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ORIGINAL : ENGLISHDual Distribution for Council Members.REPORT OF THE EXECUTIVE BOARD OF
THE INTERNATIONAL CHILDREN'S EMERGENCY FUND.
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UNITED NATIONS INTERNATIONAL CHILDREN'S EMERGENCY FUND

REPORT OF THE EXECUTIVE BOARD* TO THE SEVENTH SESSION
OF THE ECONOMIC AND SOCIAL COUNCIL ON ITS 29th THROUGH 38th
MEETINGS

HELD AT THE ILO BUILDING, GENEVA, 16 JULY - 22 JULY.

GENERAL

1. The Executive Board met at Geneva from 16 to 22 July, devoting the major part of its attention to making allocations out of its immediately available resources and formulating a budget for 1949 operations.

Appreciation to International Labour Organization

2. The Executive Board expressed its appreciation to the International Labour Organization for making facilities available to the Board for its meetings. The Board paid tribute to the memory of two previous distinguished Directors of the ILO, the late Mr. Albert Thomas and the late Mr. John Winant, for their contributions toward improving the living standards of working people and children throughout the world.

Summary of Major Actions

3. At the time the Board met, some \$58.2 million had already been committed, by previous Board actions, to country programmes and reserves. Out of the reserves the Board allocated \$3,000,000 for programmes in South East Asia, India, Pakistan, and Ceylon, and \$1,000,000 for a programme in Germany. The Board's previous allocations carry the Fund's present feeding programmes almost to the end of 1948, and \$3.7 million was allocated to complete the year. Two million dollars was allocated for assistance in treatment of syphilis among children and pregnant women and \$300,000 for malaria control demonstrations, in conjunction with WHO. After taking account of these allocations the Board found it would begin 1949 with funds unallocated in 1948 and carry-over of previous allocations and reserves, amounting together to \$37 million. It allocated \$23 million to continue the European programme at its present level, and shipping and administration to 30th June 1949. The carry-over of expenditures

(*) The present report constitutes the third report of the Board since the Sixth Session of the Economic and Social Council. A report of the Board's session in March 1948 is contained in document E/ICEF/56 and of its April session in document E/ICEF/59.

previously allocated makes a total of \$32 million allocated for 1949, leaving \$5 million unallocated. At the same time the Board decided to point out the need for new contributions that would carry its total resources for 1949 to at least \$78 million, and if possible to \$112 million.

4. The Board examined the target rate of expenditure for 1949 operations of \$78,000,000 in some detail by means of a budget of operations. If sufficient contributions are received to make this total possible, it would include \$42 million for European programmes, \$12 million for China, \$4.1 million for programmes in South East Asia and \$1.1 million for India, Pakistan and Ceylon. Five million dollars would be spent for the BCG anti-tuberculosis campaign and training programmes. The remaining \$13.8 million would include \$8.5 million for shipping costs and administration and an unallocated reserve of \$5.3 million. In addition to action on allocations and an operations budget, the Executive Board, in agreement with WHO, created a Joint UNICEF/WHO Committee on Health Policy.

5. In arriving at its decisions the Executive Board had before it two reports from its Programme Committee* and comprehensive documentation from the Administration on needs and operations.** Included in the material under consideration by the Board was detailed information on children's needs in each of the UNICEF receiving countries as well as overall data relating to population, birth rates, infant mortality rates, levels of agricultural production, data on milk, meat, fish, fats and oil production and on livestock, estimated daily caloric intake, supplies of major foodstuffs per person, and post-war imports, relief assistance, and loans and credits of various European countries. The Board also had before it reports on needs of children in the Far East (other than China) and in Germany*** In examining the administrative Budget of the Fund the Board had before it a report of the Executive Director and two reports of its Committee on Administrative Budget.****

- * Report of the Programme Committee on the Forty-Seventh through Fifty-Second Meetings, held at the Paris headquarters, UNICEF, 3-5 July 1948 (E/ICEF/73); Report of the Programme Committee on the Fifty-Third and Fifty-Fourth Meetings, held at the ILO Building, Geneva, 16-17 July 1948 (E/ICEF/73, Add.1); the Chairman of the Programme Committee presented an oral report on the Fifty-Fifth and Fifty-Sixth Meetings of the Programme Committee, held on 19 and 20 July. The Board also had before it 3 reports of the Medical Sub-Committee of the Programme Committee (E/ICEF/68; E/ICEF/68 Add.1; E/ICEF/68 Add.2).
- ** The major reports presented by the Administration were: Report of the Executive Director to Programme Committee (E/ICEF/63); Report on Supply Operations of UNICEF (E/ICEF/64); Conference on Increasing Indigenous Milk Supplies for the Benefit of Children (E/ICEF/65); Progress of Field Operations (E/ICEF/67); Statement of Children's Needs in UNICEF Receiving Countries (E/ICEF/W.3)
- *** Report of the Survey Mission to the Far East (other than China), E/ICEF/72; Survey of the Conditions and Needs of German Children (E/ICEF/71).
- **** Report of the Executive Director to the 2nd Meeting of the Committee on Administrative Budget, (E/ICEF/62); Report of the Second Meeting of the Committee on Administrative Budget, held at Lake Success, 10 June 1948 (E/ICEF/69); Report of the Third Meeting of the Committee on Administrative Budget, held at Geneva, 17 July 1948 (E/ICEF/69, Add.1).

FINANCIAL POSITION AND PLANS

Summary

6. In broad outline the Fund's present financial position and plans are as follows:

TABLE 1

FUND'S FINANCIAL POSITION AND PLANS

	<u>1948</u>	<u>Millions of \$</u>
1. Contributions received to 30th June 1948		85.2
<u>Less Allocations</u>		
2. Funds Allocated in Previous Sessions (E/ICEF/70, Table 2)		58.2
3. Additional Amounts Allocated for 1948		
a. Completion of 1948 (Table 2)	3.7	
b. Anti-Syphilis Campaign (Para. 62)	2.0	
c. Malaria Control Demonstration (Para. 52)	0.3	6.0
4. <u>Total 1948 Allocations</u>		64.2
<u>Leaves</u>		
5. <u>Total Funds Unallocated in 1948</u>		<u>21.0</u>
	<u>1949</u>	
<u>Resources</u>		
6. Funds Unallocated for 1948 (line 5)		21.0
7. Estimated Unspent Allocations and Reserves Remaining at 31 December 1948 (Table 3)		11.0
8. Estimated Additional Receipts from UNAC and UNRRA		5.0
9. Total Estimated Resources in Hand and Available for 1949		37.0
<u>Allocations for 1949</u>		
10. New Allocations for 1949 (Table 6)		23.0
11. Carryover of Previous Allocations (Table 6)		9.0
12. Total 1949 Expenditure Allocated to date		32.0
13. Leaves Unallocated Funds		5.0

