

# **UNITED NATIONS CHILDREN'S FUND**

## **REPORT OF THE EXECUTIVE BOARD**

**(11-22 May 1981)**

## **ECONOMIC AND SOCIAL COUNCIL**

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**NOTE**

**Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.**

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## ABBREVIATIONS

ACABQ	Advisory Committee on Administrative and Budgetary Questions
EPI	Expanded programme on immunization
FAO	Food and Agriculture Organization of the United Nations
IDWSSD	International Drinking Water Supply and Sanitation Decade
IYC	International Year of the Child
IYDP	International Year of Disabled Persons
JCHP	UNICEF/WHO Joint Committee on Health Policy
NGO	Non-governmental organization
PHC	Primary health care
PSC	Project support communications
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Fund for Population Activities
UNHCR	Office of the United Nations High Commissioner for Refugees
UNIPAC	UNICEF Packing and Assembly Centre (Copenhagen)
WFP	World Food Programme
WHO	World Health Organization

## I. ORGANIZATION OF THE SESSION

1. The Executive Board held its 552nd to 562nd meetings at United Nations Headquarters from 11 to 22 May 1981. The Programme Committee, sitting as a committee of the whole, held its 417th to 422nd meetings on 18, 19 and 21 May. The Committee on Administration and Finance met from 14 to 16 May and on 21 May. The session ended on 22 May. 1/
2. The Chairman of the Board was Mr. Paal Bog (Norway), the Chairman of the Programme Committee was Mr. Dragan Mateljak (Yugoslavia), and the Chairman of the Committee on Administration and Finance was Mr. Saran Singh (India). The agenda of the Board, as adopted, is contained in document E/ICEF/679/Rev.2.
3. A list of documents issued in connection with the session is contained in document E/ICEF/INF/43.

## II. SUMMARY OF PROCEEDINGS

4. The Board approved new programme commitments for multiyear implementation totalling \$351 million to support services benefiting children in developing countries. One eighth of these commitments, \$44 million, was given contingent approval to go into effect in 1981 to the extent that income was received for general resources over the \$264 million given in the revised financial plan (see para. 69 below).
5. The main issues before the Board were those related to the future course of UNICEF, its financial situation and the budget estimates for the biennium 1982-1983. These topics were closely associated, and the debate revealed varying degrees of concern among delegations about trends in the general policy orientation of UNICEF, the relation of income projections to programming and budget commitment levels, and the number and deployment of the new staff proposed.
6. In discussing the future general policy orientation of UNICEF, the Board recognized the challenge to the ongoing work of UNICEF by the deteriorating global circumstances on the one hand, and the mandates of the International Development Strategy for the Third United Nations Development Decade (General Assembly resolution 35/56) for accelerated progress toward social, child-oriented, goals on the other. There was general agreement that the response of UNICEF should be an intensification of its concern with seeking more resources for children's services and finding ways to achieve a greater beneficial impact on children at proportionally lower cost. There was also agreement in the Board that UNICEF should continue to emphasize its main "silent" emergency mission and its field-oriented operational character and that the basic services strategy was the principal approach to be followed.

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1/ The Executive Board, with its composition as of 1 August 1981, held its 563rd meeting at United Nations Headquarters on 13 June 1981 for the purpose of electing officers for the period 1 August 1981 to 31 July 1982. Because of the pressure of time it was not possible to hold this meeting immediately after the regular session. The report of the meeting is contained in document E/ICEF/683.

7. In 1980 UNICEF's income totalled \$313 million. In real terms (constant dollars) it was 12 per cent higher than in 1979. General-resources income was \$205 million. The income forecasts which the Executive Director had included in the proposed financial plan for 1981-1984 were based upon prospects for substantial increases from a number of sources, including notably the Gulf Arab States. However, when the Board convened it was uncertain when the additional income would be fully available, and the Executive Director presented revised income projections. For 1981, this included firm general-resources income of \$264 million and a contingency estimate of \$319 million in case the earlier income estimates were fully realized. The general-resources income estimates for 1981 were noted by the Board.

8. For the first time the budget presented to the Board covered a biennium, 1982-1983, and it followed a new format, grouping the activities of the secretariat into four main functions. It was proposed to increase the number of established posts by 384, or approximately 10 per cent annually, in part to handle an increase of programme throughput and in part to improve the effectiveness and quality of UNICEF's work and its co-operation with developing countries in the resolution of children's problems on a national scale. In an initial round of general reactions to the budget estimates, delegates expressed a number of concerns about the size and other aspects of the estimates, and in view of the complexity of the budget they decided to refer it to the Advisory Committee on Administrative and Budgetary Questions (ACABQ) before taking any action. The Board also decided to request the ACABQ to review and comment on future UNICEF biennium budgets and supplementary estimates.

9. In connection with its consideration of a report by the UNICEF/WHO Joint Committee on Health Policy (JCHP) the Board welcomed the efforts of UNICEF and WHO to co-operate in comprehensive national approaches to primary health care (PHC) and in special support to countries which were making a serious effort to translate the PHC approach into reality on a wide scale. It also approved the strengthening of support for important PHC components, such as the expanded programme on immunization, control of diarrhoeal diseases and the supply of essential drugs.

10. The Board endorsed a programme involving an increase in UNICEF participation in the following fields to promote and protect breastfeeding and good weaning practices: surveillance of breastfeeding trends; orientation and training of health professionals and other health workers; orientation of teachers and extension workers; preparation of information materials for mothers; revision of health service practices; improvement of maternal nutrition and more widespread means to deal with infant and young child malnutrition; emphasis on social support systems; and implementation of the code of marketing of breast milk substitutes. In addition to working with Governments in these fields, UNICEF would work with specialized agencies, notably the World Health Organization (WHO), non-governmental organizations (NGOs), industry and the information media.

11. Reviewing UNICEF's co-operation in drinking water supply and sanitation programmes in the context of the International Drinking Water Supply and Sanitation Decade (IDWSSD), the Board agreed that the policies it had adopted in 1978 did not need to be changed. However, greater emphasis was required on the social aspects, especially the involvement of women and the community as a whole, and health education. The Board was concerned over the functioning and maintenance of installations for drinking water and sanitation installations in some project areas and it requested the Executive Director to report on this to the 1982 session of the Board.

12. In the Board's consideration of UNICEF's involvement in emergencies there was general agreement that while UNICEF had an important special role to play in emergency relief, this should not be to the detriment of the long-term development work benefiting children, which constituted UNICEF's primary mandate. The Board agreed that more systematic attention needed to be given to consolidating UNICEF's capacity to respond to emergencies and that UNICEF should co-operate closely with other concerned organizations in the international community. The Board decided to review its policies in this area at its 1982 session in the light of the Economic and Social Council decisions aimed at the co-ordination of humanitarian relief activities within the United Nations system. The predominant view as expressed by delegations was that the role of UNICEF as the lead agency in the Kampuchean relief operation should come to an end by 31 December 1981.

13. The Board was not able to reach a consensus on a recommendation to the Economic and Social Council with regard to the enlargement of the membership of the Board. It believed, however, that such consensus might be possible through further consultations. It therefore requested the new Board Chairman to continue informal consultations with all Board members with a view to making a recommendation on this matter at the special session of the Board in 1981 or at the Board's next regular session in 1982.

14. The Board recalled the message it had sent to the General Assembly <sup>2/</sup> on the occasion of the tenth special session of the Assembly held in 1978, devoted to disarmament.

15. A resolution was passed by the Board reiterating its appreciation to H.R.H. Prince Talal for the efforts he was undertaking to associate the Gulf Arab States more intensively in the efforts of the international community to improve the conditions of children.

16. The Board agreed to the preparation of three special reports which would be considered at its 1982 session: problems and organization of work at the local level; experience with urban basic services; and alternative programme approaches in countries with different socio-economic situations. It enlarged the Committee on Administration and Finance to become a committee of the whole.

17. The discussions of the Committee on Administration and Finance are summarized in its report (E/ICEF/AB/L.230/Rev.1 and Corr.1) and those of the Programme Committee in a statement by its Chairman (E/ICEF/CRP/81-41).

18. The commitments and "notings" approved by the Board are given in annexes III, IV and V of the present report, in a complete listing and in summary form.

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<sup>2/</sup> A/S-10/AC.1/5; also reproduced in the May 1978 Executive Board report (Official Records of the Economic and Social Council, 1978, Supplement No. 14 (E/1978/54; E/ICEF/655), para. 13).



### III. THE SITUATION OF CHILDREN

19. Underlying its deliberations and its consideration of the course of UNICEF action in the future was the Board's awareness of the situation of children in developing countries, and the immensity of UNICEF's task of working with developing countries to help them to protect their children, to develop their full potential and to prepare them to be productive members of their societies.

20. The Executive Director, in his general progress report (E/ICEF/681(Part II), paras. 2-6), pointed out that the slow-down of the world's economic growth and the financial difficulties being faced by developing countries had led to serious difficulties in low-income families and severe constraints in resources for social development programmes.

21. Unlike the strategies for the previous United Nations Development Decades, which emphasized only economic growth, the International Development Strategy for the Third United Nations Development Decade included human and social development specifically. It accorded special importance to improving the condition of the world's children and laid down specific targets in this regard for countries to pursue, including the attainment of an infant mortality rate in all countries by the year 2000 of 50 or less per 1,000 births. The attainment of these targets would require most countries to progress over the next 20 years in reducing infant and young child mortality and female illiteracy two or three times more rapidly than in recent decades.

22. The extent to which the present situation of children fell short of targets adopted by the international community was illustrated by the following:

Infant mortality. In industrialized countries the infant mortality rate averages 13 per 1,000 births, but in low-income countries it is often 100 to 150 per 1,000 births.

Life expectancy. In 1977, life expectancy in industrialized countries was 74 years; in middle-income countries 60 years; and in low-income countries only 50 years.

Maternal mortality. In Africa and Asia 500,000 women a year die of causes associated with child-bearing, leaving more than 1 million young children motherless.

Health services. Only 20-25 per cent of the population in developing countries has access to some health services; this means that about 400 million children under 6 years of age are left unserved.

Drinking water. Only 28 per cent of the population in low-income countries has access to safe water, compared with 59 per cent in middle-income countries; more than 1,200 million people have no safe water supply.

Malnutrition. Some 100 million, or about 20 per cent, of children under 5 years are suffering from protein-energy malnutrition, of whom some 10 million are severely affected. Micro-nutrient deficiencies (for example, of vitamin A, iron or iodine) affect large additional numbers.

Education of girls. In low-income countries, in 1975, 70 per cent of boys but only 54 per cent of girls in the 6-to-11-year age group were enrolled in primary school. In rural areas only a small proportion of children complete four or five years of primary education.

Illiteracy. Nearly all children who do not complete several years of primary school remain illiterate; there are some 800 million adult illiterates, the majority of whom are women.

Child disability. Physical and mental impairments affect one in ten children. Most impairments are preventable or need not escalate into permanent handicaps.

#### IV. THE FUTURE COURSE OF UNICEF

23. A principal preoccupation of the Board was the direction of UNICEF's future development. <sup>3/</sup> Underlying the debate was a general concern with strengthening the Board's own review and policy-making functions so as to ensure that UNICEF remained a field-oriented organization and at the same time was responsive to the increased demands upon it and the need to be even more cost-effective in its efforts to benefit children. The Executive Board noted with great appreciation General Assembly resolution 35/79 of 5 December 1980 on UNICEF and was gratified by the commendation of the General Assembly of the policies and activities of UNICEF. The Board affirmed its determination to do all in its power to carry out the provisions of the resolution relating to its functions and responsibilities.

24. The main topics discussed were: UNICEF's general policy orientation (paras. 26-38 below); UNICEF's financial situation and the level of future resources to be used as a base for the planning of its work (paras. 39-52 below); and the proposals of the Executive Director for staffing and budget (paras. 53-67 below).

25. A large number of delegations were concerned, in varying degrees, that UNICEF's field action orientation should not suffer as the organization responded to increased demands to widen the scope of its work. Nor did they want UNICEF's involvement in emergency situations <sup>4/</sup> to be at the expense of its co-operation in long-range programmes benefiting children. Some feared that in the light of the world economic situation, the income projections might prove over-ambitious for planning purposes. From a staffing point of view they did not wish to see UNICEF lose its characteristic administrative leanness or become top-heavy, and some desired more assurance that UNICEF's budgetary management conformed to United Nations practices.

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<sup>3/</sup> The main documentation for the Board's consideration of the future work of UNICEF was the Executive Director's introduction to his general progress report (E/ICEF/681(Part I)), the proposed medium-term work plan for the period 1980-1984 (E/ICEF/L.1423) and the proposed budget for the biennium 1982-1983 (E/ICEF/AB/L.225). The Board had before it a background paper providing an overview of UNICEF policies, organization and working methods (E/ICEF/670/Rev.1).

<sup>4/</sup> For further discussion of UNICEF's involvement in emergency situations, see paras. 137-147 of the present report.

## General policy orientation

### Views of the Executive Director

#### UNICEF's missions

26. In his opening statement (E/ICEF/684), the Executive Director referred to UNICEF's three overlapping missions arising from its basic mandate: the "loud" or headline emergencies; the "silent" emergency affecting hundreds of millions of children and resulting from situations frequently accompanying gross national underdevelopment and abject poverty; and the role of children's advocate, re-emphasized by the International Year of the Child (IYC).

27. In fulfilling these missions the historically central issue confronting UNICEF was how to increase further the ratio between the funds spent to benefit children and the results attained. This applied not only to UNICEF funds but also to those spent by the developing countries to achieve a greater beneficial impact on children at proportionately lower cost.

#### Effect of recent developments

28. The issue, in the Executive Director's view, had been sharpened and intensified during the past year by several developments: (a) the adoption by the General Assembly of the International Development Strategy for the Third United Nations Development Decade, which accorded a new emphasis to social and human development and consequently had incorporated child-oriented goals; (b) the General Assembly's injunction to UNICEF, in resolution 35/79, "to respond imaginatively and vigorously to its important responsibilities in the follow-up activities of the International Year of the Child"; (c) the continuing global economic crisis, combining recession with inflation, in which the poor countries, and especially the children of low-income families, were very adversely affected; (d) the continuing persistence of "loud" emergencies and their demands upon UNICEF, which had to be accommodated, but in ways which detracted as little as possible from UNICEF's principal responsibilities; and (e) the potential for increasing UNICEF's financial resources in 1981 and future years.

#### Implications for UNICEF

29. In the Executive Director's view of the future of UNICEF, what was called for by these developments was not a change in course but a strengthening and acceleration by UNICEF of its own increasing emphases of recent years, including especially: its fundamental field orientation; helping countries to learn more from local programme experiences and from those of other countries; working with other sources of external financial support and advisory services, and encouraging a greater and more effective flow of support from them for services benefiting children; and helping countries solve problems affecting children beyond the areas serviced by programmes in which UNICEF directly participated.

30. The Executive Director suggested that at least the following was required of UNICEF: (a) increased capacity to help countries improve the use of their own budgetary and personnel resources in services benefiting children, particularly in connection with the basic services approach and preventive measures; (b) more attention to increasing the complementarity of services benefiting children (such as water supply, maternal and child nutrition, child health services and education) in their impact at the community level; (c) more attention to the role of women in development in aspects beneficial to children, including enhancement of their income-earning skills, and greater access to health services and non-formal education in health, nutrition, child care and similar concerns; (d) greater support for programme innovations and, where appropriate, their institutionalization, which could, in turn, stimulate larger investments from other sources; (e) more attention, largely through advocacy and advice, to helping developing countries with relatively higher incomes improve the well-being of their children.

31. The Executive Director proposed that the two main goals of UNICEF co-operation during the next four years of the rolling work plan should be: (a) accelerating the reduction of infant and child mortality (primarily through emphasis on PHC, clean drinking water and sanitation and maternal and young child nutrition); and (b) improving child development (primarily through emphasis on women's activities, pre-school activities and education). These goals would apply particularly to underserved children, especially those of low-income families.

32. The Executive Director also believed that a special geographic emphasis should be placed on Africa because of its recurring emergencies, faltering food production, and large number of least developed countries.

#### Main emphases by delegations

33. Many delegates stressed that UNICEF should not diminish its emphasis on its main "silent" emergency mission to help developing countries achieve effective and lasting results for their children through the extension of basic services. In elaborating on this, and on the future course of UNICEF, the views of many delegates were along the following lines. Although the "lead" role assigned to UNICEF in the follow-up of IYC meant that UNICEF's work programme would have to include somewhat greater attention to child advocacy, advisory services and the improvement of the information base in countries for programming, this should not be viewed as encouraging a major shift in UNICEF's traditional field-oriented and operational character. Support for improving the existing situation should not be delayed pending the availability of more adequate information-base data or the preparation of comprehensive plans. UNICEF's credibility for advocacy was directly related to its pragmatic programme orientation; this served to enhance its capacity for advocacy and meeting "loud" emergencies. While UNICEF should respond imaginatively to the need for change, this response should be tempered with realism.

34. It was felt that better use should be made of country monitoring and evaluation reports; however, evaluation activities should not place too heavy a burden on national administrations. Support to research programmes, pilot projects and conferences and seminars should be on a selective basis according to their practical relevance to service objectives. To help countries build up their own planning and programme implementation capacities more "software" for preparatory work and for programme design at the national and local levels was required. Although there was a need to have some form of central guidance of value to all operations in the field, this should not become too limiting, rather than serving as a useful central core of information. Care should be taken not to impose inappropriate models on countries. There should be an appropriate balance between the qualitative and the quantitative aspects of UNICEF's work.

35. Other points were also made. Priority should be given to programmes benefiting children in the poorer countries, to reaching children belonging to groups that lived on the fringes of society, and to reaching the children who were the most vulnerable. Programmes should be formulated in the framework of the socio-cultural milieu of the countries and regions for which they were intended. Programmes should be adapted to local possibilities and should begin with improvements that involved low running costs. Greater efforts needed to be made to overcome the obstacles to achieving more community involvement. Priority should be given to encouraging innovative schemes and appropriate technology.

36. Most of the above-mentioned points, it was noted in the discussion, were accepted elements in UNICEF's present strategy of co-operation in country programmes. 5/ That the co-operation given by UNICEF was essentially on the right track was indicated by the increasing requests for that co-operation, and by the comments made at the session by a number of delegates from countries to which that co-operation was being extended. Delegates from other countries found this reassuring.

37. At recent Board sessions there had been an emphasis on the increasing role of UNICEF in helping countries to implement social objectives agreed upon by the international community to promote the well-being of their children in the light of their own situations. 6/ At the present session this role was considered even more important. The International Development Strategy, among other objectives, called for wider international co-operation to accelerate progress over the next 20 years towards child-oriented goals (see para. 21 above). Moreover, in December 1980, in its resolution 35/79 on UNICEF, the General Assembly referred to the importance of the objectives of social and human development, including the well-being of children, as an integral part of the development process set forth in the International Development Strategy, and to the responsibilities this placed upon UNICEF.

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5/ A short description of this strategy was contained in the medium-term work plan document (E/ICEF/L.1423, para. 28).

6/ See E/ICEF/661, paras. 36-37, and E/ICEF/673, para. 44.

