UNICEF for the services they deliver, their direct and effective contact with the most vulnerable groups, the availability through them of local resources; their potential for calling attention to unmet needs, for advocacy with officials at various levels and with the general public and for extending services to districts beyond those in which a government may have asked UNICEF to concentrate.

The NGO Liaison Office

In the steady development of the NGO/UNICEF relationship, the NGO Liaison Office has played a crucial role. Its success over the years has been due in no small measure to the persons who headed it, each of whom made a distinct contribution to the progress of the relationship. In the early days when the NGOs were trying without too much success to exercise their consultative function as they understood it, they had the benefit of the effervescent faith in UNICEF and the NGOs of Grace Holmes Barbey, who served from February 1949 to September 1965. She had, in fact, championed the idea of the relationship and had presided at the INGO meeting which set up the original NGO Advisory Committee (cf. p. 3). Her unflagging enthusiasm and encouragement did much to offset the diffidence encountered among members of the Board and some in the Secretariat, and the prevailing emphasis on NGO information and fund-raising services. Convinced though she was that neither the UNICEF Secretariat nor the Board "had the foggiest notion of what consultative status was all about," as she put it, she remained persistent and supportive of NGO suggestions and viewpoints. Her warm welcome created a cheerful atmosphere in which the fledgling NGO Committee on UNICEF developed the spirit of co-operation that came to characterize it, while the individual INGOs moved forward undeterred to develop their own positions vis-a-vis UNICEF and its stated objectives. After every one of her many trips to countries assisted by UNICEF, Grace brought back reassuring reports of activities of INGO national affiliates which had been sparked by the work of the NGO Committee on UNICEF. She was a favorite speaker at INGO conferences and other meetings and her active presence over the years remained a heartening factor in the evolution of the NGO Committee itself.

In January 1959 Grace Barbey was joined by David Haxton, who had an NGO background as former Secretary-General of Junior Chamber International and was appointed to help implement the recommendations in the Acton Report (cf. p 58). Crisp, brisk and business-like, he set about learning what each of the INGOs

and their affiliates were doing and sought suggestions from UNICEF personnel for projects which could benefit from joint UNICEF/NGO participation. He prompted assistance from NGOs for programmes for which UNICEF could not provide all the aid necessary or which were outside its scope, and he made specific suggestions as to what equipment NGOs might supply a particular project. He moved to establish direct links between UNICEF and the INGO national affiliates and stressed the need for a directory of national groups by country, primary interest and project, for use by UNICEF personnel.

Elena Mederos de Gonzalez, formerly a Programme Officer in Bogota, succeeded Haxton when he became country representative in Peru (September 1962). She had an eminent social welfare background, and brought to the Liaison Office highly knowledgeable developing country experience, deep competence and a practical approach. She, too, was warmly welcoming to the INGO representatives and seriously interested in their views. In her gentle, quiet, but very persuasive way she made it her "platform" to develop closer relations between UNICEF Programme Officers and the INGOs for the useful coordination of activities, and she sought also to broaden the scope of UNICEF/NGO relations within countries. She had a realistic appreciation of the meaning of consultative status and her interest lay in its substantive aspects, which she sought to deepen and further. The NGO Workshops on the Young African Child (1966 in Addis Ababa, cf. p. 30) and on the Changing Family in Latin America (Santiago, 1969, cf. p. 31) benefited from her tactful guidance and support. Her memoranda to the Executive Director on the functions of the Liaison Office and on the actual and potential INGO contributions to UNICEF's objectives and programmes did much to strengthen their relations with UNICEF and move them forward. Elena continually brought NGOs to the attention of governments and interpreted the work of the INGOs to regional directors, to whom she submitted information on the activities of their affiliates, and she pushed for the presence of INGO representatives as observers at UNICEF regional meetings (i.e., in the Americas and Africa in 1964). Her thoughtful analyses of the situation of women and children and of non-governmental activity in the countries she visited were shared with the NGO Committee on UNICEF and its members had a sense of progress in their relations with UNICEF generally.

When Elena Mederos retired (at the end of 1967), John Charnow, then Secretary of the Executive Board, took over the duties of the Liaison Office in addition to that of Board Secretary. It is difficult to describe his many-faceted contributions to the NGO/UNICEF relationship. With his understanding of the Executive Board, the Secretariat and UNICEF-aided programmes, his comprehension of the various kinds of international NGOs and the way they work, and his clear perception of the meaning of consultative status, he became mentor, guide, and problem-solver for the INGOs and the NGO Committee on UNICEF. Even before he became Liaison Officer, members of the NGO Committee were registering their appreciation of his helpfulness. Practical, energetic, friendly and forthcoming, Jack, as everyone called him, brought out in various ways the value of the cooperation of NGOs, stressing particularly their flexibility and their innovating potential. He arranged that their statements to the Board were timed to the discussion of the relevant agenda item and in general sought to ensure that the INGOs were not forgotten in the development of policy.