1949Millions of \$

14. New Contributions Required for
1949 (Table 4) 41.0

15. Total Resources Planned (lines 9
and 14) and Budget of Operations
(Table 5) 78.0

Allocation of Funds to carry Current Operations through 1948

7. The Executive Board is convinced that its financial picture will be greatly simplified by working in terms of expenditures for the calendar year. Such a budget can be prepared in advance for the first time for the year 1949. To finance operations to the end of 1948 and commence anti-V.D. campaign and malaria control demonstrations, additional allocations of \$6,000,000 are approved. In nine countries the allocations for the first ten-month programme will expire before the end of 1948 depending upon the date of commencement of operations in the country concerned. The following allocations based on the present scale of operations are approved subject to the conditions stated.

TABLE 2

ALLOCATION TO COMPLETE 1948

<u>Country</u>	<u>Cost in \$</u>
Austria	380,000
Bulgaria	175,000
Czechoslovakia	49,000
Finland	148,000
France	150,000
Hungary	130,000
Italy	1,106,000
Poland	1,106,000
Roumania	475,000
	<u>3,719,000</u>

8. Since it is impossible to determine at this time the exact completion date of the first 10 months programme already approved for each country by the Board, the Administration is authorized to make whatever adjustments are required in the above allocations to make them conform to the actual completion dates. Any such adjustments will be reported to the Programme Committee and the Executive Board.

Unspent Reserves and Allocations Remaining 1 January 1949
9. It is estimated that the following reserves will remain unspent at 1 January 1949:

TABLE 3

UNSPENT RESERVES AND ALLOCATIONS

	<u>Millions of \$</u>
General Reserve (E/ICEF/59, para. 6) \$3.5 million; less \$800,000 additional allocations to Bulgaria, Hungary and Czechoslovakia (para. 38); less \$1 million allocated for Germany (para. 31)	1.7
B.C.G. \$4 million (E/ICEF/59, para. 6); less estimated \$1 million spent in 1948	3
China \$6.5 million (E/ICEF/59, Annex 1); less \$1.5 million spent in 1948.....	5
European countries whose 10 months allocation continues in 1949 (see Table 6)	1.3
	<u>11.0</u>

Resources in 1949 and New Contributions Required

10. The following table summarizes the resources available and the contributions required for UNICEF budget of operations for 1949.

TABLE 4

RESOURCES AND CONTRIBUTIONS REQUIRED, 1949

<u>Resources in hand and available for 1949</u>	<u>Millions of \$</u>
Funds unallocated 30th June 1948 and available for 1949 (\$27 million less \$3.7 million, Table 2; less \$2.0 million anti-Syphilis, para. 2; less \$1.3 million malaria control, para. 52)	21
Carry-over of unspent allocations and reserves (Table 3)	11
Further contributions expected from UNAC and UNRRA	<u>5</u> 37
<u>Contributions required during 1949.</u>	
Matching contributions from \$75 million authorized and appropriated by U.S.A.	
(1) Matching not yet drawn for contributions pledged	2
(2) Matching for future contributions	<u>28</u> 30
Other Government contributions required to obtain above	<u>11</u> <u>41</u>
Total	<u>78</u>

11. The Board assumes it to be well known that the relief needs of children are still large, and far beyond the resources of the Fund. It is important to know that increased resources could be used to meet immediate needs, not only quickly but also without waste and in a practical and effective way. The Board would be anxious to extend during 1949 the programmes on which the above budget of operations is based, and in fact most of these programmes have been cut back in order to fit resources of \$78,000,000.

12. A further matching contribution of \$25 million from the U.S.A. has been authorized but not appropriated. If it becomes available and other governments contribute the necessary \$9 million to enable it to be drawn, the resulting \$34 million contributions would raise the Fund's total 1949 resources to \$112 million.

13. The Executive Board requests the Economic and Social Council to call to the attention of the General Assembly the urgent need for the \$20 million in contributions from Governments to allow the Fund's contingent resources to be used to the full, and to fulfill the urgent programmes proposed below, which still touch in European receiving countries only about 6% of the children and fewer in Asia. To date, 21 governments have contributed, pledged or announced contributions to the Fund (see Annex). Of these 21 contributing governments, 7 receive assistance from UNICEF. It is the hope of the Executive Board that governments, non-receiving and receiving alike, will contribute generously to the Fund.

1949 UNICEF Budget of Operations

14. A budget for planning purposes was developed on the basis of the Fund having available \$78,000,000 in 1949 (Table 4). After considerable discussion as to the relative needs of various areas for assistance from the Fund the following overall budget of expenditures for 1949 was approved by the Executive Board.

TABLE 5

BUDGET OF OPERATIONS, 1949

	<u>Millions of \$</u>
European programmes, exclusive of Germany	42.0
China.....	12.0
South-East Asia.....	1.1
India, Pakistan and Ceylon.....	1.1
B.C.G. Campaign.....	3.0
Training programmes.....	2.0
Shipping.....	7.0
Administration.....	1.5
Unallocated reserve.....	5.3
	<u>78.0</u>

15. This is the first time the Executive Board has had sufficient data to establish a budget of operations on a yearly basis, although the need for such an approach has been recognized for some time. The budget of operations for 1949 indicates broadly the Fund's target rates of expenditure in 1949, and the primary purpose is to permit advance planning by the Administration. It also indicates to the United Nations the main outlines of the task which the Fund faces in 1949.

16. The budget of operations shows among other things how additional contributions would be spent, and, in fact, it cannot be put into practice without them. The Fund's resources presently in hand (\$37,000,000) would permit it to carry out less than half of the above programme.

17. It follows that its budget of operations differs widely from an allocation, which can be made only from existing resources and on the submission of detailed plans of operations by governments. The following paragraphs describe the new allocations made by the Board.