38. Among the points made by delegates in this connection were the following: UNICEF, as a field-oriented organization concerned with children, had a pivotal role to play within the international community in contributing to the efforts of countries to overcome a number of social development problems; in the general struggle against poverty, UNICEF, with its flexible field approach, could contribute by concentrating on services benefiting children in the poorest and most vulnerable groups; UNICEF could contribute to the realization of the social goals of the International Development Strategy by sharing its practical experience with other agencies in the United Nations system; advocacy for a special national commitment to the nutritional needs of children was an important element in the Strategy and directly relevant to UNICEF's programmes; the basic services strategy should be pursued within the context of the new international economic order, and UNICEF should place greater emphasis on the links between the two; the additional responsibilities placed upon UNICEF by the Strategy would require additional resources.

### Financial situation

#### 1980 income

39. UNICEF's income in 1980 totalled \$313 million. This included \$54 million in contributions for the Kampuchean relief operation. It compared with an income of \$253 million in 1979, which included \$31 million for Kampuchean relief. In real terms (constant dollars) it was 12 per cent higher than in 1979.

40. Income for general resources was \$205 million. This was \$22 million more than in 1979, a nominal increase of 12 per cent. Contributions for specific purposes, other than for the Kampuchean relief operation, were \$54 million. This was \$15 million more than in 1979, a nominal increase of 38 per cent. Contributions from non-governmental sources (including income from the Greeting Card Operation) totalled \$63 million in 1980, a nominal increase of 13 per cent.

41. Seventy-two per cent of the 1980 income came directly from Governments as regular and specific-purpose contributions; 15 per cent from private sources (other than the Greeting Card Operation); 5 per cent from the Greeting Card Operation; 2 per cent from the United Nations system; and 6 per cent from miscellaneous sources. Most of the funds from private sources were collected by National Committees for UNICEF from the sale of greeting cards and from various types of fund-raising campaigns (such as direct mail solicitation, television appeals and the Halloween collection).

42. Not included in the recorded income were donations-in-kind delivered through UNICEF in 1980, mainly in the form of children's foods, valued at \$11 million. Also not counted as income was \$31 million handled by UNICEF as funds-in-trust that were not subject to Board commitment, mainly for reimbursable supply procurement on behalf of Governments, organizations in the United Nations system and NGOs. <sup>7/</sup>

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<sup>7/</sup> For a further discussion of reimbursable procurement, see para. 218 below.

## Projected income

43. The multiyear financial plan, as initially presented in the medium-term work plan document (E/ICEF/L.1423), projected an upward revision of income estimates by approximately 50 per cent as compared with the forecast given a year earlier. After a steep increase in income in 1981 to \$470 million, a more modest growth was projected for the following years. Income of \$540 million was projected for 1982, \$620 million for 1983 and \$710 million for 1984. This amounted to an annual real increase of 6 per cent after allowing for a presumed rate of inflation of 8 per cent per annum.

44. The upward revision was based on prospective increases from a number of sources: the Gulf Arab States; countries that were raising their contribution to overseas aid towards the norms of member States of the Organisation for Economic Co-operation and Development; grants and loans for water projects from funds of the Organization of Petroleum Exporting Countries and Arab development funds; increased contributions for immediate needs in Africa from multilateral and bilateral sources; and substantial funding for reconstruction in southern Lebanon.

45. Although the Executive Director believed that there were good grounds for assuming that the substantial additional income projected from these sources would materialize, the timing when it would be fully available to UNICEF had turned out to be still uncertain at the time the Board had convened. The Executive Director therefore stated in his opening address to the general debate that in the interests of prudence he would, during the course of the session, present lower income estimates and a revised financial plan based upon them. He pointed out that although income projections for purposes of financial planning needed to be based upon a realistic assessment of possibilities, these estimates were also regarded by others as reflecting the aspirations of the organization and, therefore, had a bearing on contributions.

## Board discussion

46. The Executive Director was generally commended for the initiatives he had taken in seeking substantial contributions for general resources from new sources of income and a continued growth of support from some of the present sources. It was recognized that in addition to contributions to general resources, a considerably higher level of financing could come for "noted" projects (which would be fully funded before being implemented), including an increase in supplementary funding for water projects, for urgently needed operations in Africa, and through bilateral soft loans for major projects for which UNICEF acted as the executing agency. 8/

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8/ For a further discussion of this, see para. 133 of the present report.



47. Nevertheless, there was general agreement in the Board that at the present time the secretariat's initial income projections were not secure enough for the programming and budget commitment levels proposed for 1982-1984. It was recognized that when funds from the Gulf Arab States Programme for the United Nations Development Organizations became available to UNICEF's general resources they would have an important impact on UNICEF's financial situation, as well as constituting a step towards a more equitable burden-sharing in the financing of UNICEF. However, a number of delegations felt that medium-term financial planning for 1982-1984 which included these funds could be undertaken only after UNICEF knew the size and terms of the regular annual contributions from the Programme. 9/

48. Some delegations emphasized that economic uncertainties within several major donor countries and the state of the world economy were forcing a number of Governments to undertake measures of financial austerity; this needed to be realistically taken into account in UNICEF's financial planning. Overly optimistic income projections might raise unrealizable expectations in countries to which UNICEF extended programme co-operation. It would be safer to follow UNICEF's traditionally cautious forecasts, since it would be easier to adjust the forecasts upward than to make changes in the opposite direction.

49. Some delegates believed that the basis for expecting substantial income increases was valid, even though the scale and timing of these increases were not yet known. It was also pointed out that when measured in real terms the planned increase in income over the period covered by the medium-term work plan was not a large one.

50. It was suggested that if donor Governments were to give multiyear pledges to UNICEF, it would lead to increased stability in the planning of UNICEF's work programme. On the other hand, it was also pointed out that for some countries this was not legislatively possible.

#### Revised income estimates

51. In the course of the session the Executive Director told the Board that H.R.H. Prince Talal had informed him that UNICEF could expect not less than \$50 million in 1981 from the Gulf Arab States Programme for the United Nations Development Organizations and the private sector. Taking this into account, as well as a \$5 million lower estimate from the Greeting Card Operation, the Executive Director circulated a revised general-resources financial plan (reproduced in annex I below) showing income of \$264 million for 1981 - an amount \$55 million less than in the initial financial plan. The \$264 million for 1981 was shown in the plan as firm. A contingency estimate of \$319 million was also shown in the revised plan in case the earlier income estimates were fully realized. These estimates were noted by the Board.

52. The Executive Director also presented to the Board a range of income projections for the period 1981-1984 from all sources (reproduced in annex II below), the top of the range being the projection originally made in the medium-term plan document (E/ICEF/L.1423, table 5), and the bottom \$55 million less in 1981, \$50 million less in 1982 and 1983, and \$45 million less in 1984.

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9/ By the time of the opening of the Board session, the Gulf Arab States Programme for the United Nations Development Organizations had received pledges of \$120 million towards its projected \$200 million for 1981. However, its constitution and the annual level of contributions to UNICEF had not yet been established. See also paras. 239-240 of the present report.

## Budget and staffing

53. The budget estimates (E/ICEF/AB/L.225) were presented to the Board for the first time for a biennium, 1982-1983. As agreed by the Board in 1980, they followed a new format, grouping the activities of the UNICEF secretariat into four main functions: over-all policy making, direction, co-ordination and control (part I); external relations (part II); general administration (part III); and programme development, preparation, implementation and evaluation (part IV). The grouping into these four main functions replaced the previous division into budgets for administrative services and for programme support. The first three functions could be regarded as overheads somewhat similar to the previous "administrative services".

54. It was proposed to increase the number of established posts in the budget by approximately 10 per cent annually - a total of 99 new international professional posts, 53 national officer posts and 232 general service posts. The net costs of the 1982 and 1983 budget would amount to \$87 million and \$96 million respectively, representing about 19 per cent of UNICEF's over-all programme (the ratio had varied between 16 and 23 per cent in recent years), and with somewhat less than half coming under the first three functions noted above.

55. In his foreword to the budget estimates, the Executive Director, after discussing what he believed would be required of UNICEF to accelerate progress in the well-being of children (see paras. 29-32 above), called attention to the main features of the budget that particularly related to these requirements. They provided for a strengthening of UNICEF's capacity: to help the countries and UNICEF plan a better use of resources (including outposting of UNICEF field staff to subnational offices); to respond to larger immediate needs (as in Africa) and to the desire of higher-income developing countries for advisory services from UNICEF (as in the Middle East); 10/ to attain a higher degree of collaboration with technical and funding agencies, both in and out of the United Nations system; and to provide an improved structure for external relations involving advocacy and fund-raising.

### Board discussion

56. In the general debate, many delegations, commenting on the voluminousness and complexity of the budget estimates, as well as the importance of ensuring uniform technical appraisal of budgets of comparable size in the United Nations system and maximum economy in administrative expenditures, stated their desire to have the technical advice of the ACABQ on the budget before the Board passed judgement on it. The problem for delegations of analysing the budget proposals was made more difficult by the late circulation of the budget document. Some delegations, while agreeing with the desirability of ACABQ advice, suggested that the Executive Board act at the present session on the budget estimates, and have the advice of the ACABQ on each following biennium budget as well as supplemental budgets. Several other possibilities were suggested, involving firm approval of parts of the 1982-1983 budget, and deferment of others pending ACABQ advice. The question of how best to phase the recourse to ACABQ was left for further consideration by the Committee on Administration and Finance.

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10/ See para. 162 of the present report.

57. In their general reactions to the estimates, both in the general debate and in the Committee on Administration and Finance, a considerable number of delegations voiced several common concerns. They revolved around the number of new posts proposed, particularly in the light of the current austerity situation world-wide; the balance between UNICEF's long-time field orientation and the expanded emphasis proposed on more general advocacy; the large increase in the use of advisers (programme specialists); the relationship between expertise within UNICEF and that available from the specialized agencies; and the effect of the staff increases proposed for headquarters on the long-time trend toward decentralization.

58. Some delegations felt that the proposals of the Executive Director were so far-reaching that they raised questions as to whether they constituted a natural stage in UNICEF's development or marked the beginning of more fundamental changes. The fear was expressed that if UNICEF devoted too much of its staff resources to more general concepts and problems, and tried to undertake everything that was needed all at once, it could lead to a diversion from its operational strength and undermine its distinctive identity, which was the basis of its voluntary financial support from both Governments and the public. It was pointed out that although development assistance which centred around children must, by its nature, cover many aspects of development, this difficulty ought to be approached by seeking greater co-operation and technical advice from the United Nations system as a whole, rather than by having UNICEF itself incorporate the full range of technical expertise related to development assistance in fields benefiting children. A number of delegations emphasized that UNICEF should make full use of the advantages of a division of labour within the United Nations system, rather than seek a central role for itself. 11/

59. Some delegations thought a moderate increase in UNICEF programme specialists' capacity seemed justified both for support of field staff and for linkages with the other agencies; this was particularly the case where there was less expertise in other agencies (such as the installation of tube-wells for drinking water in villages, and services benefiting children in peri-urban development). There was considerable sentiment that where advisers were used they would be more effective if a greater proportion were stationed in the field rather than at headquarters. It was felt that advisers should have field experience and a practical orientation, and efforts should be made to recruit them from developing countries. It was suggested that UNICEF should place more emphasis on developing its own field-based staff expertise through the recruitment and training of core staff, and should make use of specialists through contracts of limited duration. In addition, greater use should be made of expertise available from national and regional institutions for programmes in the field.

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11/ For a further discussion of this issue, see paras. 167-177 of the present report dealing with collaboration with other agencies in the United Nations system.

60. A number of delegations stressed that the proposals for staff increases needed to be viewed in the light of the current austerity situation in most countries. Many Governments which contributed to UNICEF were making efforts to reduce their own personnel and spending levels, and other organizations in the United Nations system were being subjected to zero real budgetary growth. Under the circumstances, and particularly because the income projections seemed over-optimistic (see para. 48 above), it was difficult to justify support for the large staff increases proposed. It was felt that priority should be given to staff posts directly associated with increased work-loads in sectors related to the primary mission of UNICEF. A number of delegations favoured substantial reductions in the proposed increase of advisory and central management staff at headquarters. Some delegates recommended zero real growth in New York and Geneva headquarters, or only a small increase. However, the proposed strengthening of the emergency staff capacity at headquarters was favoured by most delegates. 12/ Several delegations were concerned at the number of posts proposed at high-level grades.

61. One delegation referred to a study requested by the Board on problems and organization of work at the local level, and programming for subnational areas. Originally planned for the 1981 Board session, it had been deferred to the 1982 session because of the practical problems of gathering relevant experience upon which to base the report. This study would give the Board an opportunity to consider such matters as the co-operation between UNICEF field offices, government ministries, other development agencies and NGOs, as well as the ways in which field offices could be strengthened to promote the basic services strategy. The delegation believed that the Board should have an opportunity to consider UNICEF's field work in the context of this study before it took any decisions about major staff increases and structural changes.

62. Some delegates, while not questioning the establishment of new country suboffices and the provision of advisers on information base/statistics and on monitoring and evaluation, as had been recommended in 1980 by Inspector Bertrand of the Joint Inspection Unit, felt that the rate of implementation of these proposals should, in line with the Board's decision at its 1980 session, proceed more cautiously than proposed by the Executive Director. 13/

63. There was general agreement on the need to provide the personnel required to make programmes effective at the local level. In connection with the outposting of staff to subnational offices, it was suggested that particular outpostings might not be needed after a number of years as certain programmes became established. More use might be made of project personnel rather than adding posts to the regular budget; they could be given contracts for longer than needed by a particular project, in order to secure their services for a number of projects in succession. Savings in UNICEF staffing might be possible if staffing was adjusted to the administrative capabilities of the government ministries with which UNICEF was co-operating. In filling new posts there should be an adequate distribution between developing and developed countries, and between women and men.

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12/ For a further discussion of strengthening UNICEF's emergency capacity, see paras. 140-143 below.

13/ See Official Records of the Economic and Social Council, 1980, Supplement No. 11 (E/1980/41; E/ICEF/673), para. 96).

64. Some delegates, including those who shared some of the views set forth in the preceding paragraphs, expressed an understanding of the basis for the Executive Director's proposals, which had followed from the personnel projections in the medium-term plan approved in 1980, and would be reasonable in the light of the expansion of material co-operation and advisory services forecast in the plan. The point was made that as UNICEF's programme grew in size and complexity, policy directions and institutional structures would necessarily shift and there was value in a certain degree of creative tension between the process of imaginative forward planning and conservative administration. One view expressed was that, in the light of the massive problems of children in developing countries, it would be better for UNICEF to be reasonably ambitious rather than overly cautious and conservative.

#### Response of Executive Director

65. In responding to the comments of the delegates the Executive Director stated that it was the intention in his budget proposals to continue a decentralized administration, and that the high proportion of field posts would continue and, in fact, be increased. However, at the same time there was a need to have a sufficiently strong centre for over-all policy direction, co-ordination, support and quality control, so that maximum delegation to the field could result in competent and effective work. He reiterated his agreement that UNICEF must build on its field experience and that operational work at the field level remained the core of UNICEF's distinctive contribution. With respect to advisers, he believed that UNICEF was seriously understaffed in programme specialists needed to make wider use of the organization's field experience and to provide UNICEF with the specialized competence necessary to yield greater returns for services benefiting children through advocacy, planning, programming and interagency collaboration; it was not intended that they should replace the expertise available from specialized agencies, but rather to enable greater and more effective use to be made of the agencies.

Referral of budget to Advisory Committee  
on Administrative and Budgetary Questions

66. Following general comments by delegations in the Committee on Administration and Finance, on the 1982-1983 budget estimates the Committee recommended to the Board that it:

1. Request the ACABQ regularly to review and comment on UNICEF biennium budgets and supplementary estimates;
2. Further request the ACABQ to review and comment on the biennium budget estimates for 1982-1983 (E/ICEF/AB/L.225) as early as possible. The ACABQ would be asked to review the budget submission as originally prepared by the Executive Director. The revisions submitted by the Executive Director on 16 May proposing deferment of certain posts and items for consideration in 1982 supplementary estimates 14/ would be available to the ACABQ as an indication of the Executive Director's priority on timing. The Executive Director was also requested to make available to the ACABQ relevant documentation relating to the mandate, policies, work programme and organization of UNICEF. The Board adopted this resolution. 15/

67. The effect of this was to defer, until the ACABQ comments were available and the Committee could meet again, any systematic substantive discussion of the budget estimates in which the secretariat could offer explanations and justifications. In order to ensure that UNICEF would have an approved budget before the start of the 1982-1983 biennium, it was agreed that a special session of the Committee and the Board would be held later in 1981.

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14/ Subsequently circulated as E/ICEF/CRP/81-44/Rev.1.

15/ Subsequently the ACABQ agreed to the Board's request and began its review of the budget in mid-June 1981.

## V. COMMITMENTS APPROVED AT THE SESSION

68. The Board approved for multiyear implementation new programme commitments to be funded from general resources totalling \$351 million. The new commitments were for about half of the 111 developing countries where UNICEF was co-operating in programmes. Support for programmes in the remaining countries was ensured by long-term commitments approved in earlier Board sessions.
69. Of the new commitments, for reasons related to the financial plan, seven eighths, or \$307 million, was given firm approval. 16/ The remaining one eighth, \$44 million, was given contingent approval, to go into effect in 1981, to the extent that income was received for general resources over the amount of \$264 million given in the revised firm financial plan (see para. 51 above). A number of delegations expressed the view that should income received in 1981 not fully cover the remaining one eighth, those commitments should receive priority in 1982. The Executive Director shared this view.
70. A commitment of \$5 million was made to cover the revised administrative and programme support budgets for 1981 (see para. 206 below), bringing the total firm commitments at the session to \$312 million.
71. In addition, the Board "noted" 49 recommendations as appropriate for support by specific-purpose contributions, totalling \$156 million. The majority were "noted" components of projects for which the Board had also approved commitments from general resources, and they provided an opportunity for expanding established activities. Together with previously approved unfunded "noted" projects the total of specific-purpose contributions sought for "noted" projects at the close of the Board session amounted to \$310 million. 17/
72. In response to questions raised in the Programme Committee the secretariat stated that it was its intention to ensure that "noted" proposed projects were subject to the same programme standards as those funded from general resources and were, as a rule, part of a larger country programme.
73. Annex III of the present report gives a summary of commitments approved at the Board session by region and main field of co-operation; annex IV lists commitments and "notings" by country and annex V lists "notings" by region and main field of co-operation.

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16/ A special session of the Board in January 1981 committed \$11 million from general resources to increase immediate assistance for special situations in Africa (see para. 192). The total of firm programme commitments from general resources in 1981 was thus \$318 million at the end of the Board session.

17/ A description of these projects for the consideration of prospective donors is contained in a single volume (SA/37).

## VI. SPECIAL PROGRAMME ISSUES

### Report of the UNICEF/WHO Joint Committee on Health Policy

74. The Board had before it the report (E/ICEF/L.1429 and Corr.1) of the UNICEF/WHO Joint Committee on Health Policy (JCHP) on its twenty-third session (Geneva, 2-3 February 1981), which included eight recommendations for action. <sup>18/</sup> The Board also had before it a note by the Executive Director (E/ICEF/L.1430) in which he reaffirmed the importance of the PHC approach and expressed agreement with the other recommendations of the JCHP.

75. An introductory statement was made to the Board by Mr. Dragan Mateljak (Yugoslavia), rapporteur of the JCHP, in which he pointed out that the PHC concept had now been widely endorsed by Governments and by international institutions; this was reflected in the fact that PHC had gained a place in the International Development Strategy for the Third United Nations Development Decade.

