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**President:** Mr. George DAVIDSON (Canada).

**Present:**

The representatives of the following States: Brazil, Canada, Chile, China, Costa Rica, Finland, France, Greece, Indonesia, Mexico, Netherlands, Pakistan, Poland, Sudan, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America, Yugoslavia.

Observers from the following States: Albania, Argentina, Bulgaria, Colombia, Japan, Philippines, Spain.

The representatives of the following specialized agencies: International Labour Organisation; World Health Organization.

The representative of the United Nations Children's Fund.

## AGENDA ITEM 8

**United Nations Children's Fund (E/2977, E/3050,  
E/3083/Rev.1)**

1. The PRESIDENT invited the Chairman of the Programme Committee of the United Nations Children's Fund (UNICEF) to present UNICEF's reports to the Council (E/2977, E/3050, E/3083/Rev.1).

2. Mr. DE ALMEIDA (Chairman, UNICEF Programme Committee) said that UNICEF was currently assisting 325 programmes in 100 countries and territories. During 1957 some 48 million children and expectant and nursing mothers had benefited from the principal large-scale disease control and child and maternal feeding programmes assisted by UNICEF. The goal for 1958 was to reach over 50 million beneficiaries.

3. The last few sessions of the Executive Board had been characterized by a constant preoccupation with the basic policies established for the distribution of UNICEF's resources. The evaluation of the Fund's activities from the technical, administrative and economic points of view was being intensified. It was already evident that no lasting results could be expected from activities directed towards a single problem, that the needs of children were not isolated, and that in the long run those needs would have to be met through long-term action. There was a clear need for national planning, particularly in the field of health, and UNICEF assistance should act as an incentive to Governments in that direction. It was also necessary that, wherever possible, specific measures for the health, nutrition and welfare of children should fit into broader measures for the improvement of family

and community levels of living. That interrelationship between UNICEF's work and broader economic and social development activities was being better understood, and there was no undue concentration of action on purely humanitarian problems.

4. The greater attention to be paid to indirect activities, such as the training of local inhabitants for the creation of qualified technical leadership and supervisory services on all levels, was one of the major consequences of that new insight into the basic problems of mothers and children.

5. It was gratifying to note that co-ordination between UNICEF, the World Health Organization (WHO), the Food and Agriculture Organization of the United Nations (FAO) and the Bureau of Social Affairs was growing ever closer, both in over-all planning and in joint assistance to country projects. Also of importance was the active role played by non-governmental organizations.

6. While UNICEF's income had increased in 1957 to approximately \$20.7 million as against \$15 million in 1954, \$17.5 million in 1955 and \$19.8 million in 1956, the annual rate of growth had dropped from the previous figures of \$2.3 million and \$2.5 million to only \$900,000 in 1957. On the other hand, allocations had exceeded income by \$3.4 million in 1957 as against \$2.6 million in 1956. As a result, UNICEF's financial prospects were a source of concern to the Executive Board.

7. The United States Government, traditionally the chief contributor to UNICEF, had pledged a contribution of \$11 million for 1958, provided that the United States contribution would not exceed 52.5 per cent of the total contributions by Governments. While the amount was \$1 million higher than the 1957 contribution, the matching ratio required from other contributors was also 2.5 per cent higher. Accordingly, substantially larger increases would have to be forthcoming from Governments to permit UNICEF to draw in full the sum pledged by the United States. The Executive Director was confident that increased contributions would be obtained as Governments became increasingly aware of UNICEF's important work.

8. The positive impact of UNICEF's activities on economic development as a whole should be emphasized. It was contributing to that development by improving health conditions and reducing the mortality rate. In under-developed countries, a significant number of children did not survive to repay, by sustained production throughout their working life, the investment made in them in terms of food, clothing, shelter, education, training and other services. The 8 million children who died every year in those countries represented an annual investment of \$1 billion. Without in any way reducing the humanitarian impact of its activities, UNICEF had been able to contribute to the ultimate goal of economic development and social improvement.

9. Mr. ABELIN (France) said that UNICEF had achieved encouraging results in disease control, maternal and child welfare, and child nutrition.

10. With respect to disease control, UNICEF's allocations to the malaria control campaigns had increased in 1957 to \$8 million. Other international agencies had spent \$9 million for the same purpose, and considerable allocations had also been made by Governments. There was every reason to expect that the campaigns would be successful if continued with the same intensity in future years. Equally encouraging were the results achieved in 1957 in the yaws and leprosy control campaigns. Emphasis was now being placed on chemotherapy, particularly in the treatment of leprosy. The French public health services were currently undertaking large-scale campaigns of detection and ambulatory treatment throughout French West Africa and French Equatorial Africa. Mobile units were used, thus making it possible to treat a great many more cases. Similar campaigns were being carried out in respect of yaws.