New Allocations for 1949

18. Recognizing the need for planning future operations and advising the countries as early as possible as to the type of assistance to be expected from UNICEF, the Executive Board decided to allocate funds for the period 1 January 1949 to 30 June 1949 on the basis of (a) milk and cod liver oil, (b) other foods, raw materials and medical supplies, and (c) \$2,000,000 for milk processing equipment (allocations to countries to be made at a later date).

19. The following table summarizes Board action in continuing European feeding programmes to 30 June 1949 and in increasing the indigenous supplies of milk. It also shows new allocations for shipping and administration and the carryover into 1949 of allocations already made to China, Albania, Greece and Yugoslavia, and for the BCG programme. Two figures of child units and costs are shown for Italy and Yugoslavia. The two together equal the allocations made previously. The higher figure equals the present rate of feeding, and the lower the extent to which it falls below the allocation. In the present recommendations, the dollar value for both countries is maintained at the figure of the original allocations. Both countries would have balances which may be utilized either for restoring the feeding operations to the original numbers or for other purposes, it being understood that any utilization of these amounts would be subject to the approval of the Programme Committee upon recommendation of the Administration.

TABLE 6

I. New Allocations for European Programme to 30 June 1949
(at 1948 levels)

COUNTRY	Child Units	Milk, Cod Liver Oil	Other Foods, Raw Materials, and Medical Supplies	Milk Equip- ment	TOTAL
	Thous. (1)	000 \$ (2)	000 \$ (3)	000 \$ (4)	000 \$ (5)
ALBANIA (3 mos)*	50.	90	38		128
AUSTRIA	240	864	363	Country	1227
BULGARIA	200	720	303	allocations	1023
CZECHOSLOVAKIA	230	828	348	to be	1176
FINLAND	75	270	114	determined	384
FRANCE	130	468	197	later	665
GREECE (5 mos)	340	1020	429		1449
HUNGARY	160	576	242		818
ITALY	600	2160	907		3067
	100	360	152		512
POLAND	700	2520	1059		3579
ROUMANIA	400	1440	605		2045
YUGOSLAVIA (4 mos)	500	1200	504		1704
	100	240	101		341
	3825	12756	5362	2000	20118 20118

II. New Allocations for Shipping and Administration to 30th June 1949

Shipping	2000	
Administration	1000	3000
Total Recommended New Allocation		23118

III. Estimated Carryover for 1949 from Previous Allocations

CHINA	5000	
EUROPE		
ALBANIA (3 months remaining from 12 months' allocation)	97	
GREECE (1 month)	223	
YUGOSLAVIA (2 months)	251	1271
B. C. G. Programme	3000	9271
TOTAL Expenditure for 1949, including present allocations		32389

* Includes increase of 25,000 child units.

UNICEF PROGRAMME BY GEOGRAPHICAL AREAS

20. As is apparent from the foregoing the Fund is continuing its basic programme of providing the imported components (principally milk) of a daily supplementary meal to children and nursing and pregnant mothers. At the same time, however, the pattern has now been set for UNICEF operations to become world-wide, although there are many variations in the stage of programme development and the types of programmes which can be most effectively formulated.

Europe

21. The Board had before it the Administration's Report on Progress of Field Operations (E/ICEF/67). It also heard a report from the Chairman of the Programme Committee on the observation visits to three receiving countries * made by members of the Committee. In addition, it heard a report by the Executive Director on his recent observations in seven European receiving countries^{xx}, and on the field operation information given by the UNICEF Mission Chiefs at their recent conference in Paris. The Board was gratified that the evidence from all these sources confirmed that, despite the practical difficulties which have to be overcome in establishing smooth operations for feeding over 4,000,000 children and nursing and pregnant mothers from over 35,000 feeding centers, distribution is being carried out fairly and efficiently and in accordance with basic UNICEF principles. The Board was impressed by the evidence that in every country in which UNICEF is operating, eligibility is determined on the basis of need, without discrimination because of race, creed, nationality status, or political belief. It was likewise impressed with the resourcefulness, enthusiasm and devotion of the many thousands of persons working to make the programme a success and by the many overall long-range beneficial effects of the programme (E/ICEF/67, paragraphs 47 - 57) which are already becoming apparent.

(a) Allocations and 1949 Operations Budget for Europe

22. The allocations which the Executive Board made for the twelve currently receiving European countries to finish the year 1948 and continue through 30 June 1949 are given in paragraphs 7 and 19. For the year 1949 an operational budget of \$42 million is provided for these countries.

23. In making these allocations on the basis of considerable data on need (see paragraph 5) the Board was especially aware of the following major facts: (1) Milk production, because of the time required to rebuild dairy herds and develop adequate feed supplies, is slower in recovering from the impact of war than most other food production and (2) Milk production in UNICEF receiving countries for the past year has been at only about two-thirds of pre-war production levels.

* Czechoslovakia, Italy, Poland.

xx Bulgaria, Czechoslovakia, France, Hungary, Italy, Roumania, Yugoslavia.

(b) Milk Availabilities

24. In view of the fact that powdered milk is the basic commodity in the UNICEF programme, constituting about two-thirds of all UNICEF supply expenditures, the Board recognized the fundamental bearing of the availability of dried milk upon programme determination.

25. The Board had before it a statement from the Administration on milk availabilities indicating a reasonable probability that sufficient powdered milk is available to assure continuation of the UNICEF milk supply programme at current levels through June 1949, at which time supplies should be available from another "flush" season. The current general milk shortage, however, did not permit the Board to plan at its present Session for any significant increase in the number of children receiving dried milk through the first half of 1949.

(c) Increasing Indigenous Milk Supplies for the Benefit of Children

26. The Board had before it the Report of the Conference on Increasing Indigenous Milk Supplies for the Benefit of Children held in Paris 31 May - 2 June 1948 (E/ICEF/66). This report not only contains a summary of the present milk requirements and milk distribution problems of UNICEF receiving countries in Europe, but also the Government plans for developing a safe milk supply and increasing the proportion of the total supply utilized for human consumption. The recommendations of the Conference, which was attended by leading technical experts from twelve countries and representatives of FAO, relate in part to measures which might be taken by Governments to give high priority to milk for children and nursing and pregnant mothers, and in improving the quality of milk. In part the recommendations relate to the technical assistance which could be rendered to countries by FAO and other international bodies, in increasing the supply of safe milk and controlling livestock disease. With regard to the role of UNICEF, the Conference made the following recommendation (E/ICEF/66, paragraph 14):

"The conference on the milk survey recommends that UNICEF adopt a policy of encouraging the production of dried milk through the provision of processing machinery, including in appropriate cases not only the installations for the production of powdered milk but also of the necessary dairy plant equipment as a means of increasing the safe supply of milk for children, particularly in urban centers, under conditions which are economic and practical in different countries, with the understanding that where the provision of such machinery is not economic or practical, other types of equipment increasing the safe milk supply for priority groups should be furnished by UNICEF in accordance with varying conditions in different countries, provided that such equipment cannot be made available from indigenous production".