#### Primary health care

76. The JCHP reports on PHC (E/ICEF/L.1424 and E/ICEF/L.1425) revealed that a growing number of countries were accepting that PHC was grounded in internationally approved principles which were relevant to social, political, and development problems. Some had developed a national approach to PHC. In countries where UNICEF was co-operating in programmes, continued efforts had been made during the past year (with varying degrees of acceptance and progress) to raise the concept of PHC to the highest policy level through seminars and case-studies.

77. It was noted that an important advance had been made in 1980 when the General Assembly adopted resolution 34/58 on health as an integral part of development in which the Assembly endorsed the broader developmental framework within which a political commitment to PHC was to be converted to action programmes. It was evident, however, that there was still a need for promotion and intensive support to the implementation of PHC and that the progress made in the next several years would be critical.

78. Another important development for PHC in 1980 was the creation of the Health Resources Group, whose objective is the increase and the rationalization of all available resources required for PHC. It was to be hoped that it would serve as a useful forum in which major external aid organizations, including UNICEF, as well as representatives of developing countries, would participate.

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<sup>18/</sup> The Committee had considered the following main items: a progress report on the implementation of PHC (E/ICEF/L.1424); and a study on country decision making to achieve the objectives of PHC (E/ICEF/L.1425). In addition, the following topics had been reviewed by the Committee: the expanded programme on immunization (E/ICEF/CRP/81-5), the UNICEF/WHO joint programme of provision of essential drugs for PHC in developing countries (E/ICEF/L.1426), a joint programme for UNICEF and WHO regarding childhood disability (E/ICEF/L.1428), the diarrhoeal diseases control programme (E/ICEF/CRP/81-6), a working paper on leprosy (E/ICEF/L.1427), and a report on the current state of schistosomiasis (E/ICEF/CRP/81-7).



79. It was against this background that the Director-General of WHO and the Executive Director of UNICEF, meeting in November 1980, had agreed to recommend a comprehensive joint WHO/UNICEF work plan aimed at providing strategic support to PHC, both globally and in countries (see para. 169 below). This work plan was outlined in the "Progress report on the implementation of the primary health care approach" (E/ICEF/L.1424, part D). The JCHP endorsed these plans for UNICEF/WHO joint action and urged that they be put into effect as quickly as possible (E/ICEF/L.1429, point 4, page 5).

#### JCHP recommendations

80. The Board endorsed the following eight recommendations of the JCHP (E/ICEF/L.1429, chap. 5) with regard to PHC:

"(1) Despite the existence of an internationally agreed definition of primary health care, this term is still being applied to a variety of realities and concepts. In order to monitor the progress of countries towards health for all by the year 2000, through the PHC approach,

it is recommended that UNICEF/WHO reaffirm the internationally approved principles of the PHC approach, embodied in the Declaration of Alma-Ata; and that UNICEF/WHO support countries to develop relevant simple indicators of the PHC approach and to devise or strengthen their health information systems so that they may follow its evolution over time.

"(2) UNICEF and WHO will continue to support national efforts to implement the PHC approach. However, the resources available internationally for this effort are limited and must be used to the greatest effect.

"It is therefore recommended that UNICEF and WHO co-operate in mobilizing the provision of substantial assistance, over the necessary periods of time, especially to those countries with a clear and continuing national commitment to put the PHC approach into practice, and to cover progressively the unserved areas of the country.

"(3) Since the improvement of health requires multisectoral planning and programming, including the mobilization of resources in the context of national health and development priorities,

it is recommended that UNICEF/WHO collaborate with countries in their endeavour to strengthen or establish a high-level political mechanism for decision making on socio-economic development policies relevant to health promotion;

and that UNICEF/WHO support countries to mobilize and organize relevant institutions (including government agencies, people's organizations, and institutions for training, research and development activities) into an intersectoral network, to collaborate with the policy/planning mechanism responsible for health and health-related policies and programmes.

"(4) Provision of resources for the PHC approach involves planning of national resource allocation in health and health-related sectors. This may require legislation and the use of new economic and budgetary planning methods.

"It is recommended that UNICEF/WHO support countries to increase their national capabilities in health economic analysis, health care legislation, and budgetary planning methods to identify and implement resource shifts in support of PHC.

"(5) UNICEF and WHO have a special responsibility to mobilize world-wide resources in support of the PHC approach and to assist countries in its implementation.

"It is recommended therefore that UNICEF and WHO greatly strengthen their individual and joint capacity to co-operate with countries in extending the PHC approach to all people, and that the two organizations report to the JCHP at its next meeting on action taken to this end.

"(6) National health policies and plans need to be supported by the general public, and by organizations and officials at the community level. However, few countries have developed effective mechanisms to combine 'planning from below' with established political and technical processes.

"It is therefore recommended that UNICEF/WHO support countries to develop innovative approaches to upward planning for health; and that relevant information about experiences of community participation in policy formulation, planning, implementation and monitoring be disseminated, with the support of international agencies; and

that UNICEF/WHO assist countries to develop and disseminate suitable explanatory materials on PHC for use in public campaigns, by the mass media, by political and social organizations, and generally through the social channels of communication appropriate to national, intermediate and community levels.

"(7) PHC implementation will be greatly promoted by mobilizing the support of health workers and members of the general public, including those in leadership positions at national, intermediate and community levels.

"It is recommended that UNICEF/WHO help countries to mobilize support for the PHC approach by developing appropriate orientation and training programmes for health and health-related workers at all levels; and by mounting reorientation programmes for existing personnel.

"(8) The analysis of decision making for PHC involves the examination of a wide range of issues and the identification of several problem areas which require follow-up action. The experience and insights derived from the study on national decision making should be pursued and shared with more countries.

"It is recommended that UNICEF and WHO undertake follow-up activities on the issues arising from the present study, identified in the conclusions in chapters 2 to 6 of the UNICEF/WHO joint study (E/ICEF/L.1425); these activities might include support for other countries to perform similar self-examination exercises, and workshops for the orientation of senior officers involved in development planning, in the health sector and in other sectors relevant to health, to pursue these issues in the contexts of their countries. The results of such follow-up activities should be made available at the next meeting of the JCHP."

#### Board discussion

81. The following are the main points of the Board's discussion of the recommendations. 19/

##### Recommendation 1: principles of the PHC approach

82. Several views were expressed as to the definition of the PHC approach. One group felt that it was no longer necessary to define PHC; it had been more than three years since Alma-Ata, and in their opinion the PHC concept was understood by most countries. Another group, although endorsing the recommendations of the JCHP, expressed concern that UNICEF might be going beyond its mandate of improving the lot of children; UNICEF should focus its support on activities that improve maternal and child health within the PHC context and not become involved in any wider application to the general population.

##### Recommendation 2: national commitment to PHC

83. There was general agreement that substantial assistance should be provided to countries which had made a national commitment to PHC. However, some delegations warned that this national commitment must not depend entirely on support by UNICEF; outside involvement could not substitute for the choice that must be made and action that must be taken by the country itself or the political commitment it must make to ensure successful programmes.

##### Recommendation 3: multisectoral planning

84. There was general agreement that PHC required a multisectoral approach in support of the health sector so as to include the social, economic, and political aspects of planning and action. UNICEF should act in close co-operation with countries to pursue those intersectoral aspects. Health education must take into account the views, customs and beliefs of the various communities.

##### Recommendation 4: national planning capabilities

85. It was stressed that UNICEF support should be adapted to national plans. Community participation in PHC touched on other related needs such as housing, roads, water, etc., and could lead to other improvements.

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19/ Replies by the UNICEF secretariat to points raised by delegations with regard to PHC and related matters contained in the JCHP report are contained in E/ICEF/CRP/81-35.

#### Recommendation 5: UNICEF/WHO collaboration

86. The close collaboration of UNICEF and WHO as well as their collaboration with other international organizations in the context of PHC was commended. The need for continued efforts to strengthen UNICEF/WHO joint capacity at the country level was stressed. Some delegations were concerned that there might be duplication or overlapping if the role of each organization was not clearly and precisely defined. The secretariat believed that on the whole there was a clear delineation of the roles of the two organizations; operational problems of co-ordination existed in the field and required further efforts by both organizations.

#### Recommendation 6: innovative approaches to planning from below

87. Discussion of this subject emphasized that planning from below had been a feature of UNICEF field activities, and cautioned that UNICEF must not lose sight of this role.

#### Recommendation 7: training and orientation

88. It was felt that UNICEF must continue to stress orientation and training for lower-level and middle-level personnel. The allocation of increased resources should allow Governments to reach a greater number of people. More women should be included in the training programmes, especially at the community level. Evaluations and experiences should be shared by UNICEF with other donors.

#### Recommendation 8: follow-up of the study on national decision making for PHC

89. There was agreement that it would be valuable to disseminate the study of decision making to concerned countries because it provided an analysis of major issues common to most. Several delegates pointed out, and others agreed, that appropriate indicators were needed to provide a better understanding of the impact on health of action taken in countries. It was suggested that indicators of children's health should be selected taking into account actual country experience, and used to measure the effectiveness of programme and policy approaches. These indicators might help to assess the contributions being made by UNICEF. The delegations agreed with the Executive Director's statement regarding the need to develop means to document PHC progress.

#### Other matters

90. The question was raised as to why there was no mention of malaria in the JCHP report. Latin American delegations pointed out that Chagas' disease was likewise not mentioned in the report (see para. 108 below). Many delegations recognized the very important role that NGOs play in PHC. A number of delegations commented on community health workers' remuneration; their enthusiasm tended to wane when they received no prestige or pay for their efforts. Several delegations commented that from experience in their countries, some form of income-generation should be developed to provide incentives for community health workers.

## Programme commitment

91. A commitment approved by the Board for additional support to various programme fields (E/ICEF/P/L.2026(REC) and Corr.1) included support to promote co-operation in 1982-1983 in selected countries to foster the PHC approach, according to guidelines drawn up jointly by WHO and UNICEF, and with technical support from WHO.

92. In addition to the commitment, the Executive Board authorized the Executive Director to receive and to spend supplementary funds in the amount of \$5 million for support to comprehensive PHC projects in countries where such projects had been or were being developed in co-operation with UNICEF and WHO.

## Expanded programme on immunization

93. The Board had before it document E/ICEF/CRP/81-5, which reported on the current situation of the expanded programme on immunization (EPI). The programme had grown, since first endorsed by the World Health Assembly in 1974, to include over 100 developing countries. WHO, UNICEF, UNDP and bilateral agencies were contributing an estimated \$15 million per year to EPI. Among other things, the programme had supported development of the EPI management training programme, in which some 1,800 staff at all levels had participated. It had fostered the development of improved equipment and methodologies for the cold chain, and the provision of vaccines and of the equipment to transport, store and administer them in national programmes.

94. The first phase of EPI in countries was addressed to strengthening management and logistical systems to create a solid base for expansion. As expansion accelerated, the global need for external support for EPI was expected to rise from the current annual rate of \$15 million to \$40 million by 1983.

## Board discussion

95. The suggestion was made that better statistics were needed to indicate the percentage of children immunized and the incidence of preventable diseases in most countries. It was pointed out that the WHO/UNICEF goal should be the immunization of all children. One delegation explained how obligatory vaccination programmes in various countries had virtually eliminated the infectious diseases of children in those countries. It was emphasized that the cost of such programmes was relatively low in relation to the gain in well-being of the infant population.

96. The UNICEF secretariat commented that UNICEF had joined with WHO in the continuing work to improve the cold chain and to train national personnel, particularly in the management techniques required for efficient operation. UNICEF was also working closely with WHO in assisting countries to organize and administer programmes which would eventually protect all children against the diseases covered by the programme.

## Essential drugs

97. An account of the UNICEF/WHO joint programme of provision of essential drugs for PHC in developing countries was before the Board in document E/ICEF/L.1426. It noted that the provision of essential drugs for PHC in developing countries was an enormous problem, and UNICEF could expect to make only a modest contribution to its solution. In what had been truly a joint effort, UNICEF and WHO had worked out an approach to the problem which was believed to be realistic and within UNICEF's staffing and financial means. It took into account the need to assist Governments in developing national drug policies and the capacity to control, manage and distribute essential drugs. It also took into account the potential for local production and packaging of drugs as well as the possibilities of intercountry pooled programmes.

98. According to the plan, special attention would be given to least developed countries, which currently relied on imports and had the least capacity to purchase drugs in the international market. The intention was to focus on a very limited number of the drugs which were most essential for maternal and child health. UNICEF's main goal, together with WHO and in close collaboration with the countries concerned, was to co-operate in the over-all improvement and more rational organization of the country's supply of drugs.

### Board discussion

99. One delegation expressed its Government's willingness to participate in programme development activities in this field; it could provide technical personnel and furnish needed information on drug development, production and quality control. The importance of quality control was stressed. UNICEF was cautioned to be certain that the drugs provided were needed before assistance in production was given. It was suggested that WHO publish a list of essential drugs for use at the community level with instructions for use. Several delegations pointed out that the active co-operation of drug manufacturers would be needed. The importance of close co-operation with all concerned agencies in the United Nations was also stressed.

### Diarrhoeal diseases control programme

100. The report on the global diarrhoeal diseases control programme, which was initiated in 1978 (E/ICEF/CRP/81-6), pointed out that it now played an important role in PHC. Seventy countries had indicated that they were planning to formulate national diarrhoeal diseases control programmes as part of PHC. In continuing to combine control, services and research activities, the programme was seeking as an immediate objective to reduce diarrhoeal mortality substantially, especially in infants and young children, while concurrently striving to achieve its longer-term objective of reducing diarrhoeal morbidity and malnutrition. Although much attention had been focused on the widespread provision of oral rehydration salts, just as much attention needed to be paid to preventive measures, such as the provision of safe water and a clean environment. The education of mothers was also essential.

101. Recently UNICEF had accepted the invitation of WHO to become, in a formal sense, a sponsor of the global programme for the control of diarrhoeal diseases. The research component was directed to the development both of better technology and of more effective health services. Several bilateral aid organizations had contributed to this programme and it was hoped the World Bank would also become a sponsor (see also para. 170 below). The programme was intended to strengthen and extend the broad approach already initiated. Moreover, the programme would supplement and support UNICEF co-operation with countries in providing oral rehydration salts and the capacity to produce them.

#### Board discussion

102. The UNICEF role in assistance for the national production of oral rehydration salts was commended. The responsibility of Governments for the development of this programme was stressed. One delegation reviewed its own national programme during the decade from 1970 to 1980, explaining that diarrhoeal diseases control had been so successful that deaths had declined dramatically; much of the success of the campaign was due to improvement in the country's nutrition programme for mothers and children.

#### Leprosy

103. The introduction to the working paper on leprosy pointed out that, "From a global point of view there has been little change over the last 15 years in the total number of estimated leprosy cases, i.e., +/- 11 million world-wide. However, in several countries in Africa and Asia where well-organized leprosy control programmes have been implemented with WHO/UNICEF support, important reductions have been achieved." According to the latest available information, the number of patients registered for treatment was 3.6 million, approximately 20 per cent of whom were lepromatous (E/ICEF/L.1427, sect. 1).

104. The paper noted that important changes were taking place at present in the field of leprosy: (a) the introduction of effective therapeutic regimens; (b) the substantial progress recently made in research, particularly towards the development of a vaccine; and (c) the increasing integration of leprosy control activities into PHC. Infection with leprosy was acquired in childhood. Because of the chronic nature and diffuse distribution of leprosy, a wide network of health units was required. On the other hand, in many countries mobile and static clinics for leprosy were, so far, the only means of providing services at the periphery and of providing contact with the community at the village level. In the long run, leprosy control would appear to fit best into the PHC approach.

#### Board discussion

105. There was emphasis on the need for education to wipe out the stigma of the disease and general endorsement of the inclusion of leprosy control in the PHC approach. The comment was made that there was not enough detail on the leprosy programme plans for 1981 given in the JCHP report on leprosy.

## Schistosomiasis

106. Delegates welcomed the report (E/ICEF/CRP/81-7) on the present state of schistosomiasis. Schistosomiasis, one of the most complex of parasitic infections, was a disease of the rural poor who had inadequate sanitary facilities and lacked access to an adequate supply of clean water. It was estimated that 200 million people were infected and 500 million exposed to the risk of infection. It was the children who had the greatest contact with infected natural waters. They were at greatest risk of infection, exhibited the most acute forms of pathology and were most liable to transmit and perpetuate the infection.

107. The report of the JCHP pointed out that the strategy of control of schistosomiasis had undergone a radical change in the last few years as the result of major advances in research and the development of anti-schistosomal drugs. Control of the disease in man by drug treatment was more likely to be successful than attempted eradication of the snail host, and at a fraction of the cost. This was a most significant conceptual advance which had sprung from the recent recognition that contamination of the water by the passage of eggs from the human host was significantly reduced by drug treatment of the human population and transmission could thus be markedly diminished (E/ICEF/L.1429, sect. 6.4).

### Board discussion

108. The hope was expressed that the progress that was being made in controlling schistosomiasis would continue, since it was one of the important diseases that affected children in some countries. Some delegations pointed out that there was also a need to direct attention to a similar disease in Latin America - Chagas' disease, which was very prevalent in the Americas, and needed UNICEF attention.

109. The secretariat explained that UNICEF hoped to be able to participate within the framework of PHC in the work of controlling and preventing schistosomiasis, focusing on children aged 6 to 15, with the close co-operation and collaboration of WHO, bilateral agencies and the Governments concerned.

### Childhood disabilities

110. The Board had agreed in 1980 that UNICEF could help countries bring about improvements in the prevention and treatment of childhood disability as part of community-based services. The Board's decision had been largely based on a report prepared for it by Rehabilitation International (E/ICEF/L.1410). In November 1980, UNICEF had entered into an agreement with Rehabilitation International to help carry forward the concepts and recommendations contained in the report. In January 1981, the Director-General of WHO and the Executive Director of UNICEF had issued a joint statement, in connection with the inauguration of the International Year of Disabled Persons (IYDP), which stressed the need to strengthen national capabilities for the prevention of impairment and disability.



111. The 1981 Board session had before it the paper prepared for the JCHP session (E/ICEF/L.1428); the general progress report of the Executive Director (E/ICEF/681) also dealt in part with the subject of childhood disability. The Board also had before it a statement presented by Rehabilitation International (E/ICEF/NGO/205), describing the first six months of its technical support in connection with UNICEF's expansion of activities in this field. This had included assistance to a number of country programmes (briefing on strategy, assisting in the planning and organization of implementation, and providing, or identifying, appropriate expertise); preparation of guidelines on the activation of the new strategy; development of core informational materials; and documentation of innovative programmes.

#### Board Discussion

112. A number of delegations expressed support for UNICEF's co-operation in IYDP, particularly its field initiatives, and were encouraged by its collaboration with WHO and other agencies in practical, community-based action to prevent or reduce child impairment or disability. The highest priority should be given to prevention, including immunizations, training for community health workers and midwives, and the education of future mothers. It was important to reach impaired children through early detection. Where possible, the disabled should be involved in the formulation of programmes. Some delegations reported on activities being undertaken in their countries in observance of the Year, including the establishment of IYDP committees. While the advent of IYDP was welcomed as a springboard for advocacy and action, it was also considered essential to lay a foundation for lasting improvement of measures on behalf of the impaired and the disabled. The point was made that although in some places improved obstetrical procedures and other measures had resulted in some reduction in child disability, there was a consistent rise in this condition from accidents of one kind or another. Efforts should be made to promote the integration of handicapped with normal children so that the fact of their handicap did not impede their normal development.

