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EXECUTIVE BOARD

SUMMARY RECORD OF THE FORTY-SEVENTH MEETING

Held at Lake Success, New York

on Wednesday, 23 February 1949, at 3 p.m.

Contents: Report of Committee on Voluntary Fund Raising (E/ICEF/105).
Election of alternates to the Joint UNICEF/WHO Committee on Health Policy.

Chairman:	Dr. L. RAJCHMAN	Poland
Members:	Mr. E. J. R. HEYWARD	Australia
	Mr. R. de OLIVEIRA CAMPOS	Brazil
	Mrs. D. B. SINCLAIR	Canada
	Mr. T. Y. WU	China
	Mr. E. de HOLTE CASTELLO	Colombia
	Dr. B. SCHOBER	Czechoslovakia
	Mr. W. BORBERG	Denmark
	Mr. J. de FOLIN	France
	Mr. S. J. PESMAZOGLU	Greece
	Miss M. Z. N. WITTEVEEN	Netherlands
	Mr. W. B. SUTCH	New Zealand
	Mr. E. NORD	Norway
	Mr. A. R. LINDT	Switzerland

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	Mr. B. G. FOURIE	Union of South Africa
	Mr. V. KOBUSHKO	Union of Soviet Socialist Republics
	Mr. R. T. D. LEDWARD	United Kingdom
	Miss K. LENROOT	United States of America
	Mr. M. LEVI	Yugoslavia
UNICEF	Mr. M. PATE	Executive Director
	Col. A. KATZIN	UNAC Co-ordinator
	M.. J. CHARNOW	Committee Secretary

REPORT OF COMMITTEE ON VOLUNTARY FUND RAISING (E/ICEF/105)

Dr. RAJCHMAN (Chairman) called the meeting to order and explained that the Board had been convened for the special purpose of considering the report of the Committee on Voluntary Fund Raising. This Committee was established by the Board on 3 February 1949. At a brief meeting of the Committee on the same day, Mr. W. B. Sutch, Representative of New Zealand, was elected Chairman of the Committee.

The Agenda was adopted.

Mr. SUTCH (Chairman Committee on Voluntary Fund Raising) reported that since the establishment of the Committee on 3 February, six meetings had been held for the purpose of discussing the policies to be followed in assisting countries conducting UNAC campaigns and countries giving only a portion of the proceeds of a national collection to UNICEF. The Committee concluded that Resolution 215 (III) adopted by the General Assembly permitted the use of the name, "United Nations Appeal for Children", only in campaigns solely for the benefit of UNICEF. The Administration should approach governments in an effort to obtain 100 percent of the proceeds of a national campaign for UNICEF. The Committee agreed that UNICEF might also wish to extend assistance to national campaigns in which UNICEF received only a share of the proceeds. For the purpose of assisting in the conduct of UNAC campaigns and other fund raising activities it was clear that the Administration must make available in usable form background information on the needs of children and the operating programmes of UNICEF, as well current publicity materials.

/The other important

The other important questions before the Committee concerned the kind of campaign to be conducted by UNICEF during 1949, the size of the international staff needed to conduct fund raising activities and the amount of money to be allocated for the administration of these activities. The Committee and the Administration found it very difficult at this early stage of activity to anticipate the response to the Appeal and to estimate exactly the funds required to undertake this operation. One argument that impressed the Committee was that, without a certain minimum staff, UNICEF could not undertake any international fund raising activities of the type contemplated by the Executive Board. The Committee discussed this question in detail, considering at one juncture a ceiling for administrative expenditures of $230,000 suggested by some Committee members as about the sum required to do the job in 1949. After considerable discussion the Committee arrived at a figure of $180,000 as the ceiling tentatively recommended for administrative expenditures in 1949. This amount was suggested on the assumption that the expenditures under this ceiling could be reviewed at any time and revisions recommended to the Executive Board. The Committee had in mind the necessity for speedy action at this time. The Administrative Budget Committee was prepared to meet at any time to pass on the proposed administrative budget. Mr. Sutch invited the Board members to ask questions concerning the Committee's proposals.