Jack Charnow early recognized that it would be useful for INGOs, including their national affiliates, and UNICEF personnel to come together at the

planning stage "to make the best use of all resources." He encouraged this wherever possible, urging field officers to get to know and involve INGO affiliates. He facilitated INGO input into UNICEF-sponsored studies, and did not fail to give INGO representatives good--and sometimes admonitory--advice on how to improve their exercise of the consultative function at UNICEF headquarters and in the field. He promoted closer communication between the Liaison Office and headquarters of the INGOs, personally visiting some fifteen of the latter. He recognized that involvement with UNICEF was only one aspect or element in overall INGO programmes, and in consultation with individual INGO representatives sought to establish and strengthen the link between UNICEF and INGO objectives and activities. Visits to UNICEF-aided projects were always facilitated for INGO representatives traveling abroad.

Sheila Barry, who served as Jack's assistant from February 1975 to June 1981 when he retired, shared his philosophy of NGO/UNICEF relations and brought a bright spirit of cheerful encouragement to the Liaison Office. She stressed the "two-way" concept of the NGO/UNICEF relationship and presided over the extension of liaison services to the growing number of NGOs newly interested in UNICEF as a result of IYC, most of them not in the usual consultative relationship. Creative and action-oriented, her relations with the NGO Committee were stimulating to both the Committee and its members, who greatly regretted the limitations on her time imposed by the many other responsibilities given her. These were considerably increased when in 1981 the Liaison Office became part of the new Office for Non-Governmental Affairs, which she headed until 1985, and which serves also as the secretariat of the UNICEF External Relations Committee, its task forces and working groups. Among the INGO representatives there was more than a little uncertainty as to the eventual effects of the change on the overall relationship.

This was fortunately offset by the work of Kathleen Cravero (herself formerly an INGO representative) first as Sheila's assistant and then as Liaison Officer on her appointment to that post in 1983 with the specific function of handling NGO relationships. This was the first time in some fourteen or fifteen years that there was a full-time post for liaison with NGOs, thus restoring it to the role it had in the beginning. "Kathy" Cravero considerably eased the transition to the new position of the Liaison Office in the expanded Office for Non-Governmental Affairs. She won the heartfelt appreciation of the NGO representatives for her quick, clear understanding, her direct and level-headed presentation of NGO interests and her ever-willing helpfulness. The NGO Committee on UNICEF benefited from her keen and concise analyses of NGO programmes and workshops. Her departure in August of 1984 for another UNICEF post occasioned a deep sense of loss among the INGO representatives.

During this latter period also, the NGO Committee and its member organizations benefited from having the support of an NGO Liaison Officer assigned to UNICEF's Geneva Office, Marjorie Newman-Black, formerly the national officer in UNICEF's Kingston Office. INGO representatives have found her most helpful and greatly appreciate her assistance to the NGO Committee activities in Geneva and her support to its on-going working groups there. She has played a key role in actions taken by the INGOs in relations to children's rights. Her warm personality, openness, ability to listen, and skillful guidance have won the confidence and respect of the INGO representatives.

UNICEF's Geneva Office, noted for the significant contributions and general helpfulness of Edward Marks and Jeanne Vickers, has a long record of service to international and national NGOs in providing information on UNICEF's objectives and programmes, and it is now the main office for the support of development education activities. For many years INGOs have made extensive use of the development education materials prepared by Jeanne Vickers, sometimes in cooperation with an INGO for a special programme with its national affiliates.

Over the past decades the INGOs and the Liaison Office have enjoyed a true partnership. Through the Liaison Office the INGO representatives had a sense of being listened to, of belonging to the UNICEF family.

The Office recognized that INGOs had a number of priority interests of their own. It welcomed their ideas, was receptive to new initiatives and supported and facilitated what the NGO Committee on UNICEF felt it was necessary or would be useful to do. In short, it has been a precious and productive relationship and the INGOs look forward hopefully to its further development.

Conclusions

There is no question that in the relationship between UNICEF and the international non-governmental organizations, with which this paper has been mainly concerned, there has been a steady growth, a gradual maturing process in a mutually congratulatory atmosphere. The "partnership", despite its unfulfilled promises, may be said to have reached a certain high point of development, built over the decades through a long progression of highly creditable achievements. Some conclusions emerge from even a cursory overall view, however, which posit certain questions and suggestions for the future of the "channels" of cooperation. These are based mainly on the opinions expressed both by a number of NGO representatives and UNICEF staff members as well as personal experience as an INGO representative and participant in many of the activities discussed.

