



DEVELOPMENTS IN ACTIVITIES ASSISTED JOINTLY  
WITH UNICEF

Report by the Director-General

I. GENERAL

At the Fourteenth World Health Assembly, the Director-General submitted a report on the developments in regard to activities assisted jointly by the World Health Organization (WHO) and the United Nations Children's Fund (UNICEF) up to the December 1960 session of the UNICEF Executive Board. The present document reports on the developments that have taken place since that date and, in particular, on decisions taken by the UNICEF Executive Board at its June 1961 and December 1961 sessions, that have a bearing on the work of WHO.

A report on the developments, up to and including the June 1961 session of the UNICEF Executive Board, was submitted to the Executive Board of WHO at its twenty-ninth session (EB29/33), the substance of which forms the first part of the present report.

II. THE UNICEF EXECUTIVE BOARD MEETING IN JUNE 1961

1. Allocation of UNICEF funds

1.1 The approved programme allocations. On the recommendation of its Programme Committee, the UNICEF Executive Board approved programme allocations for 83 projects in 51 countries and territories, as well as several regional or inter-regional projects. Of these 83 projects, 19 were for basic maternal and child welfare services, including environmental sanitation; four for mothercraft and homecraft; two for social services: 12 for malaria eradication; 30 for communicable disease control (including six for tuberculosis control; two for treponematoses control; 13 for leprosy control; eight for trachoma control; one for diphtheria/tetanus vaccine production); eight for nutrition education; two for milk conservation; two for primary education. The rest are allocations to cover inter-regional activities.

1.2 The percentage distribution of allocations. The following table shows the percentage distribution of allocations approved by the UNICEF Executive Board at the June 1961 session and compares it with the distribution for the January 1961 session and the two previous years:

PERCENTAGE DISTRIBUTION OF ALLOCATIONS APPROVED BY EXECUTIVE BOARD  
 1959-1961

	1959	1960	January 1961	June 1961
Health services	19.40	19.64	18.92	24.40
Family and child welfare services	0.50	3.27	0.86	4.10
Disease control	44.30	51.53	47.12	44.76
Nutrition	30.60	23.80	30.10	21.43
Primary education			0.98	1.98
Project preparation, survey and training activities		0.51		1.40
Emergency aid	5.20	1.25	2.02	1.93

2. Programme orientation and policy questions

2.1 Statement by the Executive Director of UNICEF. The Executive Director, reviewing progress in UNICEF activities, observed that some countries, notably in Asia, were already in a position to use substantially increased help because their national development plans were going ahead with more assurance and increasing numbers of trained personnel were available. Other countries, notably in Africa, were in need of special help to meet the mounting responsibilities arising from their recently acquired political independence. The Executive Director believed that past financial policies had been conservative and urged the adoption of a policy for disbursing resources at a faster rate over the next few years. He believed new fields of assistance could be introduced without neglecting present successful types of programmes.

2.2 General debate. The Board noted that many recipient governments had recommended a broadening of the categories of aid offered by UNICEF. A number of members urged that not only the physical needs of children and youth but also their intellectual, vocational and emotional needs be met by UNICEF. At the same time, many members of the Board were concerned that any broadening of categories of aid should not imply a departure from types of programmes proved by experience to constitute effective ways of helping developing countries. Attention was drawn to the importance of supporting programmes having a regional priority, as, for example, malaria eradication programmes. The importance of full co-ordination was emphasized and also the importance of devoting a greater part of UNICEF aid to national training schemes.

2.3 Suggestions for extending the field of UNICEF aid. In considering the wider forms of assistance which UNICEF could undertake, it was suggested, during the debate, that selected phases of primary education could be aided in association with UNICEF. Programmes for youth guidance, pre-vocational and vocational training and job placement could be assisted in close co-operation with ILO and projects for the development of family and child welfare services could receive the joint attention of UNICEF and the Bureau of Social Affairs. The view was expressed that UNICEF aid for physically handicapped children should be more generous than in the past.

### 3. Health matters

3.1 Health projects. Twenty-one projects, providing health services benefiting mothers and children, received aid totalling \$ 2.23 million, or almost 25 per cent. of the total assistance recommended for long-range activities, at this session of the UNICEF Executive Board.