Mr. LEDWARD (United Kingdom) asked two questions regarding the Committee's report; what degree of co-operation might be expected from the United Nations Department of Public Information, and how the Administration proposed to obtain the co-operation of non-governmental organizations which had done so much for the Appeal in the past.

Mr. SUTCH (Committee Chairman) explained that the Committee did envisage that a great deal of the work on general publicity would be done by the Department of Public Information based on specific material furnished by UNICEF. It was contemplated that one or two people would be added to the UNICEF staff for the purpose of developing this material but that the Department of Public Information would assist as much as possible.

With regard to obtaining the co-operation of non-governmental organizations, the Committee felt that the most effective work would be done at the national level. A liaison officer would be appointed

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to contact these organizations at the international level, especially through the United Nations Liaison Office for NGO's.

Miss LENROOT (United States) congratulated the Committee on its report and asked several questions regarding the budget. She wondered if account had been taken of the fact that expenditures would probably not be the same month by month. Further information was needed concerning the function of the officers proposed for the UNAC staff at an expense of $115,000. The service of field officers might not be necessary since the Fund had representatives in many parts of the world who could be called upon to contact governments regarding UNAC. The UNICEF publicity staff could also be used to provide material for UNAC. All of the members of the Board were anxious that the Fund be in a position to discharge its responsibilities under the General Assembly's resolution. It seemed reasonable, however, to suggest a smaller figure for administration with the understanding that the needs of the Administration would be reviewed at a later date when the requirements for this operation could be more easily evaluated.

Mr. SUTCH (Committee Chairman) said that the staff proposed was the minimum needed to undertake this operation. In addition, it would probably be necessary to employ consultants from time to time for short periods. The Committee had taken into account the fact that a large part of the work concerned with voluntary fund raising would be taken over by UNICEF staff now employed at headquarters and in the field. Detailed questions concerning the number of secretaries and the use of the funds allotted for staff would be reviewed by the Committee on Administrative Budget.

Miss WITEVEEN (Netherlands) analysed the report of the Committee in some detail. She called the attention of the Board to the position taken by the Netherlands Delegation during the discussion of UNAC in the Third Committee of the General Assembly meeting in Paris. While supporting continuation of the Appeal in principle, her Delegation had some objections to the method under which this continuation was envisaged in the joint draft resolution which, with a few amendments, ultimately became Resolution 215 (III) of the General Assembly. Some of the difficulties pointed out by the Netherlands Delegation remained. Certain countries might be debarred from participating in UNAC by currency difficulties. In countries where

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it was found impossible or undesirable to allocate the entire proceeds of the voluntary fund raising campaign to UNICEF, it would no longer be possible, under the Resolution, to use the name "UNAC". This was a great pity because the name "UNAC" had become widely known and considerable publicity would be required to explain that a campaign was being conducted under another name but for virtually the same purpose as the 1948 Appeal. In spite of these difficulties, however, the Fund must now endeavor to comply with the request addressed to it by the General Assembly.

The work of the Committee on Voluntary Fund Raising had greatly facilitated the task of the Board in undertaking this present discussion. Certain specific points required comment and some clarification. In paragraph 6 of the document before the Board (E/ICEF/105) the interpretation that the General Assembly Resolution referred exclusively to Appeals for the benefit of UNICEF seemed to be correct. With regard to paragraph 7, some elaboration would be welcome concerning the intention of the Administration to approach governments, as a first step in requesting support for UNAC during 1949. She asked if it was the intention of the Committee that governments play a more active part in the campaign than was the case under the 1948 Appeal. It was questionable whether many governments would consent to assuming some measure of supervision of voluntary campaigns, including the supervision of finances. Another question concerned the currency restrictions in countries collecting funds for the benefit of UNAC. In such countries it would not be possible to take the currency out of the country nor to buy exportable goods. It would be difficult therefore to find some means of using these currencies for the benefit of UNICEF. Would it be possible, then, to allocate such funds to some activity for the benefit of children pursued in that country? A suggestion of this kind was made by the Representative of Norway at a meeting of the Board last year (E/ICEF/56). In such a case it would be necessary for the organization receiving the funds to report to UNICEF on the manner in which the money had been spent. Miss Witteveen wondered whether an arrangement of the kind provided for in the agreement between the Fund and the organizations working in Palestine (E/ICEF/101, Anex III) would serve as a pattern that could be considered. Could this method also be employed in dealing with campaigns in which only part of the proceeds were for the benefit of UNICEF?