27. On the basis of recommendations from the Executive Director and the Programme Committee, the Board allocated \$2,000,000 for the purchase of the above equipment out of currently available resources to be allocated at a later date to the twelve European countries in which UNICEF is operating. Recognizing that the task of increasing indigenous milk production is of a magnitude exceeding the resources and competence of the Fund, and can only be achieved over a considerable number of years, primarily by the Governments themselves, the Board took the view that UNICEF should concentrate on the aspect of the problem which holds promise of achieving an immediate and durable effect for the benefit of children. Since the UNICEF milk surveys thus far do not include China or other areas, the action of the Board is not to be considered as in any way prejudicing similar action for China or other areas if need is established and suitable plans for effective utilization can be developed.

28. The Board approved the points outlined below as major considerations to be followed in developing the programme:

- (a) FAO should be asked to advise the Fund on the technical aspects of the programme and to furnish assistance and advice in the review and study of overall plans of operations to be submitted by Governments.
- (b) One or more milk plant equipment engineers should be employed whose primary function would be:
 - (i) to advise governments on technical problems on milk plant installations and operations.
 - (ii) to assist the Administration in its technical appraisal of proposals submitted.
 - (iii) to provide technical advice as to the types of equipment to purchase, and the countries where such equipment can be obtained.
- (c) The technical person or persons employed under (b) above may be FAO personnel assigned full time to UNICEF, or, if this is impossible, provision should be made for rendering this service until such time as the plants are fully installed and operating.
- (d) The plans of operations will incorporate provisions having as their objective the furnishing of the resulting dry milk products free of charge for the benefit of children and pregnant and nursing mothers.
- (e) Governments themselves should provide the major portion of the processing facilities. In most cases this will include the entire cost of the building as well as many other items. In general UNICEF will provide only the patented and other special parts which are not manufactured in the receiving countries.

(d) Programme in Germany

29. Following the decisions made by the Executive Board at its March session regarding applications in behalf of children in Germany (E/ICEF/56, paragraphs 10-12) the Administration appointed a Survey Team, consisting of Dr. A.F. Meiklejohn, Lecturer in Nutrition, University of Edinburgh Medical School, Dr. C.E. Raiha, Deputy Chief, University Pediatric Clinic, Helsinki, Finland, and Mr. S.M. Keeny, Chief of Supply, European Headquarters, UNICEF, to study the conditions and needs of German children.

30. The Survey Team visited the French, United States and United Kingdom zones of Germany from 13 May to 2 June 1948, upon the request of French, United States and United Kingdom authorities. The Board commended the Team for the high quality of its Report (E/ICEF/72).

31. The Executive Board voted an allocation of \$1,000,000 to be available, in accordance with the usual procedures of the Fund, for ~~a four-months programme~~ for children in all the Zones of Germany from which an application is received from the Zonal Commander.

32. In view of data on current needs and resources in Germany in the Report, and arising in the course of the subsequent discussion, the Board agreed that the usual type of UNICEF supplementary feeding would not constitute the most useful form of assistance. The Board requested the Executive Director to appoint an eminent authority, with suitable staff, who, on the basis of consultation in Germany would recommend to the Programme Committee and the Executive Board a plan of operations.

33. The Programme Committee reported to the Board that in the course of the deliberations on recommendations regarding Germany, several suggestions were advanced by various representatives. These suggestions, which the Board on the proposal of the Programme Committee recommends the Administration to take into consideration in developing a plan of operations, are:

- a) Consultations should be held with leading German physicians, pediatricians, social workers, educators, etc., and their cooperation enlisted.
- b) The possibility of including in the programme technical services, and specialized foods having specific medical significance should be thoroughly explored.
- c) In addition to developing a programme of priorities for vulnerable groups of children, special emphasis should be given to the needs of children in destroyed towns and devastated areas.

- d) The creation of a democratic National Committee which would include representatives of the occupying authorities and representatives of democratic organizations (e.g. trade unions, youth and women's organizations).

34. As regards point (d) in the course of the Board's deliberations, several members expressed divergent views, which should also be taken account of by the Administration, namely:

- (i) The representative of Argentina suggested as an alternative that:

"The Chairman of the Executive Board appoint seven members of the Board who, constituted as a Commission, would supervise the distribution of UNICEF funds in Germany. This Commission should include representatives of the occupying nations applying for UNICEF assistance, and would also invite, as observers, representatives of democratic organizations such as trade unions, youth and women's organizations."

- (ii) The representative of France suggested an alternative:

"The creation of democratic commissions attended by representatives of the occupying authorities and representatives of democratic organizations (e.g. trade unions, youth and women's organizations)."

- (iii) The representative of New Zealand proposed that point (d) be deleted.

- (iv) The representative of the United States suggested as an alternative:

"The creation of a democratic National Committee, or in the event all four zones are not included in the programme, a Committee drawn from zones participating in such programme, which would include representatives of the occupying authorities and representatives of democratic organizations (e.g. trade unions, youth and women's organizations)."

(e) Summer Camps and Special Help to the Most Seriously Under-nourished Children.

35. At its April session the Executive Board allocated \$2,000,000 for summer camps or measures to provide special help to the most seriously undernourished children (E/ICEF/59, paragraph 4). These allocations were made conditional upon utilization by the countries of their full allocations (both with respect to the number of children and mothers programmed and the utilization of the programmed supplies), with appropriate matching, and on the basis of proposals made by the Administration and acceptable to the Chairman of the Programme Committee. The time limit for the utilization

of this additional allocation was 31 December 1948 for European countries and 30 June 1949 for China.

36. The Board had before it summaries of approved summer camp plans of operations under the above authorization for Austria, Bulgaria, Czechoslovakia, France, Hungary, Italy, Poland, and Roumania, totalling approximately \$1,700,000. The supplies for these projects are made available from stocks on hand in each country and will be replaced at a future date.