3.2 Paediatric training, London. One of the projects represents a new and interesting development in the field of providing advanced training and practical teaching experience for potential heads of university child health departments in developing countries, where English is the basic or accepted language for instruction. Training would be centred at the Institute of Child Health, London University, but would include experience in other institutions and hospitals in the United Kingdom and a period in a selected overseas university, where conditions are comparable to those in the trainees' home country.

The WHO Representative, in indicating that this project had WHO's technical approval, expressed the hope that there would be further development of the proposal for field training at universities in countries where conditions were similar to those of the students' own countries and hoped that the Director of the Institute of Child Health would take advantage of the special knowledge of the WHO Regional Directors of the type of training given in the various institutions in their regions.

3.3 International Children's Centre. The basis on which continued aid should be given to the International Children's Centre was discussed by the Programme Committee. Appreciation was expressed of the valuable work of the Centre and there was general agreement regarding continued aid to it. However, some members expressed reservations concerning certain features of the Executive Director's proposal for continued aid.

The WHO Representative stated that the Centre served a very valuable purpose, especially in the field of training. He explained the nature of the relations between WHO and the Centre, referring to the fact that there was good co-operation between the two.

The UNICEF Board approved, in principle, the continuation of UNICEF assistance to the Centre for a five-year period on the same basis as in the past, namely, that it should share financial responsibility equally with the Government of France, with the understanding that UNICEF's share would be increased by stages up to a ceiling of \$ 400 000 per annum. The Board recommended that the Centre be increasingly oriented towards the needs of a wider group of economically under-developed countries.

As regards representation on the Governing body, the Board endorsed the proposal that, when the Board of the Centre co-opted to vacant places, it should do so in consultation with the French Government and the Executive Director of UNICEF, with a view to enabling the latter to ensure adequate geographical distribution of the membership and that it should include persons familiar with and able to reflect the interests of UNICEF.

3.4 Malaria eradication and control. The Board had before it a comprehensive report from WHO, which included a detailed and critical appraisal of the results and prospects of each of the UNICEF-assisted malaria programmes. This report called attention to the progress made over the last two years, during which areas with a

total population of 27 million persons had entered the consolidation phase and to the advances made in the field of epidemiological evaluation. Organizational and administrative causes were shown as the most important of the factors leading to delays or partial failures in campaigns. Results of pilot projects had shown that it is technically feasible to interrupt transmission in tropical Africa and, consequently, WHO recommended that, in Africa, pilot projects should be discontinued and converted, if possible, to eradication or pre-eradication programmes. The decision of the Fourteenth World Health Assembly in March 1961 to include in its regular budget the costs formerly met from the Malaria Eradication Special Account was noted and the Director-General of WHO explained that, when the Assembly had adopted this new policy, it had, at the same time, expressed the hope that UNICEF would maintain its current level of aid. It was essential, in his opinion, for WHO, UNICEF and the governments concerned to continue and intensify their campaigns against this disease which were also receiving extensive aid from bilateral sources.

The Board decided to maintain the \$ 10 million per year ceiling for allocations for malaria programmes and approved the following statement of policy:

- (1) In countries where the chances of eradication appear to be good, where the government has made every effort to establish an efficient organization and where the programme is assured of regular financial support, UNICEF assistance may be extended and prolonged until the eradication criteria have been fulfilled, under the conditions laid down by the Board at its September 1959 session.
- (2) In countries where the chances of eradication appear to be extremely remote, the UNICEF secretariat, in consultation with WHO, shall open negotiations with the governments with a view to:
  - (a) the suspension of the programmes in all or part of the territory if they appear to be of no appreciable benefit to the people; or,
  - (b) the conversion of eradication programmes into pre-eradication programmes, assistance being provided in such circumstances for a limited period.

(3) In countries where additional means can be mobilized, but where there are still serious difficulties, negotiations shall be resumed with the governments with a view to ensuring that the necessary efforts shall be made to remedy the financial, administrative and organizational deficiencies of the programmes.

(4) A formal warning shall be addressed to those governments, impressing upon them the importance of the goal and the need to provide adequate resources for programmes and stating that assistance will not be renewed if the situation remains unchanged by the end of the succeeding operational year. In this connexion, the following points might be considered in the course of future negotiations:

- (a) existing legislation;
- (b) the budget of the eradication organization;
- (c) the administrative organization and the degree of independence of the eradication organization;
- (d) shortcomings in the spraying operations;
- (e) the surveillance organization;
- (f) measures the government intends to take, particularly with regard to the recruitment and retention of staff for the duration of the malaria eradication programme;
- (g) assurance that the government will continue the programme to the end, whatever its duration and financial implications.