:The NGO Committee on UNICEF

The NGO Committee on UNICEF has grown from the first compact group of thirteen highly dedicated INGOs in consultative status, to a widely diversified membership of over 140 organizations, some of them formed within the last couple of decades, some of them technical or markedly specialized, and the sum total representing differences not only in aims and programmes but also in the degree of their interest. The principal bond among them, of course, is their relationship to UNICEF and their commitment to its objectives for children. Emphasis in advocacy has shifted from UNICEF qua agency (its position in the international community now established and unquestioned), to the still unmet needs of various groups of children, a shift reflected, for that matter, in UNICEF's own information activities.

It does not seem, however, that this betokens a change in the stated purposes of the NGO Committee on UNICEF; it does suggest perhaps a need for change in its present pattern of activities in order to be of service to its many disparate members. Many INGOs feel the NGO Committee represents a convenient means for facilitating working groups of interested and relevant NGOs on a specific subject in the expanding roster of children's needs and problems

coming to the world's -- and UNICEF's -- attention. The role the NGO Committee has played many times in organizing seminars or "forums" in anticipation of Executive Board discussions remains a useful one and one not easily replaceable. While one or another UNICEF staff member may know NGOs (in the broad sense) with a particular potential or competence in a given area, the NGO Committee provides a much larger and wider audience or constituency whose concern and commitment to UNICEF's objectives it is in UNICEF's interest to maintain. For UNICEF itself the Committee remains a convenient vehicle for communicating information on programmes, trends and issues of concern through appropriate meetings between Programme Officers and the NGO Committee or its working groups with the kind of dialogue which prompted the Executive Director to call it a "key mechanism" in promoting cooperation in country programmes (cf. p.67).

In facilitating such dialogue as well as in the various collective activities on which it has embarked, the NGO Committee on UNICEF has invariably had the encouragement and support of the NGO Liaison Office. The elected leadership of the NGO Committee has in the past been consulted and involved in the review of the work of the Liaison Office and in the development of its programme. This was a result of a recommendation in the 1967 Memorandum of the Liaison Officer on relations with non-governmental organizations, which stated quite succinctly that "This is essential if the international NGOs generally are to regard the relationship as one of mutual advantage and worth the additional effort on their part in achieving the strengthened emphases." This would seem to be even more true today when non-governmental organizations, both international and national, have developed a comfortable sophistication about inter-governmental agencies in general and can operate their own programmes in the international arena quite independently and effectively.

:The consultative relationship

Today in UNICEF's use of the term "NGOs," the distinction is rarely if ever made between the numerous other entities at the national and local levels supportive of UNICEF programmes and objectives and the international NGOs in consultative status with UNICEF. This relationship is still not clearly understood, in some cases is not even known, and, it may be said, has never been fully utilized either by UNICEF or the consultative NGOs themselves. The status with UNICEF seems, in fact, to have lost much of its original meaning and UNICEF welcomes advice or "expertise" from any organization or group with the necessary competence and experience, whether in consultative status or not.

This raises the question both for UNICEF and for the INGOs as to what the role of the latter is or should be at the international level and a mutually agreed upon answer is clearly needed. The original UNICEF view of INGOs, which valued them primarily as fund-raisers, disseminators of information and advocates for UNICEF, never really died out and can still be found among a number of Secretariat members, who are not particularly receptive to working with NGOs at the international level. Over time, this attitude seems also to have had an effect on some of the INGOs, which either settled into the information role or decided they were not being listened to and lost interest in pursuing the consultative aspect of the relationship. Many also, like the Secretariat, are more action than "advice" oriented and tend to think of the relationship in terms of programme or project cooperation. The tendency throughout the UN system -- not only in UNICEF -- to reach beyond existing

relationships and organizations and to turn to sources of strong technical competence in view of the new and complex issues to be faced is a challenge with which all INGOs in consultative status now have to deal.

For an effective partnership, at whatever level, contacts with the UNICEF Secretariat are of great importance. Obviously the INGO representatives have the primary function of keeping their organizations informed of UNICEF trends and activities and in providing timely information on their organizations' views to UNICEF. Much of the success of the relationship depends on their personal skills, their ability to analyze situations and documents and the imagination and creativity they bring to showing their organizations how and where co-operation with UNICEF can or could usefully occur. The impact and quality of the relationship thus depends on the NGO representative as well as on the degree of support he/she receives from the organization's headquarters.