113. It was agreed that the Executive Director should report to the 1982 Board session on the results of IYDP as it related to children and UNICEF's work; this could be included in his general progress report.

#### Board conclusions

114. The Board expressed its appreciation of the work of the JCHP and adopted the following conclusions:

"The Board, having considered the report of the JCHP on its twenty-third session (Geneva, 2-3 February 1981 - document E/ICEF/L.1429 and Corr.1) and the Executive Director's note on that report (E/ICEF/L.1430), expressed its appreciation of the work of the JCHP.

"The Board also welcomed the WHO/UNICEF collaboration in the follow-up of the Alma-Ata Conference and particularly in the promotion and support of primary health care and its principal components (E/ICEF/L.1424), among them the control of those diseases which have an important impact on child mortality and morbidity, such

as diarrhoeal diseases, respiratory infections and malaria. It noted with pleasure that WHO/UNICEF joint efforts are increasingly focusing on collaboration with Governments at the country level. The Board noted with satisfaction the progress achieved so far, and looked forward to periodic reporting by the JCHP on this subject.

"The Board considered the JCHP study on national decision making for primary health care (E/ICEF/L.1425) to be a lucid and interesting document which gives useful information on the national process towards establishing primary health care in a number of countries. It recognized that the actual implementation of primary health care should take into account the different socio-economic contexts, and that it was ultimately the responsibility of the Governments concerned. In noting the study's recommendations, the Executive Board requested WHO and UNICEF to distribute it widely to Governments and national, international and non-governmental bodies which might have an interest in it.

"The Board noted the discussions of the JCHP on the other subjects considered at its twenty-third session - the expanded programme on immunization (E/ICEF/CRP/81-5), the UNICEF/WHO joint programme of provision of essential drugs for primary health care in developing countries (E/ICEF/L.1426), leprosy (E/ICEF/L.1427), schistosomiasis (E/ICEF/CRP/81-7), a joint programme for UNICEF and WHO regarding childhood disability (E/ICEF/L.1428), and the diarrhoeal diseases control programme (E/ICEF/CRP/81-6).

"The Board concurred with the selection of the next study to be prepared by the JCHP - 'Implementation of primary health care with emphasis on the most effective support that WHO and UNICEF could give jointly to Governments' - as put forward by the JCHP in its report.

"In conclusion, the Board fully endorsed the wish of the JCHP that even closer co-operation and co-ordination between WHO and UNICEF should take place, according to the mandate and field of responsibilities of each organization, especially at the country level, in the joint pursuance of the goal of 'health for all by the year 2000'."

#### Infant and young child feeding

115. Child health problems related to infant and young child feeding practices were a concern to the governing bodies of WHO and UNICEF throughout the 1970s. Amongst other measures, this concern had resulted in the calling of the joint WHO/UNICEF meeting on infant and young child feeding, which took place at Geneva in October 1979 and set out recommendations for the support and protection of breastfeeding and the adoption of appropriate weaning practices, including the drafting of a code of marketing for breast milk substitutes. Subsequent developments were summarized in a report on infant and young child feeding which had been prepared as part of the Executive Director's general progress report (E/ICEF/681(Part II)/Add.2).

## Advantages of breast milk

116. The report discussed the advantages of breastfeeding over the use of infant formulas or other breast milk substitutes (even when these artificial foods were properly prepared). It supported emotional and psychological bonding between the mother and child, provided all the necessary nutrients for growth during the first four to six months of life, and carried antibodies which protected the child from infections while its own immune system was developing. As a result, breastfed infants had lower rates of infection, both digestive and respiratory, than bottle-fed infants, and the episodes of diarrhoea were of shorter duration and less grave. This appeared to be true not only under conditions of poor environmental sanitation, but also in middle-class communities in the United States, for example. There were other health benefits as well; for the child, a lower incidence of allergic manifestations, and for the mother, the promotion of the involution of the uterus, and use of extra fat stored during pregnancy. Breastfeeding also extended the average period of contraception after giving birth.

## Situations of poverty and underdevelopment

117. In situations of poverty and underdevelopment, there were additional reasons why breastfeeding was considered superior to artificial feeding. Breastfeeding gave the young infant the liquid required and avoided the need to give water that was often not safe. The cost of formula was high in relation to average earnings, so it was often over-diluted, and the infant was underfed. Usually, there were no satisfactory facilities for cleaning and sterilizing bottles and teats. The cost of fuel was generally high, either in money or in time spent gathering sticks, and there was no refrigeration for keeping formula between feedings. As a result of the extreme difficulty of maintaining hygienic conditions, and the absence of immune agents in the formula, bottle-fed babies living in poverty conditions were at a much higher risk of diarrhoeas which, in turn, contributed substantially to the precipitation of malnutrition. The continuation of diarrhoeas, respiratory infections and malnutrition led to a higher infant death rate.

## Current situation

118. The report noted that in the twentieth century and especially since 1920, breastfeeding had been declining in urban industrial areas. There had been a decline in the proportion of mothers who started breastfeeding, and a shortening of the duration to less than three months ("premature weaning"). These trends were now being reversed in upper-income groups in many industrialized countries. In many developing countries, breastfeeding was maintained by a high proportion of mothers for 12 months or longer in rural areas; in others it was falling. The fall-off in low-income urban and peri-urban areas was very significant because of the migration of rural populations to these areas.

## Weaning

119. Weaning, the second main aspect of infant and young child nutrition, presented serious problems for child health and development, especially in conditions of ignorance or poverty. Normally, breastfed children grew at the same rate all over the world up to the age of four to six months. When the mother's milk was no longer sufficient, complementary semi-solid or solid foods needed to be introduced. Typically, in low-income areas, the infant's growth began to falter at this age (i.e., it fell behind the reference pattern of the well-fed). To counteract the risks faced by the child during this period of change from breast milk to semi-solid and solid foods, careful attention needed to be given to educating mothers about appropriate weaning foods that were available to them locally and at low cost.

120. While industrially produced weaning foods were a convenience, lower-income families usually could not afford them. UNICEF for many years had co-operated in country programmes to produce lower-priced milk products or weaning foods; however, in low-income countries these could not be made available to the low-income population through subsidy on a sufficient scale. Hence, UNICEF was now focusing its co-operation on programmes to support the preparation of local foods in the household or in the community.

### UNICEF co-operation in programmes to support breastfeeding and good weaning practices

121. At present UNICEF was co-operating in programmes in Africa, the Americas, Asia and the Eastern Mediterranean in some activities and services in support of breastfeeding and appropriate weaning practices, some of which were of long standing. However, much wider extension was needed. UNICEF's co-operation included support for: reorientation of the training of health personnel; information programmes for use by women's organizations and other local support systems; introduction of mother and child weighing as a routine in maternal and child health services; maternal, infant and young child supplementary feeding; local studies of infant and young child feeding practices; extension of day-care facilities; and local weaning-food production. In many countries, the encouragement of breastfeeding was a theme of advocacy. Considerable attention was being given, together with WHO, to the development of core materials that could be adapted for the use of health workers, mothers and mothers-to-be, NGOs, the information media, National Committees for UNICEF and the public at large.

122. On the basis of the proposals in the Executive Director's report (E/ICEF/681(Part II)/Add.2, sect. VII), the Board agreed that UNICEF co-operation should now be extended and made more systematic, with UNICEF working in co-operation with Governments, specialized agencies (notably WHO, as well as the ILO, FAO and UNESCO), National Committees for UNICEF, NGOs, industry and the information media. WHO standards and guidelines were involved, in varying degrees, in all of the fields of activities. For some, WHO would be the prime mover, and UNICEF would have a supporting role. In other activities, UNICEF would have a larger role, particularly at the country level. The fields of activities, and the division of responsibilities between WHO and UNICEF in particular, were set forth as follows:

## Surveillance of breastfeeding trends

Countries needed to be able to follow the trend of breastfeeding and weaning practices in urban and rural areas, and at different income levels. Experience had been gained through the WHO collaborative study, and WHO had a general methodology under preparation. It was proposed that the methodology should be tested in a number of countries and then diffused through regional working groups. UNICEF would be invited to contribute to the costs. Countries would undertake surveys periodically, and some would seek UNICEF participation for this.

## Orientation and training of health professionals and other health workers

Advice given to pregnant women by obstetricians, nurses, auxiliaries, PHC workers, midwives and other health workers was an important factor in their decision whether or not to breastfeed, a decision usually made before delivery. Breastfeeding could be made easier by certain types of preparation. Professionals and other health workers needed to know how to give advice to mothers and families, and also how to handle problems that might arise, as in breastfeeding during sickness. These questions had been neglected in health training curricula in recent decades. Health administrators also needed to be adequately informed in this field. WHO was preparing training modules for different levels of training, and would also prepare core teaching materials. These would then have to be adapted to different countries. Refresher courses and the production of teaching materials in large quantities, particularly for lower-level workers, would be supported by UNICEF.

## Orientation of teachers and extension workers

In addition to health workers, schoolteachers and extension agents in contact with the community should be informed about breastfeeding and weaning, and be able to give information and advice consistent with what the health services were providing.

This was particularly important for primary and secondary schoolteachers and for literacy teachers. Many girls leaving school would be entering motherhood within a few years. Thus, it was important to introduce training modules into teacher training colleges, and into the material being prepared for literacy campaigns. Such material would be mainly prepared at the country level, but some core material was needed. The collaboration of UNESCO would be sought, along with WHO with respect to technical content.

Agricultural and home economics extension workers, community development workers and co-operative advisers were all in a position to influence the community. Orientation materials needed to be prepared in co-operation with FAO and WHO. The League of Red Cross Societies was also ready to help in this. Core materials would be prepared and then adapted to local needs, country by country. UNICEF support would be sought towards the costs.

## Information material for mothers

Developing countries would need help with information material for mothers and families that could be distributed through their health facilities during pre-natal and mother and child health consultations. Core material prepared with WHO's help would have to be adapted to individual country needs. Some Governments would seek UNICEF's support for this, and for reproducing the material (though UNICEF would not have the means to help with all the quantities required).

## Health service practices

A number of hospital practices at time of delivery affected the initiation and duration of breastfeeding. These included the information given to mothers, the supportive attitude of the staff, the avoidance of too deep sedation during childbirth, immediate skin-to-skin contact and nursing of the newborn, the avoidance of pre-lacteal and supplementary bottle feeds during the first days of life, and avoidance of the distribution of samples of infant formula. WHO was preparing guidelines, and some countries would be seeking co-operation in the improvement of hospital practices.

## Nutrition

Inadequate nutrition presented a serious problem for pregnant women, for nursing mothers and for families whose resources were insufficient to supply their infants and young children with the food they needed. Long-term improvements in family and community capacity for supporting better maternal nutrition and better weaning foods could be obtained through more information and education for women and their families. Support for family food production and adequate storage was also important, as was the lightening of women's work, and community-level action to have community gardens and community facilities for the storage and processing of weaning foods. UNICEF should expand its co-operation in these fields.

Where there were malnourished infants and young children other services were also necessary that could give more rapid results than those just discussed; they also should be undertaken in a form that led to long-term arrangements and self-reliance. The health services would need to extend their capacity to monitor the health and nutritional status of the mother and child; to provide nutritional guidance; and to be able to arrange for the provision of food to low-income families where required. External aid for children's food was available from the World Food Programme and other sources, but because of national and international financial, logistical and administrative constraints, it covered the needs of only a small percentage of the population of developing countries. The problem of maternal and young child nutrition in families with very low income was under study in a number of organizations, including UNICEF. Based on the outcome, the Executive Director might have further recommendations for the next session. 20/

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20/ Funds to make some start with this work during the next 12 months were approved in E/ICEF/P/L.2026(REC) and Corr.1.

UNICEF, in its co-operation with NGOs, both through its Committee of Non-Governmental Organizations and with particular organizations engaged in providing developmental services at the country level, could encourage the undertaking of pilot support projects in poor urban and rural communities in developing countries.

#### Information media

The information media, especially radio but also increasingly television, would be in a position to provide information to the many who were not in touch with health services, and to arouse their interest in seeking the guidance of health workers where they were available. UNICEF should continue to help countries in the production of substantive material for use by the media, in co-operation with the health and other concerned ministries. Slide and sound projections were required for meetings, and for places where people gathered, such as markets.

#### Social support systems

Social support systems needed strengthening in a number of fields. The WHO/UNICEF meeting recommended maternity leave of at least three months; some countries now extended this to six. Arrangements for flexible working hours and facilities for breastfeeding in work-places were very helpful in industrialized countries, and at present applied to only a small percentage of the population in developing countries. Experience had shown that both crèches and day-care centres could be developed in residential areas on a community basis and within the limits of community resources. UNICEF had helped in such arrangements as part of its participation in urban services, and this should be very much expanded.

#### Code of marketing of breast milk substitutes

A number of promotional and marketing practices of breast milk substitutes should be revised. These were set out in the recommended code adopted by the World Health Assembly in May 1981. Some countries would be seeking advice and help from WHO and UNICEF about the preparation of suitable national measures to give effect to the code, and UNICEF should be prepared to respond to such requests.

#### Board discussion

123. The importance of breastfeeding to improve infant nutrition was emphasized by virtually all delegations and UNICEF was encouraged to further its advocacy to protect and encourage the practice, taking into consideration the customs and conditions of the various countries concerned. It was especially important to take preventive action to preserve and promote the practice in countries where bottle-feeding had not yet made inroads. One delegation, however, did not believe it was UNICEF's task to promote the world-wide practice of breastfeeding; in its view this raised a question of duplication of the work of WHO.

124. The importance of breastfeeding as a measure of self-reliance was stressed by a number of delegations. Not only would breastfeeding save lives and prevent distress, it would conserve the scarce resources, financial and otherwise, of both Governments and families. Its promotion was viewed as an integral component of PHC, linking breastfeeding with community-based nutrition efforts.

125. A number of delegations outlined steps that had been taken or were being planned by their Governments to encourage breastfeeding in both rural and urban areas, especially among working women. These measures included flexible working hours, extended maternity leaves, establishment of crèches and day-care centres and modifications of industry marketing practices.

126. While the World Health Assembly was the main forum for consideration of the code of marketing of breast milk substitutes, most delegations used the discussion of this item of the agenda to endorse the code.

127. Several delegations, while agreeing that a broad spectrum of actions was required, recommended that UNICEF concentrate its efforts in three main areas: assistance to social support systems that improve the situation of the working mother, an area in which UNICEF was already involved; research to improve knowledge of the reasons for the decline as well as the recent increase of breastfeeding, to help determine future priorities; and, in collaboration with WHO, the improvement of health care systems with respect to hospital practices and routines and training of medical and paramedical staff. Too often the health care system had had a negative influence. In this field, it was felt that UNICEF, together with WHO, could make an important contribution.

128. In these considerations, it was considered important that sufficient thought be given to the role of the mother. Breastfeeding should be regarded as desirable and made possible for women without sacrifice; it should not be used as a means of promoting traditional roles not consonant with contemporary realities. In this connection, the importance of NGOs, especially women's organizations, in influencing policies and providing support services was stressed. 21/

#### Board conclusions

129. The Executive Board endorsed an increase in UNICEF's participation in relevant fields to protect and promote breastfeeding and good weaning practices, as set forth in paragraph 122 above.

130. One delegation noted that its views expressed in the World Health Assembly applied equally to UNICEF activities on the last item of these conclusions and therefore, it could not associate itself with it.

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21/ See statements of the NGOs to the Board session: statement by the Chairman of the NGO Committee on UNICEF (E/ICEF/NGO/204); statement on co-operation between UNICEF and the League of Red Cross Societies (E/ICEF/NGO/203); and statement on infant feeding submitted to the UNICEF Executive Board by the International Organization of Consumers Unions (E/ICEF/NGO/206). See also paras. 225-229 of the present report.



131. The general progress report of the Executive Director gave some highlights on water and sanitation activities in a number of countries in the previous year (E/ICEF/681(Part I), paras. 32-44), and addendum 3 to that report discussed UNICEF's role in the International Drinking Water Supply and Sanitation Decade (IDWSSD) through support for village and community level water supply and sanitation, health education, appropriate technologies, involvement of women, and promotional activities through project support communications (PSC) and information activities. Statistics on installations and beneficiaries are given in paragraph 156 below. One of UNICEF's most important contributions to water supply and sanitation programmes was in support of the training of national technical staff and operators at the village and intermediate levels as well as training in community motivation and health education.

132. It was clear that only some of the potential health benefits of a clean water supply were being realized, and excreta disposal lagged far behind. The UNICEF secretariat was in the process of re-examining UNICEF activities in water and sanitation in the context of PHC to determine how health benefits could be increased. That would include support for the strengthening of community motivation, the involvement of women, health education, and the sanitation component of programmes. A salient feature would be to integrate these efforts with the programme for the control of diarrhoeal diseases (see paras. 100-102 above).

133. UNICEF's current level of participation in drinking water supply programmes amounted to some \$40 million a year, a substantial portion of which was provided by supplementary contributions. There appeared to be a prospect for a substantial increase in UNICEF's involvement in water programmes through support by the Arab Fund for Economic and Social Development, which would provide "soft" loans to countries for such programmes, which they could turn over to UNICEF if they wished for financing "noted" water projects in their own countries.

134. In the Board discussion the secretariat was commended for the key co-operation UNICEF was providing in IDWSSD activities. It was stressed that UNICEF's support for water must include sanitation and hygiene with a strong emphasis on women's and community participation combined with adequate education. UNICEF should promote more actively the improvement of managerial processes and co-operate with NGOs in improving community participation. Much more attention needed to be given to community involvement in planning, construction, management, funding and maintenance. Concern was especially expressed about the maintenance and operation of installations, and a report on this was requested for the 1982 Board session.

## Board conclusions

135. The Board adopted the following statement of conclusions on water supply and sanitation:

"During 1980 there was substantial progress in applying the policies adopted by the Board in 1979. The programme of the Decade was expanding, though there were not yet enough country plans to indicate that the objectives of the Decade would be realized by 1990. UNICEF's participation was growing, though it would probably decline as a percentage of total external aid as other sources grew more rapidly. It would continue to serve the specific purposes of relating water and sanitation to national policies for children, to low-income areas, and to the involvement of women and communities.

"The 1980 experience with the policies as refined by the Board in 1979 did not suggest a need to change them in any way. However, the need for emphasis on the social aspects, especially women's involvement, health education and community involvement, had become

even clearer. During 1980, progress was made in orienting government officials and UNICEF staff to this need. This long-term task was probably the key to making better progress with sanitation, the maintenance of village systems, and the more effective use of water in the household, leading in turn to a bigger impact on child health.

"The Board was concerned over the state of maintenance of drinking water and environmental sanitation installations in some project areas. For this reason the Board believed that UNICEF should considerably strengthen its co-operation in programme planning and promotion of governmental services and community participation in the maintenance and operation of such installations as hand-pumps, mechanized pump stations, protected springs, piped schemes, and latrines. It requested the Executive Director to report to the Board at the 1982 session on the maintenance of these installations."

136. The commitment approved by the Board for additional support to various programme fields (E/ICEF/P/L.2026(REC) and Corr.1) contained provision for support of regional workshops in 1982, and project design activities in five or six countries in 1983 focusing particularly on the social aspects.

