

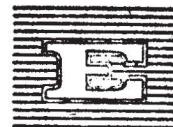
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UNITED NATIONS INTERNATIONAL CHILDREN'S EMERGENCY FUND

EXECUTIVE BOARD

SUMMARY RECORD OF THE HUNDRED AND TWENTY-NINTH MEETING

Held at Headquarters, New York
on Monday, 13 September 1954, at 2.45 p.m.

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54-25156

PRESENT:

<u>Chairman:</u>	Mr. LINDT	Switzerland
<u>Members:</u>	Mr. CUTTS	Australia
	Mr. LHOIR	Belgium
	Mr. DA MOTA	Brazil
	Mrs. SINCLAIR	Canada
	Mr. HU	China
	Mr. RYBAR	Czechoslovakia
	Mr. GALLEGOS	Ecuador
	Mr. BUSNARD	France
	Mrs. TSALDARIS	Greece
	Mr. RAJAN	India
	Mr. UMARI	Iraq
	Mrs. HARMAN	Israel
	Miss CAO PINNA	Italy
	Mr. HAMDANI	Pakistan
	Mr. CALLE	Peru
	Mr. GARCIA	Philippines
	Mr. BUNCHOEM	Thailand
	Mr. KRIVITSKY	Union of Soviet Socialist Republics
	Mr. BARNES	United Kingdom of Great Britain and Northern Ireland
	Mr. MULLIKEN	United States of America
	Mr. HORVAT	Yugoslavia

Representatives of specialized agencies:

Dr. VAN VEEN	}	Food and Agriculture Organization
Mr. WAHLEN	}	
Dr. WORK	}	
Miss McNAUGHTON)	
Dr. COIGNY)	World Health Organization
Mrs. MEACHER)	
Mr. SIEGEL)	

PRESENT: (continued)

Representatives of non-governmental organizations:

	Mrs. FREEMAN	NGO Committee on UNICEF
	Mrs. KADANE	Consultative Council of Jewish Organizations
<u>Category B:</u>	Mrs. FREEMAN	International Council of Women
	Mrs. WALSER	Women's International League for Peace and Freedom

United Nations Secretariat:

Miss BRANSCOMBE	Department of Social Affairs
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UNICEF Administration:

Mr. PATE	Executive Director
Mr. HEYWARD	Deputy Executive Director
Dr. BORCIC	Deputy Executive Director
Dr. YUAN	Medical Adviser
Mr. DAVEE	Director, Latin America Regional Office
Mr. EGGER	Director, Africa, Europe and Eastern Mediterranean Regional Office
Mr. KEENY	Director, Asia Regional Office
Dr. MARTI	Chief, Africa Area Office
Mr. SABIN	Milk Conservation Co-ordinator
Mr. CHARNOW	Secretary of the Board

EASTERN MEDITERRANEAN PROGRESS REPORT (continued)

Dr. VAN VEEN (Food and Agriculture Organization) stressed the excellence of the co-operation between the Fund's representative at Baghdad and FAO, and The Government of Iraq, both in the development of the school feeding programme and in carrying out emergency feeding in Iraq after the 1954 spring floods. He was happy to state that a Nutrition Council and a Nutrition Institute had now been established in Iraq with FAO's help. That had helped to develop the school feeding programme in that country along lines which offered an example to other countries in the region.

General co-operation between the Fund's Beirut office and FAO had become closer in 1954.

FAO had often stressed that co-operation between the Fund and the specialized agencies would be better if all concerned in a project could participate from the planning stage onwards. The Libyan school feeding programme recommended in document E/ICEF/L.611 set an example; a preliminary survey and analysis of the situation by WHO and FAO, made at the UNICEF Administration's request, ensured that the Executive Director's recommendation rested on a realistic basis; FAO would welcome such a procedure in all joint undertakings.

His organization saw great prospects for the development of nutrition in Turkey and Syria, but closer co-operation between the Fund and FAO would be necessary. In Turkey, for example, he had been surprised to encounter nutritionists who were unaware that there was an active UNICEF programme in their country. There was a great need for supplementary feeding programmes in the Region, as the Fund's Beirut office had confirmed, and he hoped that it would be possible to survey the situation in Turkey and Syria next year and to develop such programmes on a broader basis than at present.

He pointed out that, while the region's population was already milk-consuming by tradition, milk was normally consumed in a fermented condition rather than in the form familiar to Western countries. Two examples of fermented forms of milk, both having a high nutritive value, were yogurt and leben.