(5) The UNICEF Secretariat shall continue, as in the past, to work in close co-ordination with WHO and the United States International Cooperation Administration, and funds shall be used with the strictest economy in accordance with the directives laid down by the Board in September 1959 (E/ICEF/391/Rev.1, para. 70), and elaborated at the session in June 1961.

(6) The UNICEF Secretariat is authorized, within the limits of the stipulated ceiling, to submit for consideration as new programmes:

(a) recommendations for assistance for pre-eradication programmes, in special circumstances, in countries where malaria control is a priority need for child welfare and only in cases where basic public health service projects are undertaken by the government;

(b) recommendations for assistance for eradication programmes in countries where programmes have already received UNICEF assistance (Zanzibar, North Borneo) or for which formal undertakings have been made (Tunisia and Egypt).

(7) The Board shall re-examine the question of UNICEF aid for malaria campaigns again in 1963 in the light of the progress made and the priority needs of children in countries affected by malaria.

#### 4. Social services for children

The following main points emerged from the debate on the aid for social services projects for children, which were considered to be important in ensuring a well-balanced national programme for children. Those already approved had given evidence of the significant potentiality of UNICEF aid in stimulating the development of planning and co-ordination bodies and in creating training schemes for all types and levels of personnel engaged in social services for children. Disappointment was expressed at the slow pace of project development since March 1959 when the UNICEF Board had approved, in principle, aid in this field. The Director of the Bureau of Social Affairs of the United Nations explained that the Bureau could not increase the pace of its advisory services to social service projects, for which UNICEF aid would be requested, without additional staff in regional offices, and proposed the reimbursement by UNICEF of staff costs to the Bureau of Social Affairs. The Executive Director of UNICEF reminded the UNICEF Board that this proposal was based upon precedent. He gave it his full support. A number of members expressed reservations, in principle, on a financing method which involved UNICEF reimbursement of services

provided by other agencies, and members wished to have more substantial information about the duration of this arrangement. The Board finally decided to bring to the attention of the Economic and Social Council its strong support for an increase in the staff of the Bureau of Social Affairs for the purposes of speeding up UNICEF-assisted projects in the field of social services for children. The Board requested the Executive Director to keep it informed of developments.

## 5. WHO reports to the UNICEF Executive Board

5.1 Survey on the needs of children. In accordance with the decision taken by the UNICEF Executive Board in March 1960, the Executive Director of UNICEF consulted with certain countries and the technical agencies concerned to ascertain for UNICEF the priorities of children and determine the field in which it might assist to their greatest advantage.

As reported to the twenty-eighth session of the Executive Board, WHO prepared a study of the health and welfare needs of mothers and children, emphasizing the desirability of considering these needs as inseparable from those of the family and community needs as a whole (conforming to resolution WHA13.63).<sup>1</sup> In that report of the Director-General, a summary was given of the WHO study which was communicated to UNICEF and published as a UNICEF document (E/ICEF/415).

In connexion with this survey on the needs of children by UNICEF, WHO also prepared, in collaboration with FAO, a report on nutrition of children and mothers. This, too, has been published by UNICEF (document E/ICEF/413). A short description of its content was given in the Director-General's report to the Board at its twenty-eighth session.

The Executive Director of UNICEF reviewed for the UNICEF Executive Board the needs of children, as reported by the less developed countries, in the fields of health, nutrition, education, social welfare, working conditions and preparation for the responsibilities of adult life. This preliminary survey of children's needs, he stated, had presented a terrible picture of widespread suffering and privation. He drew the conclusion that any action designed to meet the needs of children should depend on the judgement of the government of the country

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<sup>1</sup> Handbook of Resolutions and Decisions, 6th ed., p. 387

concerned, based, whenever possible, upon a comprehensive national survey, as well as on the technical justification and possibility of the remedial measures proposed. In the course of the general debate, the Board welcomed the comprehensive reports submitted by the Executive Director, the collaborating agencies and the governments concerned and approved the following recommendations: (1) receiving governments should be advised that UNICEF is prepared to assist them, in co-operation with the technical agencies, to survey the needs of their children; (2) the technical agencies should be requested to collaborate in such surveys; (3) an initial amount of \$ 100 000 was allocated by the Board to assist countries to undertake such studies. The Board also decided that the time had come to review the range of UNICEF aid that was being offered with a view to broadening the fields in which it now operated and opening new fields but it deferred action for the present on any global survey of the priority needs of children.