UNICEF's involvement in emergency relief,  
rehabilitation and special situations

137. From time to time the UNICEF Board had considered policy on UNICEF's involvement in emergency relief, addressing itself to the inherent tension between helping in emergency situations and concentrating UNICEF's resources on the solution of long-term problems affecting children. The Board had agreed that emergency relief should not be a major UNICEF function.

138. In the course of the general debate at the present session the Board, on the basis of a paper before it prepared by the Executive Director (E/ICEF/681(Part II)/Add.1), reviewed UNICEF's policy with regard to involvement in emergency relief, rehabilitation and special situations. The paper summarized the ways UNICEF responded to small and large-scale requirements, including the first phase of emergencies to help meet the urgent immediate needs of children, the second phase where the concern was to help restore or rehabilitate services benefiting children, and sometimes, a third phase involving higher than normal UNICEF co-operation in long-term services benefiting children because the country's own resources were temporarily reduced. In principle, large-scale emergency and rehabilitation assistance by UNICEF was financed mainly by specific-purpose contributions.

139. The Executive Director believed that at present, UNICEF policies appeared to be generally adequate, although they had not been sufficiently applied in relation to seriously deteriorating economic situations and to some situations where the need was not publicized or for other reasons did not attract a substantial flow of aid from other sources.

140. In his paper he pointed out that the incidence of serious emergency situations seemed to be on the rise. In order to strengthen UNICEF's capacity to handle emergencies without straining the management and staff resources needed for long-range programmes, the Executive Director proposed, in the budget estimates for 1982-1983, to upgrade the emergency unit at headquarters and make some other arrangements in headquarters and the field which would help ensure a more rapid response by UNICEF in procurement and delivery, financial management and staffing in large-scale emergencies, and would strengthen links with other United Nations bodies and NGOs. For small-scale emergencies he recommended that his emergency reserve fund be increased from \$3 million to \$5 million.

141. The Executive Director shared the general hope that the United Nations system would strengthen its capacity to deal with emergencies. He believed that there would be advantages in a standing arrangement about the lead agency (this could normally be UNDP), to be departed from only in exceptional circumstances. UNICEF would be an active participant in the system's response where children were substantially involved.

## Board discussion

142. Underlying the views of delegations about UNICEF's involvement in emergencies was their conviction, as set forth elsewhere in this report (paras. 6, 25, and 33 above), that UNICEF's principal concern must be with the "silent" emergencies which seriously affected hundreds of millions of children and mothers daily. While delegations recognized that UNICEF had an important special role to play in relief assistance, they reiterated their agreement with the earlier position of the Board that it should be limited in extent. Some delegations commented on the difficulty of establishing a line of demarcation between relief work and longer-term measures. In this connection several delegations referred to the special situation in a number of African countries where "loud" and "silent" emergencies were closely related and there was a need to deal with them in the context of a single programme having different time phases. 22/ One delegation suggested that there was an important difference between emergencies charged with political hazard and those which were not.

143. Most delegations agreed that it was desirable for UNICEF to systematize and organize better its handling of crisis situations, and supported the Executive Director's proposals in this direction. While sharing this view, one delegation hoped that an expanded emergency unit at UNICEF headquarters would not result in UNICEF increasing its role in emergency work, and another delegation believed that the Executive Director's specific recommendations needed to be looked into in the light of budgetary considerations. A few delegations felt it would be premature for the Board to take a decision on the proposals before the larger framework of the United Nations system in handling relief was known.

144. The point was made that since UNICEF was capable of an outstanding performance in relief situations, as shown by the Kampuchean experience, there was a temptation to regard it as the agency in the United Nations system best equipped to deal with certain emergency situations and consequently to give it increasing responsibilities. To protect UNICEF against this trend, which could, in the long run, jeopardize its main mission, it was important for the United Nations system as a whole to be strengthened in its capability to respond speedily and effectively to emergencies. The initiative of the Executive Director in raising this question in the Administrative Committee on Co-ordination was commended, and it was felt that UNICEF should continue to join in the search for improvement of present arrangements. Delegations looked forward to the discussion of the Economic and Social Council on this matter. It would be important for the UNICEF Board to review its policies at its 1982 session in the light of action taken by the Council.

145. Some delegations felt that UNICEF should not again assume a lead-agency role as in the Kampuchean operation; others thought that it might be assumed in the rare instance when no other agency in the United Nations system could undertake it. The predominant view as expressed by delegations was that the role of UNICEF as a lead agency in the Kampuchean relief operation should come to an end by 31 December 1981. 23/

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22/ See section on African countries in special situations, paras. 192-198 of the present report.

23/ The Board approved a commitment of \$5 million from general resources and a noting of \$5 million to be financed from specific-purpose contributions for regular programme co-operation in Kampuchea from mid-1981 to mid-1982 (see E/ICEF/P/L.2082(REC)) and the report by the Chairman of the Programme Committee (E/ICEF/CRP/81-41, para. 23), summarizing the views expressed by delegations).

146. The Board adopted the following conclusions with regard to UNICEF's involvement in emergency relief, rehabilitation and special situations:

"The Executive Board reaffirmed its current policy with regard to UNICEF's involvement in emergency relief, rehabilitation and special situations. This included a recognition that the general policy of UNICEF was that it might have to play a distinctive role not available to other agencies in meeting the immediate and particular needs of children in natural and man-made emergency situations; that large-scale emergency assistance should, in principle, be financed to the maximum extent possible by specific-purpose contributions; that UNICEF would not assume lead-agency responsibilities in a major emergency, except in rare instances; and that lead-agency responsibilities should be accepted only after consultation and agreement with the Board.

"The Board also believed that, without detriment to UNICEF's major concern with long-range development programmes, more systematic attention needed to be given to consolidating UNICEF's capacity to respond to emergencies; and that UNICEF should co-operate closely with other concerned organizations in the international community.

"The Board considered that UNICEF should co-operate fully in the current Economic and Social Council deliberations aimed at the co-ordination of humanitarian relief activities within the United Nations system. It decided to review its policies in this regard at its 1982 session in the light of the Economic and Social Council decisions."

147. A number of delegations did not believe that the emergency reserve fund should be increased to \$5 million, and at the suggestion of the Executive Director, it was agreed to leave it at its present level of \$3 million.

## VII. PROGRAMME TRENDS

### General

148. In the documentation before the Board it was apparent that while programme trends remained basically the same as in the previous year, there was more emphasis on certain aspects within some programme fields. For example, in basic child health, support was being focused on the mother and child health aspect of PHC, maternal and child nutrition, and the support of breastfeeding. More attention was being directed to activities encouraging PHC orientation in services outside the health sector such as education, agricultural extension services and rural development. In water supply and sanitation, emphasis was being placed on community involvement, including women's participation, in planning, construction, management, funding and maintenance of installations, and health education about the use of water supplies and sanitation. In nutrition, in addition to regular activities, areas of concentration included increased attention to the nutrition of women, especially during pregnancy and lactation. UNICEF resources were being increasingly directed to the education of out-of-school children and youth. In social welfare services, more support was planned for community day-care facilities and crèches, particularly for children of working mothers. These trends, it was felt, needed to be further emphasized and the experience gained from them reviewed in order to improve future programming.

### Improving the country approach

149. At the opening of the Programme Committee session, Dr. Charles A. Egger, Deputy Executive Director, Programmes, shared some of his experiences, gained over many years, that had had a bearing on the development of UNICEF's country approach. He underlined the importance of the country appraisal, into which UNICEF had to integrate its co-operation relating to the promotion of child issues, its support of children's services in the context of national development, and its help with the mobilization of additional resources.

150. He noted that UNICEF had come a considerable way in improving its methods of country programme preparation in close collaboration with the ministries concerned. In his view, this had involved not only a refinement of methodology for identification and analysis, but also a clearer understanding of the resources available both for initial investment and recurrent expenditures. Having reached this stage, there was now a need to focus, in an equally professional way, on specific issues and problem areas. These would require more attention to the interpretation and application of still inadequate data for the formulation of programme strategies. Moreover, he saw the need for adaptation in the methods of programme preparation and work cycles to include, for example, the participation of the communities themselves. There was also the task of mobilizing resources within and outside the country, as well as considering how existing resources could be more effectively applied to further social objectives relating to children.

151. He noted that an improved country approach had also led to the recognition by both Governments and agencies that development was a broad process involving many entities - e.g., universities, non-governmental organizations and research institutions, in addition to the Government. This reflected the increasingly accepted principle that certain developments took place outside a planned approach, and he suggested that UNICEF might assist in these developments by allowing a small proportion of resources to be available for use at the discretion of country offices in consultation with Governments for encouraging them.

152. Similarly, much greater opportunities were available in the development and improvement of national and regional resources for technical knowledge and skill. The combination of this potential with the contribution of United Nations agencies, and the flexible use of UNICEF's resources - for material aid, local finance, building up national capacity - could contribute significantly to the technical and preparatory aspects of country programming.

#### Sudan programme

153. The agenda of the Programme Committee included an item which called for an in-depth discussion of one programme recommendation - the proposal for co-operation with the Sudan. The discussion centred on the preparations for the recommendation and the different steps and strategies involved, as explained by the UNICEF representative. 24/ The Committee appreciated the first-hand information on how UNICEF was performing its activities at the field level and the insights on the impact of the programme provided by the representative. A number of delegations welcomed the zonal development approach embodied in the programme. The Committee members agreed that the practice of in-depth discussion of one programme should be continued at its future sessions.

#### Some programme statistics

154. As a result of action by the Board at the current and previous sessions, UNICEF, at the end of the session, was co-operating in programmes in 111 countries: 25/ 46 in Africa; 28 in the Americas; 29 in Asia; and 8 in the Eastern Mediterranean. The child population aged up to 15 in these countries was about 1.3 billion. In virtually all countries, support was given to basic maternal and child health services, and in most of them also to water supply, child nutrition, social services and education.

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24/ For a further discussion of this presentation, see the statement by the Chairman of the Programme Committee to the Executive Board (E/ICEF/CRP/81-41, paras. 4-7).

25/ This did not include 19 higher-income countries in which UNICEF co-operation was extended mainly for consultative, advisory and training services, and exchange of experience about policies and administration of services benefiting children, without material help to programmes.

155. The general progress report of the Executive Director presented some programme statistics on the number of institutions and centres that received UNICEF equipment and supplies in 1980 and the number of persons who received stipends for training (E/ICEF/681(Part II), paras. 111-113 and tables 5-7). Although those figures did not indicate programme quality and effectiveness, they illustrated something of the scope of UNICEF aid. Some 290,000 health, nutrition, social welfare and education institutions and centres received UNICEF equipment and supplies in 1980. Most of them were at the village level.

156. During the year the estimated numbers of rural water supply installations completed were as follows: drilled or dug wells and hand-pump installations, 92,000; engine-driven pump installations with taps close to the wells, 1,150; piped and reticulated water systems, 2,360; and other systems, 3,770. Some 10.5 million persons benefited from those systems. In addition, some 275,000 excreta disposal installations were completed, with approximately 1.7 million persons benefiting from them.

157. UNICEF aid for training was an important element in all programme inputs. The number of national staff who received some training with UNICEF stipends in 1980 totalled about 862,000, a 134 per cent increase over the 1979 total of 368,200. Nearly 90 per cent were enrolled in short courses of three months or less, reflecting the emphasis on the training of village and auxiliary workers, and on refresher and reorientation training.

#### Levels of programme aid

158. UNICEF distinguishes between three groups of countries according to their development level so that relatively more inputs can be directed to programmes in lower-income countries or where there are special circumstances. In 1980 the average UNICEF expenditure per child inhabitant for countries where UNICEF was co-operating in programmes was 26 US cents, compared with 21 cents in 1979. 26/

159. In least developed countries (group I) average programme expenditure in 1980 per child was 78 US cents. This consisted of 38 cents from general resources and 40 cents from specific-purpose contributions. The total was approximately 5.6 times the average expenditure per child in countries receiving UNICEF's "normal" level of co-operation (group II), which was 14 cents. The ratio in 1984 was expected to be similar (in the range of 5 to 1).

160. In order to make UNICEF co-operation in small countries effective, a higher level of assistance was required than the size of the child population alone would justify. The average expenditure per child in 1980 for small countries was 106 US cents.

161. Expenditure in developing countries with a higher income level (group III) averaged 2 US cents per child inhabitant, as it had in 1979. This figure was a token of a different type of co-operation, primarily involving such activities as the exchange of information about policies and programmes, and testing approaches and forms of organization.

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26/ This calculation is only an indicator; expenditure per child benefiting from a programme is higher, since most of the services in which UNICEF co-operates cover only a portion of the country's child population.



162. A modified form of this type of co-operation with UNICEF was desired by some high-income countries in the Gulf and elsewhere where there were rates of infant mortality and morbidity, malnutrition and illiteracy inconsistent with the countries' resources. In his budget estimates the Executive Director proposed to provide advisory services to the Governments in this region that desire them, and to provide reimbursable services.

163. At previous Board sessions, some delegations had stated that UNICEF was too rigid in its application of a GNP criterion, along with child population, in determining the volume of UNICEF co-operation in country programmes. In response to these views, the Executive Director had prepared a note (E/ICEF/681(Part II)/Add.5) on alternative programme approaches in countries with socio-economic situations differing both with respect to opportunities (e.g., government policies and administrative structures and capacity), and with respect to needs (e.g., infant and young child mortality). Delegations were invited to write to the Executive Director giving their observations on this note, so that their thinking could be taken into account in preparing a recommendation at the 1982 Board session.

#### Follow-up of the International Year of the Child

164. As recalled in the Executive Director's general progress report (E/ICEF/681(Part II), paras. 17-23) and in the medium-term work plan (E/ICEF/L.1423, para. 30), the Board had agreed at its 1980 session that the role assigned to UNICEF by the General Assembly in following up on the developmental aspects of IYC (resolution 34/4) should include facilitating the exchange of information and experience among all countries in matters of common concern affecting children. The General Assembly had subsequently urged UNICEF, with the support of its National Committees, to respond imaginatively and vigorously to its important responsibilities in the follow-up activities of IYC in close co-operation with the concerned organizations of the United Nations system and with the international community generally (resolution 35/79).

165. Steps were accordingly being taken to establish UNICEF as an information resource on national policies and programmes concerning children, linked to a network of referral resources, and focusing on activities that had significantly improved the condition of children. As one step in this direction, a pilot issue of a child reference bulletin had been prepared and was being tested. Moreover, exploratory studies were under way on areas of potential action in children's behalf, including child exploitation, child abandonment and the situation of children of migrant parents.

166. In the general debate, a number of delegations referred to the continuing impact of IYC in creating greater awareness of the needs of children, both in their own countries and elsewhere, and commended UNICEF's approach in following up on the Year through advocacy, advisory services and information activities. The new technical information referral service was singled out for favourable mention. Some delegations cautioned, however, that these activities should not detract from UNICEF's primary emphasis on operational programmes for children in developing countries.

Collaboration with other agencies  
in the United Nations system

167. In his general progress report, the Executive Director referred to a number of areas of collaboration in the past year with agencies in the United Nations system (E/ICEF/681(Part II), paras. 114-122). They were particularly close with two of UNICEF's partners - UNDP and WHO. Co-operation was increasing with UNDP in the framework of the International Drinking Water Supply and Sanitation Decade.

168. In the Executive Director's view, the designation by the Secretary-General of the resident representatives of UNDP as resident co-ordinators of the United Nations system's operational activities for development should result in better use of all resources in the United Nations system by minimizing duplication and gaps, and by enabling a mutual reinforcement of skills in programmes. It was recognized, however, that (a) UNICEF had primary responsibility for programming its own resources; (b) the UNICEF representative had direct access to the Executive Director; and (c) the UNICEF representative would maintain contacts and relations with the functional ministries with which UNICEF co-operated.

169. The Director-General of WHO and the Executive Director had a two-day working meeting in November 1980, during which further areas of joint action were identified and principles of co-operation and joint actions were agreed upon. Some of the salient points of the meeting dealt with collaboration at the country and regional levels; and concerted action in PHC and in its main components, such as the expanded programme on immunization, diarrhoeal diseases control, and essential drugs (see para. 79 above). WHO invited more active UNICEF participation in the World Health Assembly and at the WHO Executive Board, regional committee and regional staff meetings.

170. Collaboration with the World Bank continued in the fields of PHC, primary education, and drinking water. It was noted that the management of the World Bank had recently decided to participate in research in tropical diseases, the control of diarrhoeal diseases and health services (see para. 101 above). UNICEF could play a useful role in helping to identify operational problems requiring study and in some cases might fund specific operational research undertaken by national institutions.

171. An annual intersecretariat meeting with UNESCO in December 1980 examined ways and means of closer collaboration between the two organizations, the possibilities of a working meeting between their executive heads, and a fresh joint communication to their field offices on the subject of co-operation.

172. As indicated above (paras. 57-59), in connection with the Board's discussion of proposals for additional posts in the budget for advisers/programme specialists, particularly in such fields as health, nutrition and education where specialized agencies existed, some delegations feared that such posts could lead to more competition between agencies in the system rather than more co-operation.

173. The Executive Director in his comments stressed that his proposals for strengthening advisory capacity in New York and the field had as one of its principal purposes that of enabling UNICEF to make greater and more effective use of the human and financial resources of other agencies in the United Nations system. UNICEF's co-operation was strongest with agencies where UNICEF had been able to devote substantial professional talent to co-operating with those agencies.

174. The representative of UNESCO stated that UNESCO's capacities were not yet being fully used by UNICEF. His agency supported the establishment of posts for educational advisers in the UNICEF secretariat on the understanding that they would intensify the professional dialogue with UNESCO and mobilize, on that basis, UNESCO's technical expertise and experience for enhanced assistance to countries. Experience had shown that UNESCO/UNICEF co-operation was more meaningful and effective where UNICEF personnel had some qualifications in education. Special care, however, had to be taken to avoid duplication and overlapping with expertise that already existed within UNESCO and could be made available to UNICEF on request. Where UNICEF's needs for UNESCO's technical services were beyond UNESCO's budgetary possibilities, UNICEF could consider supporting UNESCO financially to establish such services. The representative also stated that UNESCO had reservations about the proposal, which had been made at the UNICEF Executive Board in May 1980, for a joint committee of the Executive Boards of the two agencies. Other ways for strengthening co-operation between the agencies would be discussed when the two agency heads met.

175. The representative of WHO stated that if UNICEF were more self-reliant in the technical health field, it could be a positive factor in facilitating a dialogue between the two agencies. However, there was a risk of the emergence of conflict between the two organizations; co-ordination was, therefore, necessary, and could be achieved if the two bodies adhered to internationally agreed technical health policies and established a system of information exchange and reciprocal participation in programming activities, particularly at the country level.

176. In that spirit, WHO had taken a number of steps, the most successful of which had been to associate UNICEF as an equal partner in all WHO policy developments touching on the health of children and mothers. It could be said that collaboration between the two organizations had never been closer with regard to policies, methods and intents. Joint activities had also been encouraged at the regional and country levels, such as training in specific subjects and PHC workshops conducted with the participation of nationals of the countries concerned.

177. The establishment of health adviser posts at UNICEF headquarters could be seen as a positive factor in the collaboration of the two agencies, and the post description of health adviser should spell out the strengthening of co-ordination and collaboration with WHO as one of the main tasks of the incumbent. It went without saying that the technical personnel and other technical resources of WHO were at the disposal of UNICEF regional and field offices when needed. That was an area in which there was room for expansion and more precise procedures.