The INGOs and their representatives are not without difficulties, which they alone can remedy. Most have small headquarters staff and modest budgets, of which certain parts are earmarked for specific activities. A busy secretary-general, in addition to the routine responsibilities of the post, is faced with an over-abundance of reports and documents, among which lie the reports from the organization's representative at UNICEF and usually one or more other UN bodies. Time here, too, becomes a factor to be reckoned with, though it is less a problem for those INGOs for whom UNICEF is their major programme focus.

The representative at UNICEF, as at any other agency, is most effective when he/she has the support of the organization's headquarters or policy-making body, knows what action is taken on his/her reports, is regularly informed on the organization's activities and receives policy directives in relation to his/her representational function. To facilitate all this, several organizations have appointed a special officer or committee to handle their relations with inter-governmental bodies and invite their representatives to meetings of their international executive board.

The Liaison Office also has an important role in the consultative relationship, especially in making the link between UNICEF concerns and programmes and those of the INGOs. Over the years, the Liaison Office in the view of almost all the INGOs, has been "helpful," "useful," assuring the "most satisfactory relations of any UN agency." In some recent years there has emerged a feeling, however, that it should be strengthened, that it would be more helpful if the Liaison Officer had adequate knowledge of the field level, preferably field level experience, and of the INGOs and how they work in other parts of the UN system, that he/she should not be burdened with other responsibilities that affect his/her availability for consultation and distract attention and time from what could be of mutual benefit to both UNICEF and the INGOs.

Certain misconceptions still persist. One finds references, for example, to INGOs being based "mostly in Geneva or New York," when actually the reference is to their representatives to UNICEF. INGOs are sometimes thought of as European advocacy groups for UNICEF, and there is little knowledge in officialdom of the number of their affiliates in developing countries, which has increased considerably since 1949.

There is also a sense of frustration felt by INGO representatives, who in the past had direct contact with the UNICEF officer in charge of a particular programme area, when they encounter a rather recent tendency to shift them back to the Liaison Office. They are accustomed to having these contacts facilitated by the Liaison Officer, who they strongly feel should not be used as a buffer between them and UNICEF Secretariat.

The greatest frustration expressed by NGOs, however, concerned those instances in the past when UNICEF virtually ignored a special report prepared for it, or, in the case of a cooperative project in the field, the NGO partner was not mentioned in the UNICEF report. This explains the lingering suspicion that UNICEF is wooing NGOs for what they can contribute while the predominant emphasis on NGO advocacy still encountered in much of the UNICEF Secretariat reinforces the impression -- rightly or wrongly -- that the NGOs are being "used" for specific activities rather than being considered in the context of their own character and function and of the overall NGO relationship to UNICEF.

Not surprisingly, INGO views on the consultative relationship itself vary widely from those that find it completely satisfactory and beneficial to the few who feel they don't need it -- personal and local relationships being more important to them -- or have derived no particular benefit from it, or who feel the benefits cannot be assessed. For most, however, it is a valuable and valued relationship, a source of information, documentation and advice, with UNICEF the "easiest UN agency to work with." The awareness of situations and trends which the relationship provides has broadened the INGO horizon, often enriched their programmes, led to an expansion or an improvement of their activities or stimulated changes or entirely new programmes. In some cases it has helped the establishment of affiliates in developing countries, while mention in UNICEF publications or talks has strengthened the position of an NGO vis-a-vis the public or a particular government. Others have found that the relationship has served to revitalize national affiliates and for many, especially in primary health care, UNICEF has been a valuable resource and model.

The positive aspects of the consultative relationship have been noted elsewhere along with the significant development of NGO/UNICEF cooperation and dialogue at the national and local levels. There are undoubtedly still many productive opportunities for the consultative process to be implemented if the 1985 session of the Executive Board is any indication and the expressed commitment to find the proper methods to include NGOs in the planning process is fulfilled. The NGO Committee on UNICEF, given the varied experience of its members, might provide the occasion for a useful dialogue to explore the subject with UNICEF staff.

:Field-level cooperation

In general INGOs view cooperation at the field level with favour, considering that it gives impetus to the programmes of affiliates and provides a "living contact" at that level. Though the present review is far from exhaustive, some suggestions have emerged from it, both from INGO representatives and from UNICEF field officers. Among them are the following: The specific objectives of the partnership in a programme or the relationship between the UNICEF programme and that of the NGO should be made very clear at the beginning. NGO projects should be their projects, even when UNICEF helps and supports them,

or as one field officer put it, "they should not be UNICEF projects that the NGO works in." In other words, the desire of NGOs to maintain their own identity should be understood and respected. Some feel a more systematic involvement of the Programme Officers is desirable, that more importance is attached to an INGO initiative when the Programme Officer has given it his blessing and starts the pertinent dialogue with the field office. More use could be made of NGO studies and analyses of the needs of children. Though some field officers have brought non-governmental organizations together on a regular basis for programme discussion and procedures, many more could do so. This is especially helpful when the NGOs lack contact with one another. There is a need for channels whereby UNICEF can consult quickly with individual as well as groups of NGOs on specific questions or for help in a particular country. When regional or country representatives are in New York or Geneva, meetings between them and the INGO representatives should be arranged. This has been done sporadically in the past through the NGO Committee on UNICEF. Thought should be given to how the consultative relationship can be extended to provide for NGO participation in UNICEF's regional and inter-regional programming workshops and the more general working meetings at headquarters on specific agenda items with outside experts.