Paragraph 8 of the report before the Board (E/ICEF/105) mentioned "approved committees". What would be the criteria for the approval of a committee, was it the intention to approve only national committees which would have the full sponsorship and support of their respective governments as suggested by the Executive Director in paragraph 6 of E/ICEF/W.42? Paragraph 8 of the report before the Board also referred to the fact that UNICEF would not require formal agreements with governments or national committees. If this were the case, Miss Witteveen wondered if some sort of written agreement would be undertaken and if such agreements needed governmental approval.

In paragraph 11 it was recommended that the residual liquidation functions of the 1948 campaigns should be under the direction of UNICEF subject to the staff expenses being met by the Secretary-General of the United Nations. With respect to the expenditure involved, was there some indication that the Secretary-General was indeed in a position to meet such a request?

Miss Witteveen noted that the figure of $180,000 for administrative expenditures during 1949 mentioned in the report was a ceiling. This figure seemed a rather considerable one, especially in view of the fact that one of the arguments used in the Third Committee in support of the present UNAC Resolution proposed that a much less elaborate set-up would be required if UNAC functions were lodged with UNICEF. The figures mentioned in the report of the Committee did not give a sufficient basis for a considered opinion and it was possible therefore only to state the impression that a ceiling of $180,000 seemed high.

Mr. SUTCH (Committee Chairman) thanked the Representative of the Netherlands for her impressive analysis. Regarding the question of currency restrictions, he pointed out that there had been UNAC campaigns in many countries for the benefit of UNICEF, as well as government contributions from 27 countries, and satisfactory arrangements had been made for the use of the contributions. UNICEF might also use such monies on UNICEF programs operating in the country. There was no precedent, he said, for allocating funds to local charitable activities for children. The Administration had no authority to approve the use of such funds in an activity not approved by the Executive Board.

The Committee and the Administration both felt that as a first

/step in undertaking

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step in undertaking the establishment of UNAC committees in 1949 the Administration should approach the governments concerned. UNICEF must exert a certain amount of discretion in deciding the extent to which it can co-operate with committees proposing to raise contributions for the Fund. Formal agreements would not be required with any governments or committees and especially in the case of partial campaigns the Committee recommended that no formal agreements be reached.

Regarding the liquidation of commitments under the 1948 UNAC campaign, the cost of this work should be met, in the opinion of the Committee, by the Secretary-General. If the Executive Board were to approve this recommendation the Administration would seek the opinion of the Secretary-General on this matter. A small staff must be retained in order to do this work. Referring to the ceiling for administrative expenditures recommended by the Committee, Mr. Sutch said that it was essential that the Executive Board agree upon a ceiling so that the Administration could draw up a budget which might be reviewed by the Committee on Administrative Budget.

Mr. BORBERG (Denmark) associated himself with the remarks made by the representative of the Netherlands and the remarks made by the representative of the United Kingdom regarding the use of the United Nations Department of Public Information. He stressed the fact that although he was prepared to vote for a ceiling on expenditures at this time, it was essential to know how many countries would hold UNAC campaigns in 1949 in order to determine more exactly the appropriate ceiling for administrative expenditures. In Denmark, he said, the campaign begun in 1948 would not be terminated until August, when it was hoped the final results would be the equivalent of $2,000,000. His country therefore would not require any further assistance from the Administration in the matter of conducting its UNAC campaign.

Mr. SUTCH (Committee Chairman) assured the representative of Denmark that, to his knowledge, the Administration did not contemplate spending money in connexion with any campaigns for which national committees had already developed adequate plans and publicity materials.