On the subject of local protein-rich foods, which were of great interest to UNICEF, he observed that in such countries as Turkey, Syria and Jordan certain dried mixtures of cereal and sour milk were prepared in times of surplus and stored for indefinite periods. The method of manufacture was simple. A mixture of cereal, such as wheat flour or parboiled wheat (burghul), and leben was dried

in the shade and pulverized. The dry powders so produced kept for years without special packing or storage, as their slight acidity inhibited the action of pathogenic bacteria. Experiments had shown that the burghul-leben mixture (kishk) was an excellent infant food. It was already easily and cheaply produced by the local population and its processing could probably be further improved.

The attention of the Board was drawn to the Region's traditional cereal sour-milk mixtures and the sour milks themselves; acid milks were often more beneficial to infants than unfermented milks.

Mr. UMARI (Iraq) was particularly interested in Mr. Egger's observations on the ability of the Sudan Administration to utilize the services of medical officers; that was a practical approach to a very difficult problem, and the method could be put to wider use. He was also interested in Mr. Egger's description of the educational system in Abyssinia. The fact that the Emperor had assumed the functions of Minister of Education was to be welcomed.

Referring to the FAO representative's remarks, he pointed out that it was the older children and adults that consumed fermented milks; young children still drank ordinary milk.

RECOMMENDATION BY THE PROGRAMME COMMITTEE FOR APPROVAL OF A PLAN OF OPERATIONS FOR EMERGENCY ASSISTANCE TO VIET-NAM (E/ICEF/L.665)

Mr. RAJAN (India, Chairman of the Programme Committee) introduced the recommendation. His Committee was anxious that it should be considered quickly, as a Fund representative from Bangkok would be visiting Viet-Nam during the week and would like to be able to announce what action, if any, the Fund proposed to take.

The recommendation was approved.

FINANCIAL RELATIONS WITH WHO AND FAO (E/ICEF/265, L.674 and L.678)

Mr. RAJAN (India), speaking as the Board's special representative at the World Health Assembly, said that he had submitted to the Assembly the Board's views that (1) there should be a financial division between the Fund and WHO to match

the functional division on joint projects; (2) previous reimbursements of project personnel costs had been made in exceptional circumstances and in the hope that such requests would not recur; (3) the Fund was not bound to meet the cost of WHO personnel on joint projects when WHO was unable to defray that cost, or it might modify projects to reduce their cost. The resolution of the Joint Committee on Health Policy could not be interpreted as imposing any obligation on the Fund to defray personnel costs.

The Assembly had accepted the third view, as was shown by operative paragraph 3 of its resolution WHA7.35 (E/ICEF/265). It had accepted the first view subject to the limitations of WHO's financial resources and to the maintenance by WHO of a balanced public-health programme (resolution WHA7.50, operative paragraphs 2 and 3). It had agreed (resolution WHA7.35, operative paragraph 5) to meet, in 1955, half the cost of the international health personnel in projects for which UNICEF had been reimbursing those costs in 1954; a French proposal that WHO should meet the entire costs in 1955 had been rejected in committee by 18 votes to 21. The Director-General's estimates had been cut by about \$800,000; had that not been the case, the result of the voting might have been more favourable to the Fund. The Assembly had requested the Director-General to include in future programmes for joint UNICEF/WHO activities only projects for which he was sure that the technical personnel engaged by the organization could be remunerated (resolution WHA7.50, operative paragraph 4), and had requested the WHO Executive Board to determine in agreement with the Fund's Executive Board the conditions under which certain joint projects could be implemented if the finances required exceeded the Organization's ordinary resources (resolution WHA7.50, operative paragraph 5).

Summarizing the results, he said that WHO's request for reimbursement was \$310,000 less than it would otherwise have been; WHO had recognized that the Fund was not under a duty to assume personnel costs when the organization was unable to do so; the Fund's probable commitments could be estimated more precisely; and the emphasis in the relations between the two organizations would henceforth be on projects rather than on cost apportionments.

It was disappointing, however, that WHO had not agreed to assume personnel costs completely. It was not a convincing procedure to reduce the budget to a point at which the organization was unable to pay the personnel costs in full, and then to plead the inadequacy of the budget as an excuse for not paying them.

The term "balanced health budget" required clearer definition. He wondered if it was felt that the complete assumption of personnel costs by WHO at the present level of activity in joint projects would lead to unbalanced public-health budgets.

Mr. SIEGEL (World Health Organization) thanked the Board, on behalf of the Director-General of WHO, for sending a representative to the World Health Assembly; that step had demonstrated its usefulness, and his organization hoped that a Fund representative would attend future Assemblies. Considerable progress had been made in clarifying the financial relations between the two organizations.