If, as some recommend, the country office should identify appropriate areas for NGO co-operation, the size of the staff, its knowledge of NGOs and its experience in dealing with them must also be taken into account. There are some who claim that an orientation on working with NGOs should be a requirement for appointment to a field office. There have been random suggestions that there should be regional NGO liaison officers. It has also been proposed from time to time that UNICEF aid go directly to NGO projects in a country apart from the country plan of operations, a procedure not guaranteed to win enthusiastic government approval. Governments tend to see this as taking away from their resources what their own services could use better.

In working through the written and oral record of NGO/UNICEF relations, one is struck by the contrast between the ferment of activity taking place throughout the various levels of UNICEF/NGO relations and what seems to be a need, recurrently expressed at the administrative level, to do something constructive or "strengthening" about them. In the search for some desired "mechanism" it is arguable just how much field level relations, for example, should be institutionalized. While consistency in NGO/UNICEF arrangements is eminently desirable, so is flexibility and the case has been made for country-to-country variations. On the consultative level, if there is to be a positive response to the forty-year old INGO wish -- variously expressed -- for effective consultation in policy preparation and programme planning, it would seem that broad enough guidelines could be devised based on past experiences and consultative models in certain other UN bodies.

In 1980 at the final meeting of the NGO/IYC Committee, the Executive Director, James Grant, called NGOs "indispensable in the achievement of UNICEF's mission." And he added, "As we look ahead, we see evolving in the United Nations the articulation of a whole new family of social goals for whose successful attainment the leadership of NGOs will be crucial."

In the same year the Chairman of the UNICEF Executive Board, Dr. Zaki Hasan, expressed in an interview his conviction that the "potential for NGO cooperation with UNICEF is unlimited. Progress had been made but there is need for more."

It is that "more" to which the INGOs look forward realistically, for the achievement in the coming decades of a more fulfilled and mutually rewarding partnership.

If the hopes and aspirations which the peoples of the United Nations enshrined in the Charter are to be fulfilled, multilateralism, as embodied in the United Nations, needs its champions; they must speak more boldly and knowledgeably. Such champions are to be found not only amongst the Governments of Member States. They exist in all walks of life, including academic institutions and the world media. I wish, in this connection, to refer specifically to the many non-governmental organizations which share the goals and, in many instances, the work of the United Nations. I am convinced that, in the coming years, the United Nations will need to place even greater emphasis on close communication and cooperation with these organizations. They constitute an essential extension of the capacity of the United Nations to reach its global constituency.

Javier Perez de Cuéllar
Secretary-General of the
United Nations

Excerpt from Report on the
Work of the Organization.
September 1986

ANNEX I

Rules Governing the Relationship of the Non-Governmental Organizations with the UNICEF Executive Board, adopted April, 1952

Provisional Agenda

1. The provisional agenda of sessions of the Executive Board shall be communicated to the Non-Governmental Organizations Committee on UNICEF and its members at the same time as to members of the Executive Board.

Consultations

2. The Executive Board may consult with the representatives of the NGO Committee on UNICEF or its members either directly or through a Board Committee established for the purpose. Such consultations may be arranged on the invitations of the Executive Board or the Committee established under this rule, or on the request of the NGO Committee or its members.

Attendance at Meetings

3. The NGO Committee on UNICEF or its members may designate representatives to attend public meetings of the Executive Board, and the NGO Committee shall notify the Executive Director accordingly. Those members of the NGO Committee who have been invited to speak shall be seated at the table. The names of all those attending will be entered into the record.

Written Statements

4. Written statements relevant to the work of the Executive Board may be submitted by the NGO Committee or its members. Such statements shall be circulated by the Executive Director to the members of the Executive Board except those statements which have become obsolete, e.g., those dealing with matters already disposed of.
5. The following rules shall be observed regarding the submission and circulation of such written statements:
 - a) The written statement shall be submitted in one of the official languages.
 - b) It shall be submitted in sufficient time for appropriate consultation to take place as provided in rule 2.
 - c) Due consideration shall be given to any comments which the Executive Director may make before the document is prepared in its final form.
 - d) A written statement submitted by the NGO Committee or one of its members will be circulated in full if it does not exceed 2,000 words. Where a statement is in excess of 2,000 words, the NGO Committee shall submit a summary which will be circulated or shall supply sufficient copies of the full text in the two working languages for distribution. A statement will also be circulated in full, however, upon the specific request of the Executive board or any of its Committees.