/Mr. NORD

Mr. NORD (Norway) stressed the question put by the representative of the Netherlands regarding the use of restricted currencies. He felt it would be useful to investigate ways of utilizing such currencies before collections were undertaken in those particular countries.

Mr. HEYWARD (Australia) said that the Administration had achieved remarkable success in utilizing government contributions from many countries. Their experience in this matter suggested that the problem was not as difficult as might be expected. Regarding paragraph 11 of the document before the Board (E/ICEF/105) he felt that section (b) and (c) should be deleted from the recommendations of the Executive Board, since it was clear that the residual liquidation functions of the 1948 campaign were the responsibility of the Secretary-General and should therefore be supported through the Secretary-General's budget.

Mr. Heyward supported the remarks made by the Chairman of the Committee concerning the necessity of establishing a ceiling for administrative expenditures. The funds recommended by the Committee represented a minimum expenditure. The Committee reviewed very carefully the question of what personnel was available in the existing staff of UNICEF to undertake these new responsibilities. It was natural to think of the Mission Chiefs in this connexion, but it should be remembered that they were stationed in a limited number of countries and would not have time to travel to neighboring countries. The four people recommended by the Administration to assist in the conduct of UNAC campaigns on a world basis were therefore an absolute minimum. He was hopeful that the Department of Public Information would be able to meet some of the cost of publicity. The Fund, however, must supply a major amount of the actual material for such publicity. The main expenses connected with voluntary fund raising in 1949 would be incurred in the period before national campaigns get under way.

Mr. LEDWARD (United Kingdom) said he was sorry the Committee on Voluntary Fund Raising had not investigated the possibility of using the Department of Public Information for publicity and press liaison. The way to reach people was not to spend money on elaborate publications, but rather through the press and radio of their countries.

Mr. FOURIE (Union of South Africa) asked how the Administration and the Committee had arrived at a figure of $115,000 for salaries.

Mr. de HOLTE CASTELLO (Colombia) congratulated the representative of the Netherlands on her speech. He explained as a member of the Committee that very careful consideration was given to the matter of arriving at a ceiling for administrative expenditures. The Administration gave the Committee very full information and in the end accepted a very substantial reduction in their original estimates. It was essential, he said, to approve a ceiling amount at this time in order to avoid any more delays in carrying out this programme.

Col.KATZIN (UNAC Co-ordinator) stated that the Administration planned to use to the utmost the facilities already available through the United Nations and UNICEF. Only those minimum needs essential to the campaign would be met at this time. He explained in detail the present organization of the small staff in his office. The volume of work was keeping that staff occupied even in the preliminary stages of organization. There was no intention of filling posts until the volume of work justified such action. In Paris the present staff could not undertake the necessary contacts with governments and organizations. Mr. Davidson, he said, wished to add an information officer to his staff to assist in carrying on the essential publicity liaison in Europe and with Headquarters. The main consideration was the extent of support of governments in the conduct of campaigns during 1949. If governments decide to postpone actual campaigns this year or were in favor of holding later campaigns, the cost would be higher since an active committee meets its own costs. Educational campaigns would be more expensive for this same reason.

He was certain that the United Nations Department of Public Information would co-operate to the maximum possible extent. In this respect UNICEF would also be assisted in obtaining wider newspaper coverage. He did not believe that this project could proceed on a smaller basis than the request included in the report of the Committee. By the end of April it would be possible, however, to review the situation in order to increase or decrease the ceiling in the light of experience gathered over the period of the next few months.

/Mr. PATE

months.

Mr. PATE (Executive Director) commented on the convertibility of restricted currencies turned over to UNICEF from the recent UNAC campaigns. He believed the Fund would be able to expend almost the entire sum received for goods and services. The governments of all the countries in which voluntary contributions had been collected were most co-operative in enabling the Fund to turn these monies into goods or services.