5.2 Survey on training. In accordance with a decision taken by the UNICEF Executive Board at its March 1960 session, UNICEF undertook a thorough review of UNICEF aid to training as a basis for future policy. This survey was undertaken with the co-operation of the technical agencies. WHO engaged two consultants - one for medical questions and one for nursing - who undertook extensive field visits to Africa, Asia and the Eastern Mediterranean. On the basis of their observations, a WHO report was prepared and submitted to the WHO Executive Board at its twenty-eighth session, as an annex to the Director-General's report. The Executive Board reviewed this document and transmitted an amended version to the UNICEF Executive Board. The UNICEF Executive Board reviewed it, in conjunction with other reports on training in the fields of milk conservation, family and child welfare and one in the field of nutrition, prepared by a team of consultants representing WHO and FAO. The Board expressed its appreciation to the agencies concerned for "the most useful reports". The Executive Director presented to the Board his overall conclusions and recommendations and the Board fully supported the recommendations of the technical agencies and of the Executive Director, adopting the following statement of policy: (1) training assistance should be available for all categories of personnel who furnish services related to the welfare of children and mothers; (2) assistance should continue to be given to existing

centres and, in most cases, it will be necessary to increase the number of training centres; (3) the forms of assistance to be provided include: the payment of tutorial personnel in disciplines that are not represented, and who are required to widen the content of training; payment of stipends for students; grants for paying salaries and honoraria; the provision of teaching aids; the provision of transport; (4) it is necessary that the governments commit themselves in plans of operations to use the personnel who have been trained in public services at the state or local government level.

The Board requested the Executive Director to present to it in 1963 a report on the recruitment, use and remuneration of trained personnel, and expressed the hope that the technical agencies would co-operate in its preparation.

## 6. Financial and administrative questions

6.1 Policy on aid for local costs. The Executive Director recommended to the Board, as a result of the survey of the needs of children, greater flexibility in the provision of UNICEF funds to meet local expenditures for projects where this was the most effective way of aiding the project and funds were not available from other sources. The Board decided that the Executive Director would investigate in each set of circumstances, the ability of the government to meet essential local requirements for a given project and would recommend the allocation of UNICEF funds to cover those requirements for which the government was unable to budget. This additional discretion allowed to the Executive Director would be exercised on the understanding that it would not alter the basic principle, namely that the requesting government should generally assume responsibility for local costs.

## 6.2 Provision of operational, executive and administrative personnel from OPEX.

The Board decided that the attention of governments should be drawn to the admissibility, in principle, of the establishment of OPEX posts (under the United Nations OPEX programme) for UNICEF-assisted projects where governments made such requests and accorded them high priority. Should OPEX funds prove to be insufficient to meet a request related to the effective execution of a UNICEF-assisted project, the necessary amount might be included in an appropriate project recommendation submitted to the UNICEF Executive Board on the understanding that the total amount which might be recommended to the Board at its next two sessions for this purpose should not exceed \$ 50 000.

6.3 Organizational changes. Following the administrative survey carried out by UNICEF, and the recommendation that ensued to replace the existing three-level organization (comprising headquarters, region and country levels) by a two-level system in which area offices would report directly to headquarters, the Executive Director informed the UNICEF Executive Board that the New Delhi office, formerly under the supervision of Bangkok, had been upgraded and would report directly to headquarters while a separate office with responsibility for activities in Africa, south of the Sahara, had been created.

6.4 UNICEF financial relations with FAO. The UNICEF Board took note of the relevant section of the report of the UNICEF/FAO Joint Policy Committee (E/ICEF/424) to the effect that "the Committee expressed the view that the stage had been reached at which it was desirable for the FAO Council and Conference to consider what further steps, if any, they might take to meet the financial problems ..... including the problem of financing project personnel and fellowships". The Board also noted a joint recommendation of the two executive heads of the agencies and re-affirmed the interim character of its decision to assume the cost of certain project personnel in FAO/UNICEF-assisted projects.