ANNEX I Cont'd

Oral Statements

6. Members of the NGO Committee represented at meetings of the Board may be called upon to address the Board by arrangement with the Chairman of the Executive Board or any Board Committee that may be established in connection with rule 2.

Excerpt from the Rules of Procedure of the Executive Board
(E/ICEF/177/Rev.4 18 January 1982).

Rule 60

"Observers from:

.....
.....

- e) a non-governmental organization having consultative status with UNICEF.
- f) the Non-Governmental Organizations Committee on UNICEF
- g) a recognized UNICEF National Committee;

may attend meetings of the Board and its committees of the whole and may submit written statements on matters within their competence that are relevant to the work of the Board provided that statements by non-governmental organizations shall be submitted either in conformity with the Economic and Social Council resolutions applicable to them or with the approval of the Board. Observers may be called upon to address the Board or Committee by arrangement with its Chairman."

Rule 61

"The Board may, when it considers it appropriate, invite other intergovernmental and non-governmental organizations to designate observers to attend its meetings or those of its committees of the whole when matters within their competence and of concern to them are discussed.

ANNEX II

Present Terms of Reference of the NGO Committee on UNICEF

1. To facilitate a two-way exchange of information and experience between UNICEF and NGOs at international and/or national levels, recognizing the assistance and support which each can give to the other.
2. To encourage consultation and cooperative efforts among NGOs and between NGOs and UNICEF on child-related matters.
3. To provide a forum for the substantive discussion of UNICEF policies and programmes and of issues related to children generally.
4. To stimulate, through member organizations and their affiliates, activities in child-related areas which are or should be the concern of UNICEF.
5. To encourage, also through member organizations and their national affiliates, greater understanding on the part of the public and governments of the needs of children as well as of the purposes, programmes, and accomplishments of UNICEF.
6. To encourage member organizations of the Committee through their national affiliates to document, and make known to UNICEF, special and unmet needs of children, and to stimulate activities on the community level in cooperation with UNICEF and other concerned groups.
7. To share with UNICEF innovative and successful programmes undertaken by NGOs on local, national and international levels.
8. To devise ways and means to involve other non-governmental organizations, not in consultative status with ECOSOC, in programmes for the benefit of children.

ANNEX III

THE NGO COMMITTEE ON UNICEF

| <u>YEAR</u> | <u>CHAIRMAN</u> | <u>ORGANIZATION</u> |
|-------------|---|--|
| 1950-1951 | George Th  lin (First Chairman of the Advisory Committee, based in Geneva) | |
| 1951-1952 | Miss Mary Dingman | International Union for Child Welfare |
| 1952-1953 | Miss Mary Dingman | International Union for Child Welfare |
| 1953-1954 | Mr. Norman Acton | International Society for the Welfare of Cripples (Rehabilitation International) |
| 1954-1955 | Mr. Norman Acton | International Society for the Welfare of Cripples (Rehabilitation International) |
| 1955-1956 | Mrs. Gordon Freeman | International Council of Women |
| 1956-1957 | Mr. William Kemsley | International Confederation of Free Trade Unions |
| 1957-1958 | Dr. Alba Zizzamia | World Union of Catholic Women's Organizations |
| 1958-1959 | Dr. Alba Zizzamia | World Union of Catholic Women's Organizations |
| 1959-1960 | Mrs. Antoinette Dunn | International Union Against Tuberculosis |
| 1960-1961 | Miss Ruth Williams | International Council on Social Welfare |
| 1961-1962 | Miss Ruth Williams | International Council on Social Welfare |
| 1962-1963 | Mrs. Posy Sheppard | League of Red Cross Societies |
| 1963-1964 | Mrs. Posy Sheppard | League of Red Cross Societies |
| 1964-1965 | Mrs. Elizabeth Collins | International Union of Family Organizations |
| 1965-1966 | Mrs. Elizabeth Collins | International Union of Family Organizations |
| 1966-1967 | Mrs. Rosalind Harris | International Social Service |
| 1967-1968 | Mrs. Rosalind Harris | International Social Service |
| 1968-1969 | Mrs. Margaret Bender | International Alliance of Women |
| 1969-1970 | Mrs. Margaret Bender | International Alliance of Women |
| 1970-1971 | Mrs. Margaret Bender | International Alliance of Women |
| 1971-1972 | Mrs. Posy Sheppard | League of Red Cross Societies |
| 1972-1973 | Mrs. Posy Sheppard | League of Red Cross Societies |
| 1973-1974 | Mrs. Mildred Jones | World Young Women's Christian Association |