As a result of a long standing association with Col. Katzin, Mr. Pate said he was confident that no matter what amount of money was allocated by the Board for this project, Col. Katzin would proceed carefully and economically to undertake the task and to expend the funds entrusted to him.

Dr. RAJCHMAN (Chairman) asked the Board to review the Report of the Committee (E/ICEF/105) paragraph by paragraph.

Miss LENROOT (United States) referring to paragraph 7, asked that the phrase "the Administration will attempt to obtain government certification," read "the Administration will expect to obtain appropriate certification."

Mr. SUTCH (Committee Chairman)felt that the Administration must ask the government concerned, but could not insist on obtaining certification. He said that he could not accept the change without consulting the Committee but was willing to make the change if the Committee agreed.

Dr. RAJCHMAN (Chairman) received the approval of the Board to substitute the phrase "will be expected to obtain appropriate certification."

Miss LENROOT (United States), regarding paragraph 8, asked that the phrase "...the Administration may assist approved committees within limits it deems appropriate..."

Mr. SUTCH (Committee Chairman) said that such a change was substantive. In the case of partial campaigns the phrase "national

committee"

committee" would not be appropriate to the situation.

Miss LENROOT (United States) accepted the recommendation of the representative of Australia that the words "approved" and "duly constituted" be omitted from her phrasing.

There were no objections to the adoption of the wording, "...the Administration may assist committees within limits it deems appropriate...".

Dr. RAJCHMAN (Chairman) put to a vote the suggestion made earlier by the Representative of Australia regarding the deletion of sections (b) and (c) of paragraph 11.

This proposal was carried and sections (b) and (c) of paragraph 11 deleted from the recommendations of the Board.

Mr. KOBUSHKO (Union of Soviet Socialist Republics) said he was not convinced that it was compatible with the budget passed by the General Assembly to ask the Secretary-General at this date to accept responsibility for the cost of the liquidation of the 1948 Appeal.

Mr. SUTCH (Committee Chairman) explained that General Assembly Resolution No. 215 (III) referred to the resolution passed by the seventh session of the Economic and Social Council (Resolution 162 VII) in which the Secretary-General was asked to report to the eighth session of the Council concerning the 1948 UNAC campaign.

Mr. KOBUSHKO (Union of Soviet Socialist Republics) asked that the record show his opposition to this paragraph.

Miss LENROOT (United States) asked that the last sentence of paragraph 13 be corrected to read, "One member of the Committee urged a lower amount and that activities should emphasize a co-ordinating rather than a promotional function."

Miss WITTEVEEN (Netherlands) reminded the Board that it was considering the report of the Committee and questioned alteration of the report.

Mr. SUTCH (Committee Chairman) supported Miss Witteveen's

position.

Miss LENROOT (United States) said that it would be sufficient to have the record show the comment made by the representative of the United States.

Mr. WU (China), regarding paragraph 15 of the Report, asked the representative of the United States to mention a ceiling which would have more acceptable to her Delegation than the amount of $180,000 recommended by the Committee.

Miss LENROOT (United States) said that she had no intention of suggesting that work in connection with UNAC should not proceed. The ceiling which the United States would propose would permit some immediate expansion of the staff. Since it was unlikely that staff would be built up to full strength immediately and since there were many uncertain elements in the situation, the proposal would give ample opportunity for the active promotion of this undertaking. She proposed the following statement: "Taking into consideration the present preliminary stage of this program, the Board decided to approve at this time a ceiling of $120,000, the amount to be subject to review and re-consideration, if appropriate, within the next three months." She stated further that these matters would come within the scope of the Committee on Administrative Budget.

Mr. de HOLTE CASTELLO (Colombia) said that he found it necessary to oppose this proposal.

Miss WITTEVEEN (Netherlands) stated that it was very difficult to make a decision on the basis of the information before the Board. There was much to be said for the position taken by the United States but at the same time it was essential that the Administration know how much money would be available in order to plan this program. She wondered if the final decision might be postponed until the next meeting of the Board in order to permit the Committee on Administrative Budget to arrive at a more definite figure. It was necessary to plan, in so far as possible, the whole trend of the work and to avoid ceilings which might have to be revised at a later date.