(f) Revised Plans of Operations

37. On the basis of recommendations by the Programme Committee and the Executive Director the Board approved revised plans of operations for Austria, Bulgaria, Czechoslovakia, Greece and Italy. None of these changes involve an alteration in the dollar allocation. The revision in the Austrian plan takes into account the summer camp programme and beginning in the fall, contemplates discontinuance of UNICEF feeding to infants and mothers in favour of older children in schools; the revised Bulgarian plan reflects the increase in 90,000 child units authorized by the Programme Committee in March 1948; the revised Czechoslovakian plan limits the types of centers for infant feeding, and limits skim milk entirely to school feeding; the revision in the Greek plan relates to the question of group feeding; the revised Italian plan takes into account the summer camp programme.

(g) Adjustments in Allocations for Bulgaria, Czechoslovakia, and Hungary - Current Programme

38. On the basis of data before it and the recommendations of the Executive Director and the Programme Committee, the Board made the following increases in allocations for the initial ten months programme currently in operation (E/ICEF/59, Annex 1):

- (a) Bulgaria - \$360,000, or from \$1,164,160 to \$1,524,160
- (b) Czechoslovakia - \$300,000, or from \$980,075 to \$1,280,075
- (c) Hungary - \$140,000, or from \$864,160 to \$1,004,160

39. In addition to the adjustments authorized above, the Executive Board noted the action of the Programme Committee which, after considering the particularly urgent needs of children in Czechoslovakia, authorized a special allocation for an additional 30,000 children for the four month period 1 September 1948 to 31 December 1948 at a cost of \$120,000 out of the reserve for such adjustments placed at the disposal of the Programme Committee (E/ICEF/59, paragraph 6).

ii) Operations in Greece

40. In connection with the discussion of plans of operations the Executive Board recommended to the Executive Director to undertake all necessary steps in order that UNICEF products be distributed among needy children throughout the whole territory of Greece without discrimination. The Board requested the Executive Director to report to the next session of the Board on the results.

(i) Operations in Italy

41. As a result of recent observations by members of the Programme Committee in Italy, the Programme Committee recommended that a programme for Italy should be designed to secure permanent improvements in child nutrition and welfare. The Executive Board approved this recommendation.

Programme of Operations in China

42. The Board was pleased to learn from the Administration that feeding operations under the initially approved \$1,000,000 programme for China are scheduled to begin shortly. Discussions are going forward in China looking toward a plan of operations for the remaining \$5,500,000 allocation to China. The services of Dr. Eloesser of the WHO Mission in China have been made available to UNICEF for the purpose of formulating a proposed plan of operations in Northern China and he has received safe conduct from the Chinese Government.

43. An amount of \$12 million was approved for China by the Executive Board in the 1949 budget of operation (paragraph 14). This includes unspent credits estimated at \$5 million carried forward into 1949 from the current allocation.

44. The Board was informed that a plan for a B.C.G. programme in China had just been completed. In order to expedite this programme, the Board added China to the list of countries in which the BCG campaign will be organized, subject to approval of the plan by the Medical Sub-Committee of the Programme Committee. The Board requested the Executive Director to take necessary steps for the development of the BCG programme for the territory of China without discrimination.

Allocations for South East Asia, India, Pakistan, and Ceylon.

45. At its April 1948 session the Executive Board established a \$3,000,000 reserve for use in areas of the Far East other than China (E/ICEF/59, para. 4). In accordance with this decision the Administration appointed a survey team consisting of Dr. Thomas Parran, former Surgeon General of the United States, and Dr. C.K. Lakshmanan, Director, All India Institute of Hygiene and Public Health, Calcutta. This team visited a number of countries during May and June 1948 and its findings and recommendations (E/ICEF/72) were placed before the Executive Board. The Executive Board also had an opportunity to hear an additional statement from Dr. Parran on the general principles underlying the type of programmes proposed and the specific recommendations for each country. The Board paid tribute to the Mission for the clarity and precision of its Report.

46. The Executive Board voted the following allocations out of the \$3,000,000 reserve established in April 1948 (included in Table 1, line 2) on the understanding that these allocations are conditional upon the approval of plans of operations.

TABLE 7

ALLOCATIONS FOR SOUTH EAST ASIA, INDIA, PAKISTAN, AND CEYLON*

<u>South East Asia</u>		<u>Allocation</u>
Indonesia		\$800,000
Dutch controlled	500,000	
Republic controlled	<u>300,000</u>	
Indo-China		300,000
French controlled	200,000	
Not under French control	<u>100,000</u>	
Siam		100,000
Philippines		300,000
United Kingdom Territories		250,000
Burma	<u>150,000</u>	\$1,900,000
<u>India, Pakistan, and Ceylon</u>		
India	750,000	
Pakistan	250,000	
Ceylon	<u>100,000</u>	<u>1,100,000</u>
Total Allocations		\$3,000,000

* Note: These allocations become firm when formal applications are received from the Governments concerned.

47. The Board considered that the evidence of need would justify the Executive Board in programming for a higher rate of expenditure in the above areas, (with particular reference to the needs of India, Pakistan, the Philippines, and the United Kingdom Territories) and China, as soon as definite proposals are received from the Fund's missions in those areas.

48. The Board agreed with the Survey Team's recommendation that in view of the limited funds available and the lack of local machinery for child feeding programmes emphasis would be placed on programmes, other than mass feeding, which would result both in the immediate and long-range improvement in child health and welfare standards. The Board agreed generally on the types of programmes as outlined in the Report which included projects designed to control specific diseases as well as general child health problems. The Board also agreed generally on the methods suggested, i.e. training fellowships, provision of certain most needed equipment, medical supplies, and drugs, demonstration projects, provision of health education materials, and the provision of special protective foods (milk, cod liver oil, and yeast) for selected groups of malnourished children, pregnant and nursing mothers under

supervision of maternity and child health and welfare centres, and mothers and children in refugee camps as well as in geographically limited areas suffering from severe economic distress.

49. In view of the principles adopted by the Board concerning relations with WHO, however, (see paragraph 56), the Board agreed to refer the medical recommendations in the report to the Joint WHO/UNICEF Committee on Health Policy.

Regional Malaria Control Projects in Asia and the Far East (other than China)

50. In the report of the Survey Team to the Far East (other than China) the recommendation was made that consideration be given to a regional campaign against malaria (E/ICEF/72, paragraphs 21-22).