## Community participation

178. With the assistance of UNICEF's senior adviser on community participation, a number of regional and country offices in the past year had examined the ways in which community involvement was being encouraged in UNICEF-supported programmes and how this might be enhanced. To promote this approach, technical assistance was rendered to communities engaged in social development projects; training workshops were held; and in several countries links were established with NGOs that had experience in mobilizing community participation in basic services.

179. The discussions of country programme recommendations in the Programme Committee emphasized the importance of involving local populations in the design and implementation of community-based programmes for children and women. The participatory approach was considered essential, not only for ensuring the success of nutrition, health and other services, but also for promoting the qualities of self-reliance that were essential to people's development, both in rural and in urban areas. NGOs were seen as important resources in this regard. That UNICEF should re-evaluate its own policies and approaches continuously in the light of its practical experience was strongly endorsed.

### Responsible parenthood and family planning

180. The Executive Director's progress report recalled that since considerable support was available from other sources for family planning services, UNICEF concentrated its efforts on supporting essential related activities in the fields of health, nutrition and education, including population education or family life programmes for mothers and fathers, which seemed to increase the motivation for smaller families. Emphasis was given to supporting educational and motivational efforts for responsible parenthood by whatever services were in contact with communities, adolescent girls and boys being an important audience for these efforts. In situations where national authorities wanted family planning to be part of maternal and child health services, and external support was insufficient, UNICEF could provide support for family planning services as such. Delegations expressed support for this flexible approach as an essential element of PHC, and emphasized the importance of continued close collaboration with UNFPA.

### Nutrition 27/

181. The Executive Director's general progress report (E/ICEF/681(Part II)) described activities at the national level in support of policies and programmes to meet the nutritional needs of children and mothers. Co-operation was directed towards: surveys and surveillance of the food and nutrition situations of children and populations at risk in order to provide a basis for problem analysis and choice of policies and programmes; the promotion of food and nutrition policies and preparation of national plans; training to strengthen national capacity in nutrition planning and education of the public; efforts to control specific deficiency diseases such as avitaminosis, goitre and iron-deficiency anaemia; and applied nutrition activities (family food production and storage, family education for better child feeding and care). In selected cases, food supplements and/or vitamins and mineral supplements for vulnerable mothers and children were provided.

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27/ See also section on infant and young child feeding, paras. 115-130 of the present report.

182. Several countries had been supported in efforts to establish executive or technical bodies to institutionalize food and nutrition work. Improvements in nutrition programming, especially a clearer definition of objectives, improved operational and management capacity, and evaluation, also received attention.

183. In the Programme Committee, the discussion on nutrition activities pointed up the fact that improvements in nutritional status were dependent on interventions in a number of spheres including health, water supply, village technology, and non-formal education. Several delegations expressed particular interest in receiving more information about the nutritional impact of UNICEF's work in these areas.

184. Commenting on the projected future distribution of resources, set out in the medium-term work plan document (E/ICEF/L.1423, table 1), one delegation questioned the proportion going to water and sanitation, for example, as compared with child nutrition. The secretariat explained that the nutrition amount was lower because it did not include amounts benefiting child nutrition classified under health, education and social welfare services, nor the value of foods provided by WFP. The Executive Director intended to explore further ways in which UNICEF could help countries to provide PHC and other services reaching into the community with the means to deal with malnourished children and mothers.

185. The interregional commitment approved by the Board for additional support to various field programmes (E/ICEF/P/L.2026(REC) and Corr.1) included provisions for consumer food subsidy schemes for maternal and child nutrition on a trial basis in three or four country projects. In response to reservations expressed on trials of the use of food stamps and coupons, the secretariat explained that food subsidies had been applied in the past as an economic intervention and in isolation, whereas the purpose of the proposed experiment was to explore the feasibility of using food stamps and coupons for a wider purpose - to reach needy families on a larger scale, increase their food consumption, support increased local food production and foster self-reliant community-based continuing action to deal with the problem.

#### Programme activities benefiting women

186. Since all country offices had reviewed their activities for women intensively in 1979 in preparation for the special report to the 1980 Board session on women, children and development (E/ICEF/L.1409), they were in a better position in 1980 to improve existing programmes and set new directions. Focusing on women as total persons and not only as mothers, as active agents of development and not merely passive recipients of services, was recognized as an essential strategy for improving the situation of children and the family. The Executive Director had appointed, on a limited time basis, a senior adviser to the Executive Director on women in development in order to follow through effectively on the Board's conclusions at its May 1980 session.

187. Most country programmes continued to stress women's activities as components of basic services, with a number of them venturing into the newer approaches that enabled women to engage in income-earning activities and participate actively in community affairs. Investment in women's education during 1980 included training as community health workers, day-care centre attendants and rural development workers. An increasing number of women were taking advantage of courses in early childhood stimulation, income-generating and income-saving skills, leadership skills, agriculture and time management.

188. The Programme Committee noted with approval the attention given to leadership training, especially for women, and to non-formal education for community residents as a whole, so that they might participate more effectively in local decision making. A number of delegates indicated that income-generating and appropriate technology schemes would greatly strengthen the ability of women to respond to their children's and families' needs, while also improving their own self-regard and self-confidence. It was suggested that information on the impact of such schemes would be desirable. UNICEF was urged to re-evaluate continuously in the light of its practical experience its own policies and approaches regarding programme activities benefiting children in this field.

#### Children in low-income urban areas

189. The Board had before it as part of the Executive Director's general progress report (E/ICEF/681(Part II)/Add.4) a brief description of urban programme exploration and development, and of the material and financial support UNICEF was providing in low-income urban areas in some 35 countries. The Board looked forward to having at its 1982 session a study on UNICEF's programme experience with urban basic services over the past four years and its implications for UNICEF's future work.

#### Project support communications

190. During 1980 PSC was an important component of collaborative programmes in many countries. The field PSC staff located in UNICEF or government ministries were actively involved in helping to develop communication plans and community-based education programmes supporting basic services including PHC and water supply. More support was also directed to strengthening government capacity for communications training and for producing educational and motivational materials for community use. In some countries where government production facilities were limited, UNICEF supported the production of such communication materials.

191. Future assistance would focus on strengthening government capacity for training field workers in community education methods and the development of low-cost and community-based information systems and technologies. More attention would be paid to specific educational and promotional campaigns in the fields of nutrition, especially breastfeeding, and of water and sanitation, particularly the use of clean water and personal and environmental hygiene.

## African countries in special situations

192. At a special session held on 22 and 23 January 1981, 28/ the Executive Board had approved a recommendation to increase immediate assistance to nine countries in Africa in situations of special need resulting from drought and civil strife; 29/ funding from general resources was approved in the amount of \$10,650,000 and new "noted" programmes for specific-purpose contributions were approved in the amount of \$19,830,000 for three of the nine countries. The Board had stated its intention to consider further, at its regular session in May, the approach to be pursued by UNICEF in formulating its response concerning children in the very difficult situations in various countries of Africa, taking recent developments into account.

193. For its discussion in May, the Executive Director had prepared a report, "UNICEF co-operation with African countries in special situations" (E/ICEF/P/L.2094). 30/ The report noted that the problems besetting several countries south of the Sahara were continuing to grow more severe as the result of repeated droughts, internal disorders and massive refugee influxes. The low-income countries especially were experiencing difficulties in their productive sectors, primarily in agriculture and animal husbandry, and their levels of external debt had risen to new heights. Food resources were low in the region, and indeed were already critical in several countries. Children and mothers were at special risk.

194. The key components UNICEF was developing as part of a general programme approach in the face of these continuing situations were stated as follows:

(a) Attention to the special needs of children and mothers, linking those of the emergency phase to those for rehabilitation and development of social services;

(b) Concentration on local populations and displaced persons affected by emergencies, since the refugee situation was being given special attention by other agencies;

(c) Building up the national capacity of Governments and local authorities to respond to these problems;

(d) Encouraging the development of self-reliance in the communities affected by critical situations;

(e) Application of the basic services strategy, as the most suitable approach to be followed in such situations; and

(f) Mobilizing increased public and private support.

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28/ For the report of the session, see E/ICEF/680, paras. 32-53.

29/ Angola, Central African Republic, Chad, Djibouti, Ethiopia, Somalia, the Sudan, Uganda and Zimbabwe (E/ICEF/677 and Corr.1 and 2).

30/ There was, in addition, the section on Africa in an addendum to the general progress report dealing with UNICEF's involvement in emergency relief (E/ICEF/681(Part II)/Add.1, paras. 21-26), the regional directors' reports for Eastern Africa (E/ICEF/L.1431) and West and Central Africa (E/ICEF/L.1432), and the country programme profiles for the countries in question.

195. Since the January 1981 Board session UNICEF had continued its work in gaining support for such an approach, developing specific plans and implementing the programmes approved at the special session, as well as mobilizing additional resources. Given the gravity of the needs, UNICEF proposed to continue making an extra effort over the next few years for countries in Africa.

196. In both the general debate and the Programme Committee, a number of delegations supported the request for increased assistance to African countries, whose requirements comprised both "loud" and "silent" emergency needs (see para. 142 above). It was considered important for UNICEF to retain the flexible procedures that enabled it to respond rapidly to events. A particular concern was the displacement of the populations and the inflows of refugees, with the resulting strain that they placed on the local population and on government services. While the importance of the refugee element in the African situation was noted, it was cautioned that refugee relief was at best a palliative, and could not take the place of true development. In this connection, the representative of UNHCR explained the limitations in UNHCR's mandate on its ability to provide for internally displaced persons and populations affected by the influx of refugees, and stressed the need for UNICEF to assist these groups.

197. The Programme Committee approved all the programme proposals for African countries, which it considered were realistically tailored to specific country needs. Among the points raised in the discussion were the key role of co-ordination between international assistance agencies, the importance of basic services, and the crucial part played by women. One delegation wished to see greater expenditure on water and sanitation; another suggested concentration on a limited number of sectors, so as to achieve greater professional competence and a more effective use of resources.

198. The Chairman of the Programme Committee observed in his summing up to the Board (E/ICEF/CRP/81-41, para. 24) that the involvement of local communities in programme activities and the building up of self-reliance were essential factors both in emergency relief and in the rehabilitation and development of services benefiting children.



## VIII. FINANCIAL AND ADMINISTRATIVE MATTERS AND SUPPLY OPERATIONS

199. Elsewhere this report discusses income (paras. 39-52), budget and staffing (paras. 53-67), and the commitments made at the session (paras. 68-73). This chapter deals with financial, budgetary and administrative matters not discussed in the other sections of this report and also deals with supply operations.

### Financial matters

#### Financial reports

200. On the recommendation of the Committee on Administration and Finance, the Board noted: (a) the UNICEF 1980 financial report (E/ICEF/AB/L.223) and the financial report of the Greeting Card Operation for the 1979 season (E/ICEF/AB/L.221); and (b) the observations of the Board of Auditors and the ACABQ on the 1979 UNICEF financial report and on the Greeting Card Operation's financial report on its 1978 season, and the comments and action taken by the Executive Director in response to those observations (E/ICEF/AB/L.222). 31/

#### Total output in financial terms

201. In 1980 UNICEF's total output in financial terms, including funds-in-trust not subject to Board commitments, was \$350 million or 25 per cent more than in 1979. However, world-wide inflation and volatile exchange rates affected the corresponding real increase. While there was no accurate measure for this effect, the total output, assuming a 7 per cent increase in the cost of supplies purchased by UNICEF in 1980 and other inflationary factors, was 13 per cent higher than in 1979.

#### Commitments

202. Commitments made in 1980 totalled \$355 million, about 10 per cent higher than 1979. Of the total, \$242 million was against general resources and \$113 million against supplementary funds.

203. Programme commitments were approved for implementation over a multiyear period. At the beginning of 1980 there was a balance of unspent commitments carried forward from previous years totalling \$480 million. In the course of the year, \$314 million of commitments was fulfilled by expenditures (of these expenditures \$49 million was for the Kampuchean relief operation). The balance of unspent commitments at the end of the year was \$521 million.

204. The Board noted a revised general-resources financial plan for 1981 (see paras. 51-52 above and annex I) which projected firm commitments of \$323 million, and a higher contingent total of \$366 million in the event that income projections were fully realized. Commitments from supplementary funds in 1981 were projected by the Executive Director at \$140 million.

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31/ The discussion of the Committee on these reports is summarized in the Committee's report (E/ICEF/AB/L.230/Rev.1 and Corr.1, paras. 6-16 and 69-76).

## Meeting UNICEF's liquidity needs

205. The Committee on Administration and Finance had before it a report by the Executive Director on meeting UNICEF's liquidity needs (E/ICEF/AB/L.229). In this report he repeated the view, presented to the Committee at its 1980 session, that he should be granted authority to negotiate stand-by lines of credit with first-class international banks as an overdraft arrangement, to be used, when needed, to meet the seasonal imbalance in cash flow. There was not general support for this, and the Board concluded that UNICEF's present liquidity policy was adequate, subject to a minimum general-resources cash balance covering at least one month's general-resources payments.

### Budgets 32/

206. The Board, upon the recommendation of the Committee on Administration and Finance, approved revised 1981 administrative budget estimates totalling \$30.2 million gross (\$26.6 million net) and programme support estimates of \$48.6 million (\$39.7 million net) (E/ICEF/AB/L.224). This constituted an increase of 6.6 per cent over the original gross estimates for administrative services and of 7.0 per cent over those for programme support, a total of \$5,064,000. The supplementary amount of \$5,064,000 approved by the Board was \$2,019,000 less than the revised estimates submitted to the Committee (E/ICEF/AB/L.224).

207. The reduction of \$2,019,000 included, in addition to items proposed by the Executive Director, \$369,000 relating to certain items for external relations and \$50,000 for short-term general service personnel relating to the advance recruitment of some of the international professional posts which were proposed in the budget estimates for the biennium 1982-1983. It was agreed that these items would be more appropriately considered along with the 1982-1983 budget estimates.

208. The Board also approved the revised 1981 UNIPAC budget (E/ICEF/AB/L.228 and Corr.1) except for a change of category from national officer to international professional. This was left for consideration by the Board in connection with the 1982-1983 budget estimates in the light of the interpretation which would be made of a recent decision of the International Civil Service Commission on national officers.

209. The Board also approved budget estimates for the 1981 season (1 May 1981 - 30 April 1982) of the Greeting Card Operation, and advance costs for the 1982 season (E/ICEF/AB/L.226). The budget included \$23.4 million for operational costs. A net income of \$26.3 million was projected.

210. A summary of the various views expressed in the Committee on Administration and Finance in connection with its review of the budgets was set forth in the Committee's report (E/ICEF/AB/L.230/Rev.1 and Corr.1, paras. 51-60 and 72-76).

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32/ For a discussion of the 1982-1983 biennium budget, see paras. 53-67 above.

Personnel plan

211. The medium-term work plan document contained a section on personnel planning, recruitment and training. It referred to the larger work-load projected during the period 1982-1984, because of the increasing volume of programme inputs and qualitative changes anticipated in UNICEF's work (E/ICEF/L.1423, paras. 95-109). Comments in the Committee on Administration and Finance on this were summarized in the Committee's report (E/ICEF/AB/L.230/Rev.1 and Corr.1, paras. 41-49), and in respect of their bearing on the 1982-1983 budget estimates are reflected in paragraphs 53 to 67 above.

212. It was clarified in the discussion of the Committee on Administration and Finance that the medium-term work plan was not a vehicle for approval of established posts. The projections shown in the plan were indicative only and would not carry the Board's approval unless contained in an approved budget.

Opening of new field offices

213. The Board agreed with the view of the Committee that the formal establishment of any new field office should wait for Board approval of a corresponding budget provision. It recognized, however, that the Executive Director might need to place project personnel, or use career staff in temporary project-funded posts in a country, in order to cope with new or substantially increased co-operation in projects.

Purchasing a building for headquarters office accommodation

214. The Executive Director raised the question of UNICEF's buying a building in New York for headquarters office accommodation, should the necessary funds become available. It was agreed that any such proposal would be submitted to the Committee on Administration and Finance with full information and justification.

Staff composition

215. The Board had before it a report by the Executive Director on women and nationals of developing countries in UNICEF staff (E/ICEF/CRP/81-9 and Corr.1). Women constituted 22 per cent of the total professional staff in 1980. It was expected that the target of at least 25 per cent women in the international professional category would be achieved by the end of 1981. About 45 per cent of the total professional staff, men and women, were from developing countries. The positive trend in the employment of women and nationals from developing countries was welcomed in the Board discussion.

## Supply operations

### Purchases and shipments

216. In 1980, purchases of supplies and equipment valued at \$152 million were made from over 1,600 suppliers in 111 countries. A total of 12,007 shipments, equivalent to 170,396 measurement tons, were handled for consignment to programmes in 129 countries. The UNICEF Packing and Assembly Centre (UNIPAC) in Copenhagen packed and shipped supplies in 260,700 export cases for a value of \$45 million. The value of purchases included \$10 million of procurement undertaken for other agencies in the United Nations system and for Governments and NGOs, on a reimbursable basis, for projects benefiting children. Major commodities purchased in 1980 included trucks (\$14 million), drilling rigs and parts (\$13 million), passenger and light utility vehicles (\$11 million), pharmaceuticals (\$9 million), and medical equipment and supplies (\$5 million). Details of supply operations are given in document E/ICEF/681(Part III).

### Procurement in developing countries

217. Procurement in developing countries amounted to \$37 million in 1980, an increase of \$4 million over 1979. Of the total, \$18 million was for procurement for programmes in the country of purchase and \$19 million for programmes in other countries. In the Committee on Administration and Finance several delegates stressed the desirability of more local procurement in developing countries. Other delegates believed that procurement should be increased in donor countries from which procurement was currently low in relation to the contributions of those countries to UNICEF. The secretariat explained that UNICEF had no procurement allocation system between countries but procured in accordance with United Nations bidding procedures on the basis of quality, suitability, landed cost and timely delivery. Local procurement was often made because of programme requirements, suitability to community needs, building up of local production facilities (example: hand-pumps), adaptability to local conditions, servicing, and so forth. In some countries the level of procurement was small compared with their contributions; UNICEF would try to encourage bidders from these countries to submit bids for future procurement action.

### Reimbursable procurement

218. Over 100 Governments, agencies in the United Nations system (UNFPA, WHO, UNDP, UNHCR, the Pan American Health Organization and the United Nations Capital Development Fund) and NGOs received reimbursable procurement services from UNICEF in 1980. The value of orders placed against requests for such services during the year was \$26 million. Commissions to cover handling costs against shipments made in 1980 totalled \$739,000; these were credited in part to the budget-generated income of UNICEF and in part to the operating margin of UNIPAC.

### Use of restricted currencies

219. Contributions in restricted currencies (i.e., those which had to be spent in donor countries) amounted to the equivalent of \$3.6 million in 1980. During the year, purchase orders in these currencies were issued to the value of \$5.8 million; this eliminated most accumulated holdings of restricted currencies and in many instances resulted in purchase orders to be funded from future contributions.

IX. CO-OPERATION WITH NATIONAL COMMITTEES FOR UNICEF  
AND WITH NON-GOVERNMENTAL ORGANIZATIONS

220. A large measure of public support was essential for the realization of UNICEF's objectives. This was because UNICEF tried to secure a high national and international priority for policies and services benefiting children, and also because UNICEF was dependent for its financing on voluntary contributions, from both Governments and the public. It was for these reasons that the work of National Committees for UNICEF and co-operation with NGOs had long had a special significance for UNICEF.