Dr. RAJCHMAN (Chairman) said that the entire discussion would have been unnecessary if the matter needed to be referred to another committee. Very full information was presented to the Committee on Voluntary Fund Raising and the time had come to take action. He pointed out that the staff under discussion was not an international staff to administer money but one that it was hoped would produce money. The administrative funds were in the nature of a loan that UNICEF was making to itself to be repaid by the proceeds of campaigns. It was not the function of the Budget Committee, he said, to make recommendations on matters of policy. Since the question of a ceiling was a matter of policy it would be necessary to act on the establishment of such a ceiling at this meeting.

Mrs. SINCLAIR (Canada) stated that her Delegation was anxious to keep down administrative expenses. She did not feel, however, that any useful purpose would be served by further delays in reaching a decision. The Committee had presented a recommendation which was reached after full deliberation and which represented a lower figure than first proposed to the Committee. She was therefore inclined to support the Committee, particularly in view of the fact that the Board was going to review this decision in three months.

Mr. de FOLIN (France) said that at the beginning of the meeting he was in favour of reducing the ceiling for administrative expenses but the discussion that had taken place during the course of the meeting had convinced him that the recommendation presented by the Committee was the result of considerable study and discussion. A final decision should be reached in order to permit the Administration to begin work at once on this project. He said he would therefore vote in favour of the Committee's report.

Mr. LEDWARD (United Kingdom) supported the statement made by the representative of the Netherlands. He could not vote in favour of the ceiling recommended by the Committee, even if it were to be reviewed in three months.

Dr. SCHOBER (Czechoslovakia) supported the recommendation of the Committee and pointed out that the ceiling would be reviewed in three months.

/Miss WITTEVEEN

Miss WITTEVEEN (Netherlands), in answer to a question put by the Chairman, said that she had made a suggestion in the hopes of reaching a unanimous decision. Since the representative of the United Kingdom had supported the proposal it was not possible for her to withdraw the suggestion.

Dr. RAJCHMAN (Chairman) called for a vote on the proposal made by the representative of the Netherlands. The vote was two in favour of the proposal and thirteen against. The proposal was not carried.

The amendment proposed by the representative of the United States was put to a vote. The vote was three in favour, ten against. The amendment was not carried.

The ceiling recommended by the Committee in paragraph 15 of the Report was put to a vote. The vote was fifteen in favour and one against. Paragraph 15 was adopted.

The Report as a whole was recommended for adoption. The vote was eighteen in favour, none opposed, and two abstentions. The Report as a whole was adopted.

Mr. KOBUSHKO (Union of Soviet Socialist Republics) abstained from voting on the Report as a whole because his Government does not participate in the fund raising action under discussion. He noted the absence of positive results from activities undertaken up to the present time in this connexion.

ELECTION OF ALTERNATES TO THE JOINT UNICEF/WHO COMMITTEE

Dr. RAJCHMAN (Chairman) asked the Board to appoint two alternates to the Joint UNICEF/WHO Committee on Health Policy. He explained that there were at present four delegates representing UNICEF and the two alternates. The delegates were the Chairman of the Programme Committee, the Chairman of the Executive Board, the Chairman of the Medical Sub-Committee, and the Representative of China; the two alternates were the Representatives of Australia and Czechoslovakia. It had been found that the number of alternates was insufficient to assure full participation at meetings of the Joint Committee. It was suggested that Dr. Holm, representative of Denmark and Mr. Lindt, representative of Switzerland, might serve as additional alternates.

The rule of procedure providing for a secret ballot was waived by the Board.

/Mrs. SINCLAIR

Mrs. SINCLAIR (Canada) moved that the Board appoint Dr. Holm, representative of Denmark and Mr. Lindt, representative of Switzerland, as additional alternates to the Joint Committee.

Dr. SCHOBER (Czechoslovakia) seconded the motion.

The motion was accepted unanimously by the Board.

The meeting adjourned at 5 p.m.