ANNEX III Cont'd

| | | |
|-----------|-------------------------|--|
| 1974-1975 | Mrs. Mildred Jones | World Young Women's Christian Association |
| 1975-1976 | Mrs. Helaine Plaut | International Council of Jewish Women |
| 1976-1977 | Mrs. Helaine Plaut | International Council of Jewish Women |
| 1978-1979 | Dr. Alba Zizzamia | World Union of Catholic Women's Organizations |
| 1980-1981 | Mrs. Kate Katzki | International Council on Social Welfare |
| 1982-1983 | Dr. Victor de Araujo | Bahá'í International Community |
| 1983-1984 | Mrs. Rosalind W. Harris | International Social Service |
| 1984-1985 | Mrs. Rosalind W. Harris | International Social Service |
| 1985-1986 | Canon Joseph Moerman | International Catholic Child Bureau (retired Secretary General) |

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- 3/ "Report of the Executive Board on the 19th through the 25th meetings held at Lake Success, 9-12 March 1948" (E/ICEF/56), para. 37.
- 4/ "Final report of the first Executive Board session: United Nations International Children's Emergency Fund, 11 December 1946 - 31 December 1950" (E/ICEF/160), 1951, paras. 222-223.
- 5/ "Request of UNICEF Advisory Committee of NGOs to be represented in an advisory capacity at meetings of UNICEF Executive Board and its committees" (E/ICEF/R.183), 1951.
- 6/ General Assembly Resolution 417 (V), "Continuing needs of children: United Nations International Children's Emergency Fund", December 1950, paras. 3 and 6(d).
- 7/ "Report of the United Nations International Children's Emergency Fund on its 74th-77th Meetings, 9-13 February, 1951" (E/ICEF/164), paras. 99-101.
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- 9/ "Report of Executive Board Committee on Consultative Status for NGO Committee on UNICEF" (E/ICEF/R.338).
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- 22/ "Maternal and child health centres: proposed plan for NGO participation" (document 1954/10).
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- 26/ "Report of the Executive Board, 21 May - 1 June 1979" (E/ICEF/661), para. 118.
- 27/ "Programme developments in East Asia and Pakistan" (E/ICEF/L.1397), 1979.
- 28/ "Primary health care - the Alma Ata Conference: follow-up; proposed recommendations for action by WHO and UNICEF" (JC22/UNICEF-WHO/79.2/Add.1/Rev.1), para. 4.
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- 30/ "The role of non-governmental organizations in formulating strategies for health for all by the year 2000", a position paper elaborated by the Non-Governmental Organizations Group on Primary Health Care, Geneva, 1981.
- 31/ "Report of the NGO Committee on UNICEF" (E/ICEF/NGO/16), 14 March 1955.

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- 35/ "Assessment of applied nutrition programmes," Dr. James H. Hundley, FAO/WHO/UNICEF consultant (E/ICEF/L.1266), 1966.
- 36/ "The role of non-governmental organizations in applied nutrition: statement by the NGO Committee on UNICEF" (E/ICEF/NGO/107), 24 May 1967.
- 37/ "Report of the Executive Board, 12-20 June 1967 (E/ICEF/563), para. 23.
- 38/ "Priorities in Child Nutrition in Developing Countries" (E/ICEF/L.1328)
- 39/ "Assessment of education projects assisted by UNICEF and UNESCO" (E/ICEF/L.1270), 28 March 1968.
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INDEX

- Acton, Norman
Adenyi-Jones, Dr. O.
Ad Hoc Committee on Africa
Ad Hoc Committee on Latin America
Ad Hoc Sub-Committee on Asia
Advocacy

Alma Ata Conference on Primary Health Care
Barbey, Grace Holmes
Barry, Sheila
Black, Marjorie Newman
Bowles, Newton
Brazil
Breastfeeding
Charnow, John
Companions in country programming
Conference of NGOs in Consultative Status
 with ECOSOC
Consultative relationship

Cooperation among NGOs

Cravero, Kathleen
Declaration on the Rights of the Child
Development Education
Economic and Social Council (ECOSOC)
Egger, Charles
Ennals, David; Memorandum
Ennals, Martin
FAO
Field level relations

Fund-raising
Forums
Goldschmidt, Arthur
Grant, James
Greeting card sales
Hasan, Dr. Zaki
Haxton, David
Hewyard, E.J.R
IAC - International Advisory Committee for
 UNAC
Ideas Forum
Infant Formula issue
International Women's Year (IWY);
IYC
Kenya
Labouisse, Henry
Liaison Office