National Committees for UNICEF

221. In his general progress report (E/ICEF/681(Part IV)), the Executive Director expressed his appreciation of the key role that National Committees for UNICEF in some 30 countries played to help generate public support for a better understanding of the needs of children in developing countries and for the work of UNICEF. All the Committees were concerned with increasing financial support for UNICEF, either indirectly through their education and information roles, or directly through the sales of greeting cards and other fund-raising activities. In 1980, UNICEF received \$39.6 million (\$22.9 million for general resources and \$16.7 million for specific purposes) collected under the auspices of the National Committees and an additional \$17 million in net income from the Greeting Card Operation, for which the Committees were the main sales agents.

222. In many cases the National Committees had served as the focal point of follow-up of IYC in their countries, and their work-load had considerably increased as a result. IYC had led to their involvement in new events and activities. A number of delegations suggested that greater support be given by the UNICEF secretariat to National Committees for the expansion of their work in new, more substantive fields. In addition to their traditional advocacy and fund-raising roles, they had become more involved in information sharing and development education - important areas which were highlighted during IYC. National Committees were now reaching more diverse and receptive public audiences than ever before. To meet this challenge they were continuing to collaborate with the successors to IYC National Commissions wherever possible, widening the range of their interest to include problems of children in industrialized countries, and improving the amount and quality of the information they disseminated on country programmes in which UNICEF co-operated. 33/

223. Several delegates praised the work of the National Committees in their countries. In recognition of their Committee's valuable contributions to, and knowledge of, UNICEF's efforts to improve the conditions under which children live, some Governments included a representative from the National Committee on their delegation to the UNICEF Executive Board. 34/

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33/ For a further discussion of IYC follow-up, see paras. 164-166 of the present report.

34/ Eight Board members included representatives of National Committees for UNICEF in their delegations to the 1981 session. Of these, three delegations were headed by the Chairman of the National Committee. An additional six National Committees sent observers to the session. (For the attendance list, see E/ICEF/CRP/81-45.)

224. The importance of encouraging key persons of National Committees to undertake field observation tours and thus gain a fuller appreciation of country programmes was emphasized; recently such a visit in the Sudan had proved highly successful. UNICEF field staff present at the Board session expressed their willingness to host these visits and their gratitude for the continuing support National Committees had given to UNICEF's work in various countries.

#### Non-governmental organizations

225. The importance of co-operation with NGOs in extending services benefiting children was stressed in many of the documents submitted to the Board and in the statements of a number of delegations. <sup>35/</sup> In his general progress report (E/ICEF/681(Part IV)), the Executive Director noted the increasing number of NGOs interested in UNICEF's work, and the new programme relationships that were being pursued in several areas of child development and special problems of children. He expressed his appreciation to the NGO community for its continuing support and his desire to draw more systematically on their expert advice and experience.

226. The Executive Director, as well as several of UNICEF's field representatives, underlined the increasing need of national and local groups for support and expertise, in order to improve the design and implementation of country programmes. Both in the general debate and in the Programme Committee discussions, national or local NGOs were identified as effective channels for mobilizing community support for and participation in community-based services generally (such as wells, or maternal and child health clinics). In many instances they were closely co-operating with UNICEF field offices in such programme areas as PHC, nutrition, drinking water and sanitation, women's activities and non-formal education. The role of NGOs in training village health promoters, in implementing non-formal education programmes, and in carrying out appropriate technology activities was recognized as essential to the success of UNICEF's efforts on behalf of children. The country field studies to be prepared as a basis for the report to be considered at the 1982 Executive Board session on problems and organization of work at the local level (see para. 61 above) would include an examination of such NGO/UNICEF relationships. The assistance that a number of NGOs had provided in emergency situations was highly commended.

227. On the regional level, NGOs had organized conferences and workshops on the specific problems facing children in their regions. These meetings facilitated the sharing of information and experience, as well as the organization of joint programmes in areas of mutual concern. In addition, NGOs were actively involved in regional programmes for the prevention and early detection of childhood disability, on communications for basic services in Eastern and South Central Asia, and on support technology for basic services in the Eastern Africa region.

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<sup>35/</sup> For references to NGOs in this report, see paras. 10, 61, 90, 110-111, 122, 128, 134, 151, 178-179 and 220.

228. The Secretary-General of the League of Red Cross Societies, Mr. Henrik Beer, addressed the Board, and in his remarks and in the document submitted to the Board by the League (E/ICEF/NGO/203), he stressed the importance of current co-operation between UNICEF and the Red Cross Societies in such fields as disaster relief, PHC, the promotion of breastfeeding, the International Drinking Water Supply and Sanitation Decade, and expanded activities within the information and communications field. Even closer co-operation between UNICEF and the League of Red Cross Societies should be encouraged. This required greater awareness on the part of Red Cross/Red Crescent Societies of practical collaboration possibilities with UNICEF in the implementation of projects. There also needed to be greater awareness on the part of UNICEF representatives of the Red Cross potential as a source of manpower, of practical assistance in the field, and even as a pressure group.

229. In a statement to the Board (E/ICEF/NGO/204) the Chairman of the NGO Committee on UNICEF welcomed the recognition given to NGOs by UNICEF field offices and by many delegations. She cited examples of NGO programmes in Asia, Africa and Latin America, in addition to noting their advocacy and fund-raising work in industrialized countries. She emphasized the important role of NGOs as both providers and receivers of technical information, especially on innovative, low-cost methods of operation at the country level. The Chairman also discussed two symposia organized during the spring of 1981 by the NGO Committee, which now included over 116 international organizations. One had focused on childhood disability prevention and the other was concerned with breastfeeding promotion strategies as well as the international code of marketing of breast milk substitutes. The NGO Committee intended to work more closely in the future with its affiliates in Europe in fields such as information sharing, development education and various issue-oriented programmes.

Recollection of message sent to the General Assembly  
at its tenth special session, devoted to disarmament

230. Prior to the Board session the delegation of the Union of Soviet Socialist Republics had proposed that a supplementary item be placed on the Board's agenda, entitled "UNICEF's involvement in activities aimed at the strengthening of international peace and security, relaxation of tension, cessation of the arms race and achievement of disarmament with a view to securing a peaceful and happy future for all children". The proposal (E/ICEF/682) called attention to the arms race which placed a heavy burden on economies, diverting human and material resources that could otherwise be used to improve the situation of millions, especially children and women. The delegation therefore hoped that UNICEF, as an organization committed to humanitarian principles, would not stand aside while efforts were made to avert the danger of nuclear war.

231. At the opening of the session, after consultation with the delegation of the Union of Soviet Socialist Republics, the Chairman of the Board suggested that the proposal be considered as part of the documentation for the general debate. This was agreed to by the Board and reflected in the revised agenda (E/ICEF/679/Rev.2).

232. During the debate, several delegations spoke on the threat of an escalating arms race, the increasing incidence of conflicts, the fact that the first victims of war were always children, and the benefits that could be gained from diverting military expenditure towards meeting the needs of children. It was pointed out that most of the "loud" emergencies with which UNICEF was concerned were related to wars. The specific suggestion was made that an appeal on behalf of the future generations should be addressed by the Board to the General Assembly at its second special session on disarmament, to be held in 1982.

233. Subsequent discussion centred on a draft conclusion submitted by the delegation of Hungary (E/ICEF/CRP/81-21) and an amended version of it submitted by the delegation of the Union of Soviet Socialist Republics (E/ICEF/CRP/81-21/Add.1). The proposal recalled the message sent by the Board in 1978 to the General Assembly at its tenth special session, 36/ the first to be devoted to disarmament, and concluded by proposing the preparation of a similar message to the Assembly at the forthcoming special session. The delegations supporting this proposal felt that UNICEF should make its voice heard on disarmament, especially at this time, and particularly since UNICEF had taken similar action before; the Board was not being asked to discuss the issue in depth.

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36/ Document A/S-10/AC.1/5; also reproduced in the May 1978 Executive Board report (Official Records of the Economic and Social Council, 1978, Supplement No. 14 (E/1978/54; E/ICEF/655), para. 13).



234. Other delegations, while not against the humanitarian impulse underlying the proposal, held other views. Other forums were more appropriate for a consideration of the issues of disarmament and related matters, and there was no need for the Board to duplicate their work or carry the issue beyond the views expressed in the general debate, which would be reflected in the report of the Board. In purely practical terms, substantive discussion of the issue would jeopardize the Board's ability, in the limited time available to it, to deal with items relating directly to the efficient functioning of UNICEF's programmes. The Board's earlier message to the first special session on disarmament had reflected the particular circumstances of the time and should not be regarded as a precedent. The UNICEF tradition was to adopt proposals by consensus; otherwise they would be weakened in their effect and it would be better that they not be put forward.

235. The Executive Director in his statement at the close of the general debate (E/ICEF/CRP/81-19) noted how difficult it was to achieve progress for the well-being of children in a world beset by uncontrolled arms races, and in which the precious resources necessary to improve the condition of children were consumed in the manufacture of armaments. He considered that UNICEF's everyday work was itself a fundamental, albeit small, element in the struggle for peace: UNICEF's emergency activities not only saved lives but helped create a more stable environment in which political solutions could be pursued, and UNICEF's day-to-day response to the silent emergency also helped to foster a climate more conducive to political peace and stability by the lessening of economic and social conflict and instability.

236. In the course of the Board consideration of this question, the Canadian delegation proposed (E/ICEF/CRP/81-21/Add.2) that the Board terminate its discussion on this item without the adoption of conclusions on the Hungarian proposal or the Soviet revision of it. The delegation of Senegal put forward an alternative proposal (E/ICEF/CRP/81-21/Add.3), which read as follows:

"Considering that children are always the innocent victims of the conflicts that arise in different parts of the world, the Executive Board recalled the message that it had sent to the General Assembly on the occasion of the tenth special session of the Assembly, devoted to disarmament."

237. A motion to close the debate, put forward by the delegation of the Federal Republic of Germany, was adopted by 14 votes to 6, with 6 abstentions. The Canadian proposal was passed by a vote of 13 to 7, with 7 abstentions. A roll-call vote was then taken on the Senegalese proposal, which was adopted by 11 votes to 8, with 11 abstentions. 37/

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37/ Votes in favour: Burundi, Byelorussian Soviet Socialist Republic, Hungary, India, Japan, Libyan Arab Jamahiriya, Mexico, Senegal, Switzerland, Union of Soviet Socialist Republics and Yugoslavia. Votes against: Australia, Canada, Germany, Federal Republic of, Netherlands, Somalia, Thailand, United Kingdom of Great Britain and Northern Ireland and United States of America. Abstentions: Barbados, Belgium, Botswana, Brazil, China, France, Ghana, Norway, Philippines, Sweden and Venezuela.

238. In the statements that followed on the roll-call vote some delegations indicated that they would have gone along with a consensus had there been one. It was made clear by other delegations that their negative or abstaining votes had sprung from differing views not on peace and disarmament, but on the appropriateness of the adoption of such a resolution by the Board.

#### Appreciation to His Royal Highness Prince Talal

239. The importance of prospective contributions to UNICEF from the Gulf Arab States is referred to elsewhere in this report (para. 47 above). In the Board discussion many delegations expressed warm appreciation to Prince Talal for his historic initiative in helping to create the Gulf Arab States Programme for the United Nations Development Organizations, which they felt would strengthen the work of UNICEF.

240. In this connection, the Board adopted the following resolution:

#### "The Executive Board

"Takes note with great satisfaction of the statement of His Royal Highness Prince Talal, transmitted by the delegation of Saudi Arabia (E/ICEF/CRP/81-17);

"Reiterates its appreciation for the efforts he is undertaking to associate the Gulf Arab States more intensively in the efforts of the international community to improve conditions of children;

"Expresses the hope that His Royal Highness will be able to attend the next regular session of the UNICEF Executive Board."

#### Possible enlargement of the Board

241. The Chairman of the Board reported that during the past year, in accordance with the Board's decision at its session in 1980, he had been carrying out informal consultations with all the members of the Board with a view to reaching a consensus on a recommendation to the Economic and Social Council and the General Assembly with regard to enlargement of the Board's membership - the number, criteria and composition.

242. He believed there was a large measure of agreement that the existing criteria for membership established by the General Assembly in its resolution 1038(XI) of 1956, which provided for "due regard to geographical distribution and to the representation of the major contributing and recipient countries", should be essentially retained. There was also a large measure of agreement that any enlargement should be modest in size, limited to six additional members, mainly benefiting the developing countries, and also general agreement that it would be timely to propose a precise formula for the distribution of membership in accordance with the General Assembly's criteria.

243. An informal note containing a proposed regional distribution for a Board composed of 36 members had been circulated. The Chairman had found a significant measure of agreement to the formula proposed or something close to it. However, some delegations had instructions which were so divergent that it did not seem possible to reach a consensus recommendation at the 1981 session.

244. The Chairman therefore reached the conclusion that the Board should invite its new Chairman to continue informal consultations among the Board members with a view to reaching a consensus recommendation at its 1982 session. He did so in the hope that during the intervening period delegations would be able to obtain new instructions from their Governments so that a consensus could be reached on this important matter; in the meantime, any initiative to the Economic and Social Council and the General Assembly would be deferred.

245. Following the Chairman's report, a few delegations expressed their general support for a modest enlargement of the Board as a realistic measure so long as a suitable balance between donor and recipient Governments was maintained. One delegation proposed that there be an appropriate geographical distribution on the basis of a 40-member Board.

246. The Board then adopted the following conclusions:

"The Executive Board expressed its regret that it has thus far not been possible to reach a consensus on the subject of its possible enlargement but believes that this may be possible through further consultations. It therefore requested the new Chairman of the Board to continue informal consultations with all Board members with a view to making a recommendation on this matter at the special session of the Board in 1981 or at its next regular session in 1982."

#### Conduct of business

247. The Board agreed on two modifications in the conduct of business at its regular sessions. These were:

(a) That the Programme Committee, which was a committee of the whole, should meet and act on programme recommendations as soon as possible after the general debate, and that the Committee on Administration and Finance should meet subsequently to consider the budgetary implications thereof (particularly with reference to staffing); and

(b) That the Committee on Administration and Finance should be enlarged to become a committee of the whole.

248. The Board agreed to the Chairman's suggestion that its consideration of special reports at its 1982 regular session be limited to the following three:

(a) Study on problems and organization of work at the local level, including subnational areas. The study would be concerned with the practical problems encountered and the experience gained in efforts to reach the underserved families and children, and would include a number of case-studies in individual countries (see paras. 61 and 226 above);

(b) Study on urban basic services programme experience over the past four years and implications for the future (see para. 189 above);

(c) Alternative programme approaches in countries with different socio-economic situations (see para. 163 above).

249. As indicated in paragraph 244 above, the Chairman of the Board would report at the 1982 session on consultations with regard to the possible enlargement of the Board, if he was not in a position to make a recommendation at the Board's special session to be held in the last quarter of 1981. In addition, the Executive Director would report to the Board on the functioning and maintenance of drinking water and environmental sanitation installations (see paras. 134-135 above) and on the results of IYDP as it related to children and the work of UNICEF (see para. 113). The Board would also review its policies with regard to emergency relief, rehabilitation and special situations in the light of the Economic and Social Council decisions on strengthening the capabilities of the United Nations system as a whole to respond to emergencies (see para. 146).

Revised general-resources financial plan, 1981

The revised plan shows firmly planned activities assuming \$55 million less general-resources income in 1981 than in the medium-term work plan document (E/ICEF/L.1423, table 5). It also shows a contingency plan based on general-resource income given in the medium-term work plan, to be used to the extent that its higher income projections are realized.

Key: F - revised firm financial plan  
C - contingency plan

	<u>1981</u>	
	\$US millions	
	F	C
1. Income	264	319
2. Commitments		
(i) Programme	318 <u>a/</u>	361
(ii) Supplementary 1981 budget (gross)	<u>5</u> <u>b/</u>	<u>5</u>
Total	323	366
3. Call-forwards		
(i) Programme	180	197
(ii) Budget (gross)	<u>78</u>	<u>78</u>
Total	258	275
4. Expenditure		
(i) Programme	174	183
(ii) Budget (gross)	<u>78</u>	<u>78</u>
Total	252	261

a/ \$3 million of programme recommendations was withdrawn. The decision that only 7/8 of approved programmes could be given a firmly approved commitment at this session yields a total of \$307 million. In addition, \$11 million of programme commitments was approved at the January 1981 special session, making a total of \$318 million up to the end of the May session.

b/ Reduction on the submitted amount of \$7 million by \$2 million.

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Annex II

Revised income projections,  
actual 1980 and projected 1981-1984, showing range of projections a/

	<u>Actual</u>	<u>Range of projections</u>			
	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>
		(millions of US dollars)			
<u>General resources</u>					
1. Governments	147	205-255	242-292	278-328	322-372
2. Non-governmental sources	24	23	24	26	28
3. Greeting cards	17	18-23	26	32	38
4. Other	<u>17</u>	<u>18</u>	<u>23</u>	<u>29</u>	<u>32</u>
5. Total	205	264-319	315-365	365-415	420-470
<u>Supplementary funds</u>					
6. Governments	32	46	72	95	126
7. Non-governmental sources	16	17	25	30	37
8. United Nations	<u>6</u>	<u>7</u>	<u>8</u>	<u>10</u>	<u>12</u>
9. Total	54	70	105	135	175
<u>Emergency relief/special operations</u>					
10. Kampuchea	54	16	-	-	-
11. Africa	-	20	25	25	25-20
12. Southern Lebanon	-	<u>45</u>	<u>45</u>	<u>45</u>	<u>45</u>
13. Total	<u>54</u>	<u>81</u>	<u>70</u>	<u>70</u>	<u>70-65</u>
14. GRAND TOTAL	313	415-470	490-540	570-620	665-710

a/ Where a range is given, the second figure shows the income projected in the medium-term work plan document (E/ICEF/P/L.1423, table 5), while the first figure gives the projection of the income possibilities made by the Executive Director during the course of the Board session. Figures appearing singly are those given in the medium-term work plan.

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## Annex III

Summary of commitments approved by the Executive Board at its May 1981 session,  
by region and main field of co-operation a/  
(in thousands of US dollars)

	Africa	Americas	East Asia and Pakistan	South Central Asia	Eastern Medi- terranean	Inter- regional	Total	Per cent
Child health	31 952	623	26 453	30 895	10 110	5 749	105 782	30.3
Water supply and sanitation	14 257	343	25 782	31 370	11 350	-	83 102	23.8
Child nutrition	3 203	734	2 323	21 941	1 470	3 466	33 137	9.5
Social welfare services for children	7 134	1 369	1 160	9 211	920	-	19 794	5.7
Formal education	8 334	197	10 291	4 037	5 830	420	29 109	8.3
Non-formal education	6 652	1 010	4 610	15 388	1 935	400	29 995	8.5
General b/	9 237	1 561	6 440	16 353	4 743	10 130	48 464	13.9
Subtotal programme aid	80 769	5 837	77 059	129 195	36 358	20 165	349 383 c/	100.0
Deficits (over-expenditure)	522	118	122	100	257	196	1 315	
Total programme assistance	81 291	5 955	77 181	129 295	36 615	20 361	350 698	
Supplementary revised budget for 1981 (gross)							5 064	
Total new commitment							355 762	
Savings (cancellations)							(2 183)	
Net increase in commitment							353 579 c/	

a/ In addition to these commitments, commitments as a result of previous actions of the Board planned for future fulfilment totalled \$532 million which includes commitments of \$10,650,000 approved at the January 1981 special Board session.

b/ This amount cannot be broken down into the above categories. It includes \$3 million for the emergency reserve, listed under "Interregional".

c/ Including the amount of \$43,690,900 which would have contingent approval to go into effect in 1981 to the extent that income is received for general resources over the amount of \$264 million in the revised firm financial plan.