51. At a meeting of the Programme Committee on 19 July the Chief of the Team, Dr. Thomas Parran, elaborated on this recommendation pointing out that malaria was an important cause of death among young children; that in every country Health authorities had expressed an intense interest in developing modern malaria control programmes; that these authorities were handicapped through lack of actual knowledge of newer methods and in some places, inability to import the necessary equipment and materials; and that principally because of the development of DDT it was now possible to control malaria through economically feasible methods.

52. Upon recommendation of the Programme Committee the Executive Board allocated \$300,000 for regional malaria control demonstrations in Asia and the Far East other than China. This project is to be referred to the Joint UNICEF/WHO Committee on Health Policy in accordance with the terms of the Board resolution (see paragraph 57).

It is understood that demonstrations in individual countries would involve:

- (a) requests from Governments;
- (b) agreement with the government concerned on the final form of the project;
- (c) commitment on the part of the government to make personnel available for training and to continue within the scope of available resources the demonstrations which have proven successful;
- (d) willingness to bear local costs which should represent a reasonable proportion of total costs;
- (e) approval of plans by the Programme Committee before execution of each project.

Activities Relating to Latin America

53. As a result of consultations and correspondence with the Director-General of the American International Institute for the Protection of Childhood, the Executive Board last March requested the Administration to consult with appropriate international organizations in the Americas concerning needs of children in the Western Hemisphere and on the possibilities of furthering their health and welfare through co-operation with such organizations (E/ICEF/56, paragraph 39). As a first step the Administration has carried on a correspondence with Dr. Roberto Berro, Director-General of the American International Institute for the Protection of Childhood. In accordance with Dr. Berro's suggestions, arrangements have been made for three month study fellowships in Copenhagen on the BCG methods for Dr. Angel Tortorella and Dr. Juan C. Echevarri of Uruguay. Discussions have also been held with Dr. Fred Soper, Director of the Pan-American Sanitary Bureau regarding methods of collaboration particularly on BCG programmes which may be started in Latin America.

54. The Board was glad to hear from the Executive Director that Dr. R. Passmore, nutritionist of Edinburgh University, will represent UNICEF at the FAO meeting of Technical Nutritionists in Montevideo beginning 18 July. Dr. Passmore is attending the Conference and will remain in Latin America for several months and be available, upon request, to act as Consultant on behalf of UNICEF, to countries on problems of child nutrition and school feeding.

BCG Programme in North Africa

55. In accordance with the proposals of the Medical Sub-Committee and the Programme Committee, the Executive Board approved Algeria, Morocco and Tunisia as countries in which BCG work will be organized under the auspices of the Joint Enterprise. Necessary funds for this work are to come from the \$2,000,000 reserve established by the Board for BCG work to be carried out in countries outside Europe (E/ICEF/56, paragraph 23). The approval of these countries marks the first programme undertaken by UNICEF in Africa.

Priority for Areas Outside Europe in Future Allocations

56. In view of the action already taken by the Executive Board concerning allocations to countries in Europe, there was agreement on the desirability of giving priority to areas outside Europe when the next allocation of 1949 reserves and additional funds is made.

MEDICAL PROJECTS ON BEHALF OF CHILDREN

Relations with WHO

57. The Executive Board had before it a communication from the Secretary of the World Health Assembly calling attention to the resolution adopted by the First World Health Assembly concerning UNICEF and recommending that a Joint Committee on Health Policy be established. After consideration of this resolution the Executive Board agreed to the establishment of such a Committee and passed the following resolution:

"WHEREAS the General Assembly of the United Nations in its Resolution of 11 December, 1946, (57(I)), decided that the International Children's Emergency Fund "be utilized and administered(c) for child health purposes generally.....";

WHEREAS the International Children's Emergency Fund has some resources available for this purpose and has initiated programmes in this field;

WHEREAS the International Children's Emergency Fund takes cognizance of the competence in the medical field of the World Health Organization now established on a permanent basis;

WHEREAS the International Children's Emergency Fund is eager to use to the full the expert, technical and other appropriate facilities of the World Health Organization and to determine jointly with the World Health Organization the health policy which will control the implementation of any medical projects; and

HAVING in mind the related recommendation of the Social Commission,

THEREFORE the Executive Board resolves:

- a) To appoint delegates to serve, in accordance with the principles set forth in this resolution, on the Joint Committee on Health Policy proposed by the World Health Organization in the following recommendation:

- "1. the Joint Committee on Health Policy be a temporary body to operate only until all health activities of the International Children's Emergency Fund shall have been taken over by the World Health Organization or are terminated;
2. the same committee should regulate all health programmes and projects of the International Children's Emergency Fund already initiated or to be initiated in the future;
3. in order that there shall not be undue limitation on prompt action under these

programmes, the Committee should delegate to the Directors-General, in case of emergency, the responsibility for the functions described." (Resolution of World Health Assembly, 17th July, 1948).

- b) To accept the principle that all medical programmes and projects be approved only on the recommendation of such committee. (*)
- c) To accept the principle that the implementation of all such medical programmes and projects be in accordance with expert advice given by the World Health Organization.
- d) That in the light of the trustee relationship of the International Children's Emergency Fund to its funds, and its agreements with the governments concerned, the International Children's Emergency Fund has administrative and financial responsibility for the operations in accordance with the medical recommendations of the Joint Committee.
- e) To look to the Joint Committee of the two organizations to work out the detailed application of the foregoing principles."

58. During the course of the Board session, consultations were held with WHO on the size and composition of the Joint Committee on Health Policy. It was agreed that the Committee is to consist of eight delegates, four representing UNICEF and four representing WHO. The four appointed to represent UNICEF are the Chairman of the Executive Board, Dr. L. Rajchman (Poland), the Chairman of the Programme Committee, Mrs. D. B. Sinclair (Canada), the Chairman of the Sub-Committee on Medical Projects, Dr. R. Debre (France), and the representative of China. The three Chairmen represent UNICEF in their ex officio capacities. The representatives of Australia and Czechoslovakia were selected as alternates for UNICEF on the Joint Committee. (**)

(*) In regard to the programme of BCG vaccination as already established, there are special circumstances as also noted in the resolution of the World Health Assembly.

(**) The four delegates appointed by WHO on the Joint Committee are:
Dr. K. Evang (Norway), Dr. M. Mackenzie (U.K.),
Dr. van Zile Hyde (U.S.), and Dr. A. Stanpar (Yugoslavia).
Dr. C. van den Berg (Netherlands) and
Dr. A. J. van der Spuy (Union of South Africa)
were appointed as alternates.