56, 60; Report 56 ff.
48
30-31, 48
31-32, 48
48-49
10-11, 18, 22, 25, 33, 35,
38, 46, 56, 59, 63-64, 69,
76, 79
19-21; Declaration of, 20
 3, 73
75
76
24
51
24-25
74-75
49

38, 49, 50
 i, ii, 2, 4-6, 8, 28, 40,
43, 44, 53, 54, 55, 57,
58-63, 64, 74, 75, 77-79, 80
36, 38, 47-49; cf Kenya
Project
51, 75
30, 32-33, 39
13-14, 76
 i, 1, 4, 5, 8, 49, 65
 3 fn.
56
50; Report 68
23, 55
6, 45, 47 ff., 56, 57, 58,
63, 64, 68, 69, 70
16, 56, 60, 65, 69
36-37, 42, 59
ii
62, 80
10, 11, 16, 52
81
74
24

2
15
24-25
33; Plan of Action 34
 9, 12, 15, 28, 37 ff., 50, 75
34-35, 51
61
8, 9, 13, 14, 46, 51, 52, 53,
58, 63, 64, 65, 66, 73-76,
77, 78, 79

- Marks, Edward 76
- Mederos de Gonzalez, Elena 74
- Medium Term Plans 36, 54, 66
- Mexico City Conference (IWY) 33
- Newsletter 14-15, 24
- NGO Advisory Committee 3 ff.; cf. NGO Committee on UNICEF
- NGO Committee on UNICEF 52-54, 65, 66, 67, 76-77, 80; origin, 3-6; structure, 9, 52; terms of reference 6-7, 52; Annex II
- NGO/IYC Committee 9, 37-40
- NGOs i, ii, 1; characteristics, 5, 56, 64, 66, 67, 68, 72, 73, 74, 78; conferences, 2; and governments, 49, 64, 65, 67, 68, 69, 71, 80
- NGO Standing Committee on UNESCO 38
- NGO Statements 8-9, 53, 59, 60-61, 62; on childhood disability, 28; education 27-28; family, 18, 27, 30, 31-32, 39, 43, 44, 45; family planning 45; health 17, 18; information 14; nutrition, 22, 23, fn.26; primary health care, 20, 21; water, 35; women, 28, 36, 44; young child, 30
- NGO/UNICEF Water for Health Harrambee Project 34-35
- Nigeria 48
- Pate, Maurice 3, 56, 58, 64
- Peru 48, 74
- Programme Cooperation on childhood disabilities, 29; education 27; health 17-18; nutrition 23-26; primary health care 21
- Protein Gap 24
- Public Information Division 13, 14, 24, 56
- Questionnaires 7, 25, 44, 46, 47, 49, 50, 58
- Regional Directors 67, 71, 74
- Rehabilitation International 28, 29
- Shaffer, Alice 73
- Sub-Committees 7, 11, 53, 55, 56, 59; on the disabled child, 29; education 27; field level cooperation 46-47, 49, 50-51; infant feeding, 25; information 13-14; IYC, 37; maternal and child health 17; nutrition, 22-26; "perspective study" on children and adolescents 44; street children, 41; UNICEF National Committees, 11; women and development, 34-35; the young child, 30

| | |
|---|---|
| Teply, Lester | 23 |
| Traditional health practices | 35-36 |
| UNAC (United Nations Appeal for Children) | 1, 2, 3, 10 |
| UN Decade for Women | 35 |
| UN Development Programme | 49 |
| UNFPA | 44 |
| UNICEF assistance to NGO programmes | 63-64 |
| UNICEF National Committees | 11-13, 14, 16, 57, 58 |
| United Nations Charter | i, 1 and fn.; Department of Public Information 3; General Assembly resolutions 1, 4, 5; Legal Department 4 |
| Universal Children's Day | 24 |
| Vickers, Jeanne | 76 |
| Vitamin A | 23, 24 |
| Vittachi, V. Tarzie | 62 |
| WHO | 19, 21, 23, 25, 44 |
| Women | and development 35-36; education, 33; and children in especially difficult circumstances 42 |
| Working together, pamphlet | 14; Workshops, 48 |
| Working groups | cf. sub-committees |
| Workshops, seminars, etc. | 7, 11, 12, 53, 59; on breastfeeding, 25; children and adolescents in slums and shanty-towns, 43; childhood disabilities, 29-30; country programming, 49, 50; information, 13; planning for children and youth in national development, 48; population, 44; street children 41; uprooted children, 39; women, 33, 35; working together 48; young child 30-32; |
| World Federation of Public Health Associations | 19, 20 |
| World Population Conference (1974) | 33, 44 |
| World Population Year | 44, 45 |