When his organization's Executive Board had met after the Assembly it had adopted a resolution (EB14.R22, document E/ICEF/265) concerning additional steps to be taken, and would welcome any suggestions from the Fund's Administration or Board.

Some of the difficulties arose from the discrepancy between the two organizations' respective methods of approving and financing projects. A considerable part of WHO's financial resources came from the Expanded Programme of Technical Assistance, and WHO had been under the impression that it would henceforth be able to plan the following year's programme with greater certainty; in the preamble to resolution WHA7.35 it was stated that the amount of Technical Assistance funds that might ultimately become available to WHO would be known late in 1954. Subsequent events made it appear unlikely, however, that the amount would be known until long after, a fact which would further complicate planning.

As stated in document E/ICEF/L.674, allocations amounting to \$134,000 for 1954 were being returned to UNICEF's general resources because WHO had recently received an increase in Technical Assistance funds for 1954 which had not been anticipated when the allocations had been requested.

WHO had always recognized that the Fund had the right to decide whether to provide funds for technical staff for joint projects, but he was bound to make reservations in respect of Mr. Rajan's suggestion that the Fund might modify projects to reduce their cost.

Mr. WAHLEN (Food and Agriculture Organization) conveyed to the Board the Director-General's desire for continued and closer relations between FAO and UNICEF. The connexion between the work of the two agencies was very close and, unless both moved at the same speed, part of the joint effort was lost or became less effective. That connexion went far beyond the projects usually discussed in the Board. The sad fact was that by far the largest proportion of the under-nourished peoples were tillers of the soil, inhabitants of under-developed countries with a typically agrarian economy. It followed that the splendid work carried on by UNICEF would never be fully successful until the level of agricultural productivity in those countries had been raised. That was a task for which FAO was responsible and presupposed a very wide scope of the most diverse activities. Hence, there was hardly a project within FAO's programme of work which was not of direct interest to the broad aims and goals of UNICEF. FAO was engaged in important activities in nutrition, particularly school-feeding programmes, the production aspects of nutrition programmes, milk conservation and the production of vegetable proteins.

With regard to joint FAO-UNICEF projects, as large a part as FAO's budget permitted was devoted to activities directly of interest to UNICEF. However, as in the case of WHO, FAO's funds did not allow it to go as far as it wished. It was nevertheless making an important contribution, without duplicating or overlapping UNICEF's activities.

The proposal before the Board to authorize the reimbursement of \$152,000 in connexion with joint FAO-UNICEF projects was intended to make the minimum provision for an efficient joint programme in 1955. Over and above that amount there were some six field posts which FAO considered essential for a full support of UNICEF's projects for which budgetary provisions at the present stage could not be made. The estimated costs of those projects amounted to \$80,000.

He wished to make a reservation in connexion with the question of reimbursement of costs. FAO's technical approval of a joint project should not be automatically interpreted as a commitment by the agency to carry its full share of the cost. The Board was aware of the uncertain situation regarding technical assistance funds for 1955. The United Nations Pledging Conference was not expected to meet until February 1955. Moreover, the position in 1956 would be marked by a complete change in the programmes and budgets which came under the Expanded Programme of Technical Assistance. The Economic and Social Council had decided against the continuation of automatic allocation of funds to the specialized agencies.

FAO fully agreed with the principle that each specialized agency should carry its full share of the cost of joint projects. He hoped, however, that the Board would understand FAO's present position in the matter.

Mr. BARNES (United Kingdom) pointed out that the United Kingdom delegation had not offered an opinion on the question at the previous session of the Board because the competent departments in the United Kingdom had not concluded their consideration of it. However, at the World Health Assembly the United Kingdom representative had maintained that WHO should assume its full responsibilities for the cost of technical personnel in joint WHO/UNICEF projects. Moreover, at the previous session of the Economic and Social Council the United Kingdom delegation had made it clear that it attached importance to maintaining the division of responsibilities, whereby WHO paid for technical personnel and UNICEF provided the supplies.

Hence, there was no doubt as to the United Kingdom's attitude on the question of principle. The immediate decision required of the Board, however, was one of expediency. With regard to WHO, unless the Executive Board was prepared to allocate \$580,000 for 1955, it was inevitable that many projects would have to be delayed or eliminated. That was undesirable, both from the point of view of UNICEF's prestige and the trouble to which governments had gone to arrange their projects. The same comment applied to FAO, the UNICEF allocation in its case being \$152,000. The United Kingdom delegation would agree to the two allocations on the understanding that the decision was one of expediency and that there was

no question as to the principle involved. It hoped, however, that both WHO and FAO would find it possible to meet their full obligations after 1955.