Annex IV

Commitments and "notings" approved by the Executive Board at  
its May 1981 session, by country

<u>Region/country</u>	<u>Document number E/ICEF/</u>	<u>For the period</u>	<u>Approved commitments</u>		<u>Approved for "notings" \$US</u>
			<u>Firm a/ \$US</u>	<u>Firm plus contingency b/ \$US</u>	
<u>AFRICA</u>					
Angola	P/L.2061 (REC)	1981-1983	2 773 439 <u>c/</u>	3 148 439 <u>c/</u>	1 310 000
Burundi	P/L.2095 (REC)	1981-1982	-	-	1 000 000
Cape Verde	P/L.2090 (REC)	1981-1983	-	-	1 000 000
Central African Republic	P/L.2062 (REC)	1981-1983	1 881 759 <u>d/</u>	2 141 759 <u>d/</u>	2 500 000
Chad	P/L.2063 (REC)	1981-1983	3 614 000	4 131 000	1 500 000
Comoros	P/L.2089 (REC)	1980-1983	170 024 <u>e/</u>	170 024 <u>e/</u>	1 000 000
Congo	P/L.2092 (REC)	1981-1982	175 000	200 000	-
Equatorial Guinea	P/L.2064 (REC)	1981-1983	-	-	700 000
Ethiopia	P/L.2093 (REC)	1981-1982	1 400 000	1 600 000	-
Gambia	P/L.2065 (REC)	1982-1983	-	-	400 000
Ghana	P/L.2091 (REC)	1981-1982	700 000	800 000	200 000
Guinea-Bissau	P/L.2066 (REC)	1981-1982	-	-	180 000
Ivory Coast	P/L.2067 (REC)	1981-1983	726 619 <u>f/</u>	828 619 <u>f/</u>	300 000
Kenya	P/L.2047 (REC)	1982-1984	6 125 000	7 000 000	-
Lesotho	P/L.2048 (REC)	1982-1985	1 203 000	1 375 000	495 000

a/ Seven eighths of total approved commitment.

b/ Includes remaining one eighth of commitments which have contingent approval totalling \$43,690,900 to go into effect in 1981 to the extent that income is received for general resources over the amount of \$264 million in the revised firm financial plan.

c/ Including commitment \$148,439 to cover over-expenditure incurred in previous commitments.

d/ Including commitment \$64,759 to cover over-expenditure incurred in previous commitments.

e/ To cover over-expenditure incurred in previous commitments.

f/ Including commitments \$18,619 to cover over-expenditure incurred in previous commitments.

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Annex IV (continued)

Commitments and "notings" approved by the Executive Board at  
its May 1981 session, by country

<u>Region/country</u>	<u>Document number E/ICEF/</u>	<u>For the period</u>	<u>Approved commitments</u>		<u>Approved for "notings" \$US</u>
			<u>Firm a/ \$US</u>	<u>Firm plus contingency b/ \$US</u>	
Liberia	P/L.2068 (REC)	1981-1982	525 000	600 000	1 400 000
Madagascar	P/L.2049 (REC)	1982-1985	3 062 000	3 500 000	1 070 000
Malawi	P/L.2050 (REC)	1981-1984	2 906 000	3 322 000	-
Mali	P/L.2069 (REC)	1980-1983	534 292 g/	609 292 g/	-
Mauritania	P/L.2070 (REC)	1981-1983	700 000	800 000	400 000
Morocco	P/L.2031 (REC)	1981-1985	7 612 000	8 700 000	5 600 000
Mozambique	P/L.2051 (REC)	1981-1984	3 990 000	4 560 000	4 600 000
Nigeria	P/L.2080 (REC)	1981-1983	8 925 000	10 200 000	-
Sao Tome and Principe	P/L.2071 (REC)	1981-1984	192 000	220 000	50 000
Senegal	P/L.2072 (REC)	1981-1984	700 000	800 000	1 990 000
Seychelles	P/L.2052 (REC)	1981	-	-	60 000
Sierra Leone	P/L.2073 (REC)	1982	-	-	500 000
Somalia	P/L.2053 (REC)	1981-1982	2 450 000	2 800 000	-
Togo	P/L.2074 (REC)	1982-1984	656 000	750 000	250 000
Tunisia	P/L.2033 (REC)	1981-1983	-	-	3 000 000
Uganda	P/L.2054 (REC)	1981-1982	6 729 000	7 691 000	4 200 000
United Republic of Cameroon	P/L.2075 (REC)	1982-1985	1 722 000	1 969 000	1 000 000
United Republic of Tanzania	P/L.2055 (REC)	1981-1984	-	-	1 505 000
Upper Volta	P/L.2076 (REC)	1981-1983	787 000	900 000	3 235 000

g/ Including \$9,929 to cover over-expenditure incurred in previous commitment.

## Annex IV (continued)

Commitments and "notings" approved by the Executive Board at  
its May 1981 session, by country

<u>Region/country</u>	<u>Document number E/ICEF/</u>	<u>For the period</u>	<u>Approved commitments</u>		<u>Approved for "notings" \$US</u>
			<u>Firm a/ \$US</u>	<u>Firm plus contingency b/ \$US</u>	
Zaire	P/L.2077 (REC)	1981-1982	3 568 000	4 078 000	-
Zambia	P/L.2056 (REC)	1981-1984	1 294 086 <u>h/</u>	1 478 086 <u>h/</u>	-
Zimbabwe	P/L.2057 (REC)	1981-1982	2 708 000	3 095 000	-
<u>Regional:</u>					
African Training and Research Centre for Women of the Economic Commission for Africa					
	P/L.2059 (REC)	1981-1983	798 000	913 000	-
Ecole nationale des assistants et éducateurs sociaux (ENAES)					
	P/L.2078 (REC)	1981-1983	157 000	180 000	170 000
Pan African Insti- tute for Develop- ment (IPD)					
	P/L.2079 (REC)	1981-1984	1 181 000	1 350 000	-
Project for training in communication for basic services, Eastern and South Central Africa					
	P/L.2058 (REC)	1981-1984	525 000	600 000	-
Support technology for basic services in the Eastern Africa Region					
	P/L.2060 (REC)	1981-1982	597 000	682 900	-
Schistosomiasis control, Swaziland and Ghana					
	P/L.2097 (REC)	1981-1984	-	-	2 000 000
Total, Africa			71 087 219 <u>i/</u>	81 193 119 <u>i/</u>	41 615 000

h/ Including commitments \$13,086 to cover over-expenditure incurred in previous commitment.

i/ Including commitments \$424,219 to cover over-expenditure incurred in previous commitment.

Annex IV (continued)

Commitments and "notings" approved by the Executive Board at  
its May 1981 session, by country

<u>Region/country</u>	<u>Document number E/ICEF/</u>	<u>For the period</u>	<u>Approved commitments</u>		<u>Approved for "notings" \$US</u>
			<u>Firm a/ \$US</u>	<u>Firm plus contingency b/ \$US</u>	
<u>AMERICAS</u>					
Bolivia	P/L. 2036 (REC)	1981-1984	1 312 000	1 500 000	3 000 000
Chile	P/L. 2037 (REC)	1981-1984	218 000	250 000	-
Costa Rica	P/L. 2038 (REC)	1981	-	-	100 000
Guyana	P/L. 2039 (REC)	1981-1984	544 000	622 000	450 000
Mexico	P/L. 2040 (REC) & Add. 1	1981-1984	1 285 000	1 469 000	1 270 000
Nicaragua	P/L. 2041 (REC)	1981-1983	600 000	686 000	1 780 000
Peru	P/L. 2042 (REC)	1981-1983	-	-	2 000 000
<u>Subregional:</u>					
Prevention & early detection of handi- caps among children in Central America and Panama	P/L. 2045 (REC)	1981-1983	-	-	550 000
<u>Regional:</u>					
Early childhood stimulation in the Americas	P/L. 2044 (REC)	1981-1983	262 000	300 000	1 200 000
Promotion and development of women in Latin America and the Caribbean	P/L. 2046 (REC)	1981-1982	883 000	1 010 000	800 000
Child feeding in Central America	P/L. 2043 (REC)	1981-1983	-	-	500 000
<b>Total, Americas</b>			<b>5 104 000</b>	<b>5 837 000</b>	<b>11 650 000</b>

Annex IV (continued)

Commitments and "notings" approved by the Executive Board at  
its May 1981 session, by country

<u>Region/country</u>	<u>Document number E/ICEF/</u>	<u>For the period</u>	<u>Approved commitments</u>		<u>Approved for "notings" \$US</u>
			<u>Firm a/ \$US</u>	<u>Firm plus contingency b/ \$US</u>	
<u>ASIA</u>					
Bhutan	P/L.2085 (REC)	1981-1985	2 086 000	2 385 000	4 168 000
Burma	P/L.2081 (REC)	1981-1982	5 700 000	6 515 000	-
India	P/L.2086 (REC)	1981-1983	107 887 000	123 300 000	19 000 000
Kampuchea	P/L.2082 (REC)	1981-1982	4 375 000	5 000 000	5 000 000
Nepal	P/L.2087 (REC)	1981-1984	3 071 000	3 510 000	5 014 000
Pakistan	P/L.2083 (REC)	1981-1986	57 163 000	65 330 000	26 200 000
Papua New Guinea	P/L.2084 (REC)	1980-1981	228 177 j/	255 177 j/	-
Sri Lanka	P/L.2088 (REC)	1980-1983	<u>99 777 k/</u>	<u>99 777 k/</u>	<u>3 255 000</u>
Total, Asia			180 609 954 <u>l/</u>	206 394 954 <u>l/</u>	62 637 000

j/ Including \$41,177 to cover over-expenditure incurred in previous commitments.

k/ To cover over-expenditure incurred in previous commitments.

l/ Including a total of \$140,954 to cover over-expenditure incurred in previous commitments.

Annex IV (continued)

Commitments and "notings" approved by the Executive Board at  
its May 1981 session, by country

<u>Region/country</u>	<u>Document number E/ICEF/</u>	<u>For the period</u>	<u>Approved commitments</u>		<u>Approved for "notings" \$US</u>
			<u>Firm a/ \$US</u>	<u>Firm plus contingency b/ \$US</u>	
<u>EASTERN MEDITERRANEAN</u>					
Democratic Yemen	P/L.2029 (REC)	1981-1983	1 363 000	1 558 000	4 900 000
Egypt	P/L.2030 (REC)	1981-1982	2 856 339 <u>m/</u>	3 256 339 <u>m/</u>	5 000 000
Lebanon		<u>n/</u>			
Sudan	P/L.2032 (REC)	1981-1985	22 885 066 <u>o/</u>	26 135 066 <u>o/</u>	24 000 000
Yemen	P/L.2034 (REC)	1981-1983	4 375 000	5 000 000	6 400 000
Regional:					
Training scheme in drinking water programmes at the Wad-el-Maghboul Institute, Sudan					
	P/L.2035 (REC)	1981-1983	<u>525 000</u>	<u>600 000</u>	<u>-</u>
Total, Eastern Mediterranean			32 004 405 <u>p/</u>	36 549 405 <u>p/</u>	40 300 000

m/ Including commitment \$56,339 to cover over-expenditure incurred under previous commitments.

n/ The reconstruction project in southern Lebanon approved at the 1980 Board session (E/ICEF/P/L.2006) was increased to approximately \$47 million (LL.150 million) as explained in document E/ICEF/L.1436, paras. 18 and 23.

o/ Including commitment \$135,066 to cover over-expenditure incurred under previous commitments.

p/ Including a total of \$191,405 to cover over-expenditure incurred under previous commitments.

Annex IV (continued)

Commitments and "notings" approved by the Executive Board at  
its May 1981 session, by country

<u>Region/country</u>	<u>Document number E/ICEF/</u>	<u>For the period</u>	<u>Approved commitments</u>		<u>Approved for "notings" \$US</u>
			<u>Firm a/ \$US</u>	<u>Firm plus contingency b/ \$US</u>	
<u>INTERREGIONAL</u>					
Emergency reserve	P/L.2026 (REC)	1982	2 625 000	3 000 000	-
Maurice Pate Memorial Award	P/L.2027 (REC)	1981	13 000	15 000	-
Interregional Fund for Programme Preparation (IFP)	P/L.2024 (REC)	1982-1983	7 787 000	8 900 000	-
International Children's Centre (ICC)	P/L.2028 (REC)	1982	218 000	250 000	-
Commitment for additional support to various programme fields	P/L.2026 (REC)	1982-1983	<u>7 000 000</u>	<u>8 000 000</u>	-
Total, Interregional			17 643 000	20 165 000	-
Commitment to cover over-expenditure on approved projects	P/L.2025 (REC)		558 437	558 437	
Total approved programme assistance			307 007 015	350 697 915	156 202 000
Supplementary revised budgets for 1981 (gross)	AB/L.230/Rev.1		<u>5 064 000</u>	<u>5 064 000</u>	
Total new commitments			312 071 015	355 761 915	
Savings and cancellations	P/L.2025 (REC)		(2 182 747)	(2 182 747)	
Net increase in commitments			<u>309 888 268</u>	<u>353 579 168</u>	

Annex V

Summary of notings approved by the Executive Board at its May 1981 session  
by region and main field of co-operation

- in thousands of US dollars -

	Africa	The Americas	East Asia and Pakistan	South Central Asia	Eastern Mediter-ranean	Total	Per cent
Child health	4 955	2 082	2 500	1 036	11 450	22 023	14.1
Water supply and sanitation	28 982	4 431	20 700	27 339	19 950	101 402	64.9
Child nutrition	1 555	757	1 000	450	-	3 762	2.4
Social welfare services for children	1 128	621	500	1 115	300	3 664	2.4
Formal education	4 005	161	6 300	661	7 000	18 127	11.6
Non-formal education	920	1 613	200	541	-	3 274	2.1
General <u>a/</u>	70	1 985	-	295	1 600	3 950	2.5
Total notings	41 615	11 650	31 200	31 437	40 300	156 202	100.0

a/ This amount cannot be broken down into the above categories.

Annex VI

Government pledges to UNICEF general resources  
for 1981, as of 15 June 1981<sup>a/</sup>

	<u>Pledged</u> <u>for 1981</u> (in US dollars)		<u>Pledged</u> <u>for 1981</u> (in US dollars)		<u>Pledged</u> <u>for 1981</u> (in US dollars)
Afghanistan	30,000	Democratic Yemen	5,060	Italy	5,042,017
Albania	-	Denmark	5,232,249	Ivory Coast	-
Algeria	113,130	Djibouti	2,000	Jamaica	5,618
Angola	-	Dominica	1,000	Japan	6,200,000
Argentina	-	Dominican Republic	10,000	Jordan	-
Australia	2,801,040	Ecuador	37,520	Kenya	-
Austria	745,455	Egypt	78,572	Kiribati	-
Bahamas	2,962	El Salvador	-	Kuwait	100,000
Bahrain	7,500	Equatorial Guinea	-	Lao People's Democratic Republic	5,000
Bangladesh	2,000	Ethiopia	-	Lebanon	25,000
Barbados	-	Fiji	2,000	Lesotho	2,055
Belgium	789,474	Finland	2,098,765	Liberia	-
Benin	-	France	1,887,432	Libyan Arab Jamahiriya	75,000
Bhutan	2,000	Gabon	-	Liechtenstein	2,000
Bolivia	16,000	Gambia	-	Luxembourg	25,373
Botswana	10,446	German Democratic Republic	133,333	Madagascar	10,909
Brazil	85,000	Germany, Federal Republic of	4,940,066	Malawi	4,500
Bulgaria	58,685	Ghana	-	Malaysia	251,084
Burma	68,050	Greece	120,000	Maldives	3,000
Burundi	-	Grenada	-	Mali	-
Byelorussian Soviet Socialist Republic	79,337	Guatemala	30,000	Malta	-
Canada	8,368,347	Guinea	-	Mauritania	2,000
Cape Verde	-	Guinea-Bissau	417	Mauritius	-
Central African Republic	-	Guyana	5,271	Mexico	286,753
Chad	-	Haiti	5,000	Monaco	4,211
Chile	210,000	Holy See	1,000	Mongolia	3,500
China	212,500	Honduras	23,000	Montserrat	200
Colombia	350,000	Hungary	16,926	Morocco	65,000
Comoros	-	Iceland	19,370	Mozambique	-
Congo	1,500	India	1,807,229	Nauru	-
Costa Rica	-	Indonesia	300,000	Nepal	6,303
Cuba	119,557	Iran	342,784	Netherlands	6,241,105
Cyprus	-	Iraq	122,034	New Zealand	619,469
Czechoslovakia	86,655	Ireland	-	Nicaragua	-
Democratic People's Republic of Korea	-	Israel	45,000	Niger	-
				Nigeria	-



Annex VI (continued)

Government pledges to UNICEF general resources

for 1981, as of 15 June 1981<sup>a/</sup>

	<u>Pledged for 1981</u> (in US dollars)		<u>Pledged for 1981</u> (in US dollars)		<u>Pledged for 1981</u> (in US dollars)
Norway	12,559,636	Sierra Leone	-	United Arab Emirates	150,000
Oman	50,000	Singapore	-	United Kingdom of Great Britain and Northern Ireland	12,407,989
Pakistan	75,505	Somalia	9,631	United Republic of Cameroon	36,124
Panama	22,000	Solomon Islands	-	United Republic of Tanzania	-
Papua New Guinea	-	South Africa	-	United States of America	24,000,000
Paraguay	7,000	Spain	228,000	Upper Volta	-
Peru	-	Sri Lanka	12,044	Uruguay	-
Philippines	413,000	Sudan	35,000	Vanuatu	-
Poland	209,187	Suriname	-	Venezuela	200,000
Portugal	15,000	Swaziland	5,625	Viet Nam	5,000
Qatar	200,000	Sweden	26,262,262	Yemen	32,966
Republic of Korea	128,000	Switzerland	3,534,598	Yugoslavia	235,000
Romania	12,500	Syrian Arab Republic	-	Zaire	102,000
Rwanda	-	Thailand	215,751	Zambia	25,000
Saint Lucia	-	Togo	-	Zimbabwe	-
Saint Vincent and the Grenadines	-	Tonga	-		
Samoa	-	Trinidad and Tobago	10,365		
San Marino	-	Tunisia	39,281		
Sao Tome and Principe	-	Turkey	163,107		
Saudi Arabia	1,000,000	Tuvalu	-		
Senegal	-	Uganda	-		
Seychelles	1,000	Ukrainian Soviet Socialist Republic	158,674		
		Union of Soviet Socialist Republics	880,435		
				GRAND TOTAL	<u>133,847,443</u>

<sup>a/</sup> Pledges have generally been converted at the rate of exchange of June 1981. However, some pledges have been converted at the rate prevailing in the month when payment was made.