### III. THE UNICEF EXECUTIVE BOARD MEETING IN DECEMBER 1961

#### 1. Allocation of UNICEF funds

1.1 The approved programme allocations. The UNICEF Executive Board approved allocations for 134 projects, totalling \$ 18 799 594, the highest on record, including proposals for aid to 124 long-range projects in 68 countries and territories, two recommendations for emergency aid, three proposals for regional and inter-regional projects and five recommendations for global allocations. Included in these were allocations totalling \$ 5.4 million for 49 health services projects, including 35 for basic maternal and child health, 11 for environmental sanitation and three for care and rehabilitation of handicapped children. In addition, in the field of disease control, 46 allocations were approved comprising 14 malaria projects, 10 tuberculosis projects, 11 leprosy projects, eight yaws projects and three projects for other diseases. Moreover, the Board approved eight social services projects and 21 nutrition projects.

1.2 The percentage distribution of allocations. The following table shows the percentage distribution of allocations approved by the UNICEF Executive Board at the December 1961 session and compares it with the distribution for the June 1961 session, the January 1961 session and the previous year.

PERCENTAGE DISTRIBUTION OF ALLOCATIONS APPROVED BY THE EXECUTIVE BOARD 1960-1961

	1960	January 1961	June 1961	December 1961
Health services	19.64	18.92	24.40	33.26
Family and child welfare services	3.27	0.86	4.10	2.73
Disease control	51.53	47.12	44.76	29.99
Urban project				1.52
Nutrition	23.80	30.10	21.43	30.16
Primary education		0.98	1.98	0.35
Project preparation, survey and training activities	0.51		1.40	
Emergency aid	1.25	2.02	1.93	1.99

1.3 Programme trends in the regions. The Programme Committee received reports on programme trends for the various regions. In Africa, allocations have more than doubled since 1958 and UNICEF assistance will be extended from the field of mass disease control to include the building up of basic health services. The Director for Asia informed the Executive Board that bilateral aid was being increasingly directed to industrial development and that therefore the amount of bilateral aid available for health programmes was being reduced. It was therefore possible that UNICEF might be requested to help continue valuable health programmes which might otherwise collapse. In the Eastern Mediterranean region where children under 15 years of age make up some 40 per cent. of the population, there is strong pressure to provide more primary education. In the American region for the first time since 1956 the value of assistance to basic health projects has exceeded that given for malaria eradication campaigns, a trend which is expected to continue owing to

the results achieved in the field of malaria eradication. The creation of the Alliance for Progress was expected to offer UNICEF an opportunity to define its activities in relation to a broad assessment of child needs within the context of comprehensive national planning.

## 2. Health matters

2.1 Health services. Amongst the 49 projects for health services approved by the UNICEF Executive Board, seven provided UNICEF aid for the first time to basic health services in as many African newly independent States, namely in Cameroun, Chad, Congo (Leopoldville), Mauritania, Nigeria, Ruanda Urundi and Togo.

2.2 Nutrition. About one-third of the total allocation for nutrition approved by the Board was for 10 projects in the field of nutrition education and related activities, and one to help support several national nutritional seminars to be organized by the Inter-American Children's Institute. One of the projects in India constitutes the beginning of a national effort to introduce training in improved practical nutrition into the technical education of personnel for rural development. Nutrition surveys were also approved to be carried out in four countries - Dahomey, Kenya, Iran and the United Arab Republic.

2.3 Education: health and nutrition aspects. The Executive Board approved the continuation of a project in Thailand and a new project in Haiti to help train rural primary school teachers in nutrition and health.

2.4 Urbanization. In conformity with the decision of the June 1961 UNICEF Executive Board regarding the broadening of WHO assistance, the Board approved an allocation for one project in a field of aid new to UNICEF: an urban project in Mexico combining housing improvement, environmental sanitation and youth vocational guidance and training in several shanty town areas of Mexico City. This project is built upon the self-help activities of the inhabitants, and it is expected that health and social services in the project area will be further developed.

3. Joint Policy Committee with FAO and WHO

3.1 The report of the Thirteenth Session of the UNICEF/WHO Joint Committee on Health Policy will be presented to the Executive Board at its forthcoming thirtieth session in May 1962. This Committee, which met from 31 January to 1 February 1962, in Geneva, discussed tuberculosis control, filarial infections and their control, the relation of maternal and child health to basic health services, and programmes dealing with infants of low birth weight.

3.2 Discussion on the question of the composition of the UNICEF representation on the FAO/UNICEF Joint Policy Committee and of the frequency of the meeting of this Committee was again postponed. The Board will consider this at its June 1962 session.