Mrs. SINCLAIR (Canada) felt that the situation had somewhat improved, although she shared the concern expressed by the United Kingdom representative. Namely, that in spite of the acceptance of the principle that WHO should finance personnel costs, UNICEF continued at each meeting to be faced with a choice between interrupting programmes or financing personnel costs from UNICEF funds.

She wished to know whether WHO expected to receive funds to cover the cost of its projects included in Priority II and Priority III of its technical assistance budget (E/ICEF/L.674, page 7). Moreover, she was not quite certain as to the exact meaning of the term "joint projects" as used in UNICEF documents. She interpreted it to mean projects which were financed jointly by UNICEF and a specialized agency and not those for which the latter provided technical advice only.

Mr. BUGNARD (France) agreed that the Executive Board should not be faced with the same problem of reimbursement every year. The reduction of WHO's budget and its consequent inability to provide the finances required for the technical personnel in joint projects placed UNICEF in a difficult position. Its activities would be hampered unless a clear distinction were made between joint projects - those in which the specialized agency concerned assumed its financial obligations, and strictly UNICEF projects - those for which the Fund paid in full, even if a specialized agency provided technical advice.

Mr. UMARI (Iraq) said that his delegation had made its position clear at the Board's previous session. He hoped that the situation would continue to improve.

Mr. SIEGEL (World Health Organization) said that WHO was not any more satisfied with the current state of affairs than was UNICEF. The position would have been different had the World Health Assembly approved the budget submitted by the Director-General. The problem was essentially one to be dealt with at the governmental level. After all, most of the Governments represented on the Executive Board were also represented at the World Health Assembly.

The FAO representative had referred to the Economic and Social Council's decision with respect to the automatic allocation of funds to specialized agencies. The decision to discontinue such allocations might have important repercussions on the method of financing the Expanded Programme of Technical Assistance. The Council's decision was before the United Nations General Assembly for approval. Governments might wish to consider more fully its implications to the Expanded Programme and its repercussions on participating organizations and on UNICEF's relations with FAO and WHO.

He was not in a position to give any assurance whatever that WHO would be able in 1956 to defray the full cost of the technical staff required on joint projects. He urged the Executive Board to send a representative to the next meeting of WHO's Executive Board, which would discuss the WHO programme and budget for 1956.

With regard to the question raised by the Canadian representative, there was little likelihood, in the light of the current developments relating to the Expanded Programme of Technical Assistance, that the Priority II and Priority III projects mentioned in document E/ICEF/L.674 could be financed in 1955 under the Expanded Programme of Technical Assistance.

On the question of what constituted a jointly-assisted project, he felt that a project in which two parties shared the responsibility, not merely the financial responsibility, was a jointly-assisted project. When WHO approved a health project it assumed a technical responsibility, regardless of the source from which the project was financed.

Mr. HEYWARD (Deputy Executive Director) felt that the question was one of definition. If the Board preferred the term "joint projects" to be confined to projects to which the two parties concerned made financial contributions, the Administration would comply.

Mr. MULLIKEN (United States of America) observed that his delegation had in the past been critical of relations between UNICEF and FAO. It noted with interest that the Director-General of FAO proposed to request the FAO Conference to provide funds to cover the cost of FAO experts in joint UNICEF/FAO projects

for 1956. It hoped that UNICEF's relations with FAO would continue to improve and that in future both WHO and FAO would assume financial responsibility for those parts of joint projects which fell under their jurisdiction.

With regard to WHO, the Director-General proposed that for 1956 the agency should maintain its expenditure for jointly assisted projects at approximately the 1955 level of \$1,860,000. The United States delegation wondered whether that figure had been calculated by WHO or by UNICEF.

Mr. HEYWARD (Deputy Executive Director) said that the figure had been arrived at by the UNICEF Administration on the basis of the letter received from the Director-General of WHO (E/ICEF/L.674, paragraph 14).

Mr. LINDT (Switzerland) concurred in the views which members of the Board had expressed on the question of the division of functions and of financial responsibilities between UNICEF and the specialized agencies. He noted with satisfaction that some progress had been achieved and hoped that FAO would assume its full financial obligations for joint projects by 1956 and WHO by 1957.

With regard to the definition of joint projects, contributing Governments and the public should know whether a specific project was partly or wholly financed by UNICEF. The Programme Committee might consider the matter, an essentially technical one, and arrive at a satisfactory definition.

The meeting rose at 4.40 p.m.