Proposals of Medical Sub-Committee

59. The Executive Board had before it reports of the Medical Sub-Committee of the Programme Committee on meetings held 7-8 May 1948 (E/ICEF/68), 14-16 June 1948 (E/ICEF/68 Add. 1) and 2 July 1948 (E/ICEF/68 Add.2). The Board also had before it a "Note by the Administration on the Anti-Syphilis Campaign" (E/ICEF/W.19) containing data on proposed programmes for the benefit of children and pregnant mothers in nine receiving countries and estimates of the costs of providing penicillin in eleven receiving countries.

Anti-Tuberculosis Programme

60. The Board noted with interest the valuable progress being made in the programme of BCG vaccination of children being carried on as a Joint Enterprise with the Danish Red Cross and its Scandinavian Associates, as set forth in the reports of the Sub-Committee and especially in Annex 1 of E/ICEF/68, Add. 1.

61. The approval of China (paragraph 44) and Algeria, Morocco and Tunisia (paragraph 55) now brings to 15 the number of countries in which anti-tuberculosis campaigns in behalf of children are to be carried out by the Joint Enterprise.

Anti-Syphilis Campaign

62. In March 1948 the Executive Board agreed that projects submitted by Governments for the eradication of syphilis in children and expectant mothers would be considered by the Programme Committee and the Executive Board when making allocations out of future resources (E/ICEF/56, paragraph 29). After having before it the reports of the Medical Sub-Committee including surveys made by Dr. Vorensztajn, special UNICEF Consultant, and Dr. Guthe, WHO Expert on venereal disease (E/ICEF/68 Add. 2) and a report from the Administration (E/ICEF/W.19), the Executive Board decided to allocate a sum of \$2,000,000 to initiate anti-syphilis campaigns on behalf of children and expectant mothers, subject to recommendations by the Joint Committee on Health Policy of UNICEF/WHO. Allocations to individual countries will be made according to usual Board procedures.

Training Programmes

63. The Board had before it accounts of the French and Swiss training courses being carried on as part of the contribution of the French and Swiss Governments to the Fund (E/ICEF/68 Add. 1). The Board was gratified at the success of these courses and welcomed the possibility of another training course at Paris next year. It noted with interest that members of the Programme Committee had the opportunity on several occasions to meet with the pediatricians, nurses and social workers currently in training in Paris and had been impressed with the enthusiasm of the fellows, on the practical value of the course which included not only lectures but observation visits in France, Belgium, Netherlands, and the United Kingdom.

64. The Board accepted with appreciation the offer of the Swedish Government, as a contribution to the Fund, to establish a two weeks training course in Stockholm in September for 20 pediatricians and public health officers under the direction of Dr. Arvid Wallgren, travelling expenses to and from the Swedish border to be borne by the Fund.

65. The Board likewise accepted with appreciation the offer of the Swiss Government to contribute further to the Fund through integration of the SEPEG programme (International Study Weeks for Child Victims of the War) into the training facilities of UNICEF (E/ICEF/68, paragraph 22).

Other Medical Projects

66. As is noted in paragraphs 50-52 above, the Board has allocated \$300,000 for regional malaria control demonstrations in Asia and the Far East other than China.

BOARD POLICIES

Approval of Plans of Operations

67. Experience in actual operations has resulted in a number of proposals by the Administration in consultation with Governments to revise approved plans of operations. These proposals, which do not affect dollar allocations, relate to changes in categories of children to be fed, changes in total numbers to be reached within the dollar allocation, and changes in the types of centres to be used for distribution. The process of securing Programme Committee and Board approval for these changes has proved to be time consuming, and moreover has forced the proposed changes to be developed in time to conform with the irrelevant factor of the dates set for the Programme Committee and Board Sessions. The Board therefore authorized the Executive Director to approve such changes in plans of operations as are in accordance with the basic policies of the Fund, and do not affect dollar allocations. All such changes are to be reported by the Executive Director to the Programme Committee and the Board.

(b) Export provision in UNICEF Agreements with Governments

68. In accordance with the standard Agreement Form approved by the Executive Board on the 23rd June, 1947 (E/ICEF/19, article 3) all UNICEF Agreements with Governments provide as follows:

"The Government agrees that it will not expect the Fund to furnish supplies for the aid and assistance of children and adolescents and expectant and nursing mothers under this agreement if the Government exports any supplies of the same or similar character, except for such special circumstances as may arise and be placed for consideration before the Programme Committee."

69. The Programme Committee had before it information from the Administration on exports of "supplies of the same or a similar character" by receiving governments. In the light of this information and a detailed discussion of the implications of UNICEF policy in this area, the Board accepted the Programme Committee's recommendation that:

- (a) Reparations deliveries be regarded as constituting exports under Article 3 of the Agreement.
- (b) Exports of luxury and high priced foods which cannot be considered as basic foodstuffs for general distribution be regarded as constituting a permissible "special circumstances" and
- (c) Small exports of milk in any form representing only a negligible proportion of the total milk production be also regarded as constituting a permissible "special circumstance". This application of a "de minimis" rule will allow small exports for the purpose of supplying foreign embassies and foreign shipping and will also allow exports across national boundaries within a natural "milk shed" area.

(c) Dry Rations for Home Consumption

70. The Board had before it a report from the Executive Director on practices relating to the Board policy on the issuance of dry rations for home consumption rather than through group feeding centres.

71. The Board accepted the report of the Executive Director, noting the exceptions to the general policy authorized by the Executive Director for Albania and Greece. In accepting the report the Board recognized that the Executive Director had authority to permit similar deviations in other countries when circumstances clearly warrant (E/590, paragraph 26).

Unprogrammed Balances

72. The attention of the Executive Board was called to the existence of certain reserves listed as "Unprogrammed balances" in each of the countries ten months approved allocations. Small reserves to provide for price fluctuations are necessary, but in a few instances due to changes in programmes and the difficulty of securing suitable food items, significant amounts are still unprogrammed.

73. The Executive Board acting upon the recommendation of the Programme Committee authorized the Administration to utilize currently unprogrammed balances for non-food items when such substitution is requested by the recipient Governments and the Administration concurs in such substitution, provided that any substantial changes in programmes of operations resulting from this substitution will be submitted by the Administration to the Programme Committee for prior approval.

Utilization of ICEF raw materials allocations.

74. At its April 1948 session, the Executive Board approved an allocation of \$3,400,000 for the purchase of raw materials to be converted into children's clothing, bedding and shoes (E/ICEF/59, paragraph 4).

75. The Board agrees with the policy of the Administration to have all raw material processed into finished products in the receiving countries at their own cost. Where processing locally is not possible, the receiving country will be expected to make its own arrangements for processing. The Board also agrees with the Administration's intentions to keep the number of items to be processed limited in variety in order to simplify procurement, processing and distribution operations, and in order to ensure a concentrated effect on a given type of need.

76. The Board decides, further, that there be an exchange of letters between UNICEF and receiving governments to cover the conditions under which the raw materials programme will operate. These letters will include an understanding that the raw materials programme will be conducted in accordance with the principles of the basic agreement between UNICEF and receiving governments.

ADMINISTRATIVE BUDGET

77. The Executive Board had before it the following documents containing detailed information on administrative budgetary authorizations and expenditures, on the financial status of the Fund (including assets and liabilities, income and expenditure, and obligation incurred), on the size, location, nationality status, and salary grade distribution of the staff, and on the state of the financial accounts and records of the Fund:

Report of the Executive Director to the 2nd Meeting of the Committee on Administrative Budget, 10 June 1948 (E/ICEF/62) -

Financial Report and Statements of UNICEF for the year ended 31 December 1947 and the Report of the Board of Auditors (E/796) -

Report of the Second Meeting of the Committee on Administrative Budget, 10 June 1948 (E/ICEF/69) -

Report of the Third Meeting of the Committee on Administrative Budget, 17 July 1948 (E/ICEF/69 Add. 1)

Operational Services

78. The Board agreed with the recommendation of the Committee on Administrative Budget, and the opinion of the United Nations Comptroller and the Director of the Bureau of Administrative Management and Budget that certain costs including the following fields hitherto chargeable to "administrative expenses" should be chargeable to "medical, technical, and other special operations' expenditures": (E/ICEF/69 Add. 1, paragraph 9; E/ICEF/69, paragraphs 21-22)

- a. Costs associated with preliminary developmental surveys of medical and technical character in connection with care and treatment of children.
- b. Tests, surveys and reports conducted by medical staff and technical experts and consultants engaged in connection with the development of projects and reviewing the results of projects.
- c. Surveys and reports by medical and technical experts and consultants to report to the administration on the effectiveness of the field work.
- d. Charges for printing and pamphlets consequent on medical and technical surveys.

79. The Board also adopted the following policy relating to the "operational services" account:

"When the Executive Board authorizes any new operational expenditure (such as milk conferences, training courses, BCG, Far East programmes, anti-V.D., nutritional, health surveys), all expenses attributable thereto should be estimated by the Administration in advance, and a ceiling amount for each project should be approved by the Executive Board at the same time as the programmes or surveys are approved. This will be an authority for the Executive Director to incur "operational services" expenditures. Otherwise the expenditures will be considered as administrative and accounted for and audited in the usual manner."

80. The Board requested the Committee on Administrative Budget to review in detail all expenses debited to the "operational services" account.

81. In accordance with this policy, the Board approved estimates for various types of operational service expenditures for the remainder of the year 1948 amounting to \$51,500. It also approved for debiting to the operational services account \$29,200 already spent in 1948 (See E/ICEF/69 Add. 1).

Administrative Budget 1948

82. The Board had before it a statement from the Administration (Annex 1, E/ICEF/69 Add. 1), concerning contemplated administrative expenses for the second half of 1948. The Board recognized that the responsibility placed upon the Administration is considerably increased as a result of Board actions authorizing new types of programmes (e.g. medical programmes, programmes designed to increase indigenous milk production, procurement of raw materials for conversion into children's clothing, development of summer camp programmes and special programmes for help to the most seriously undernourished children) and in extending operations to new areas (e.g. Germany, Asia and the Far East). The Board therefore

believed it justifiable to increase the administrative budget for 1948 by \$100,000, thus increasing the overall ceiling amount for administration in 1948 from \$1,365,000 to \$1,465,000. The Board expressed its approval of the policy of the Executive Director in keeping administrative expenses down to the lowest possible amount consistent with efficient administration and in recruiting qualified local staff wherever possible.

1947. Financial Report and Report of Board of External Auditors

83. The Executive Board accepted the Financial Report for the year ended 31 December 1947 and the Report of the Board of External Auditors contained in document E/796.

A N N E XUNITED NATIONS INTERNATIONAL CHILDREN'S EMERGENCY FUND
CONTRIBUTIONS AND PLEDGESas of 25 June 1948
(in U.S. Dollar Equivalents)I. GOVERNMENTS

Australia	\$ 3,546,400	
Canada	5,200,000	
Czechoslovakia	600,000	
Denmark	416,740	
Dominican Republic	20,000	
France	900,000	
Iceland	40,281	
Italy	42,000	
Luxembourg	2,000	
Newfoundland	100,050	
New Zealand	810,000	
Norway	69,372	
Poland	250,000	
Switzerland	1,272,357	
Union of South Africa	40,275	
United Kingdom	403,000	
* United States	32,795,833	
Uruguay	1,000,000	
Yugoslavia	10,422	\$ 47,518,730

II. OTHER CONTRIBUTIONS

UNRRA (Residual Assets)	17,811,052	
U.S. Emergency Food Collection (through UNRRA)	550,000	
** Private Donations	<u>179,316</u>	<u>18,540,368</u>
TOTAL CONTRIBUTIONS		*** \$ 66,059,098

* The \$32,795,833 so far received from the U.S. Government has been made against the \$75,000,000 appropriated by the Congress in a matching formula of \$72 from the United States for every \$28 contributed in the aggregate by other Governments, up to June 30, 1949.

** Includes UNICEF share of UNAC proceeds thus far formally credited to the Fund.

*** Announcements have been made by the Australian Government of additional contribution of \$3,546,000 and by Austria of \$25,000 (transshipment costs). These amounts have not yet been formally credited to UNICEF. In addition, the Fund will shortly draw approximately \$12,000,000 from the U.S. Government on the basis of the matching formula. The UNICEF share of UNAC proceeds in Canada, Iceland, the United Kingdom and several other countries soon to be available, is expected to approximate \$3,500,000. This also has not yet been formally credited to UNICEF. The Government of Hungary has announced a contribution in transit costs, the value of which has not yet been precised.