11. The allocations made by UNICEF for maternal and child welfare programmes had also been increased in 1957, more particularly for 1958. However, the setting up of basic health and welfare services in under-developed areas made considerable financial demands upon the Governments concerned. Thus, for the project for the expansion of maternal and child welfare services in Senegal, to which UNICEF had allocated \$70,000 for 1958, a sum of \$331,500 would also be required from the budget of the territory concerned.

12. He was gratified to note that the Executive Board and Executive Director of UNICEF considered the training of personnel to be the most important feature of basic maternal and child welfare services: The Board had decided that, in consultation with WHO and the Bureau of Social Affairs, it would consider at its March 1959 session the various ways in which UNICEF could provide assistance in that field. In that connexion, the Board might also consult the International Children's Centre. Training of personnel was required at all levels. In an attempt to meet the problem, the French Government had established a faculty of medicine at Dakar, including a pediatrics institute. While it provided courses for midwives, nurses, medical assistants and social workers, its primary purpose was to train physicians. It had proved so successful that a special seminar would be held in 1959 at Leopoldville, in the Belgian Congo.

13. Child nutrition was another field which would receive considerable assistance from UNICEF in the years to come. In view of the close co-operation which would have to be maintained between UNICEF and FAO, the Executive Board had decided to establish the FAO/UNICEF Joint Policy Committee. While the French Government supported that action, it regretted the Board's provisional decision concerning the selection of UNICEF's representatives on the Joint Committee (see E/3083/Rev.1, para. 72). The procedure proposed would be detrimental to UNICEF's work, for it would introduce into the study of technical problems considerations which were not related to UNICEF's interests and basic objectives. He was pleased to note that the Executive Board had decided to reconsider the question in March 1959.

14. As UNICEF expanded its activities, the problem of co-ordination with the specialized agencies assumed added importance. Steps had been taken to develop co-ordination with those agencies, particularly WHO and FAO, and with the Bureau of Social Affairs. Co-ordination should be directed mainly to defining joint projects and policies related to specific activities. In some cases, several agencies might be concerned with a single project. If so, the project need not require the technical approval of all the participating agencies. The agency most directly concerned should be the one to give its technical approval and, if necessary, to send an expert to the project area. Moreover, UNICEF itself should retain full responsibility for the allocation of its resources under policies laid down by the two joint policy committees. In order to facilitate contacts with the specialized agencies on common problems, the Executive Board should hold one of its early sessions at Geneva, possibly in March 1959. Such a decision would not be contrary to the General Assembly's directives on conference planning contained in resolution 1202 (XII), and would promote co-operation between UNICEF, WHO and FAO.

15. In conclusion, he expressed his Government's satisfaction with UNICEF's achievements, and hoped that it would continue to work in the same spirit of international co-operation as in the past.

16. Mr. TSAO (China) said that several major developments in UNICEF's activities in 1957 deserved the Council's particular attention.

17. In the field of malaria eradication, he was gratified to note that programmes were being accelerated and expanded in various parts of the world. He paid a special tribute to the Government of the United States which had made available \$23.3 million for malaria eradication in 1957-1958. Malaria was a disease which observed no national boundaries. The success or failure of an eradication programme in one country might largely depend upon the outcome of a similar programme in another country. Such programmes required the combined efforts of all the participating agencies concerned so that a recurrence of the disease as a result of delay or negligence might be prevented. Hence, proper co-ordination and close co-operation, both in the planning and operational stage, were essential.

18. He felt that the increase in the number of agencies participating in the campaign for the eradication of malaria and in the funds available for that purpose constituted an additional reason for the greatest possible co-ordination of activities. That was the more necessary because, since the establishment of its malaria eradication special account, WHO was supplying material and equipment, in addition to the technical guidance and personnel which it had formerly supplied, while UNICEF continued to provide material and equipment. Long-term planning on a regional or world-wide basis was necessary. He hoped that the Executive Board of UNICEF would at a later stage reappraise its role in the financing of malaria control campaigns in the light of future programme developments and the resources at its disposal.

19. The development of basic maternal and child welfare services was closely related to community development. Requests for assistance from UNICEF

had increased with the extension of community development programmes; at the same time, UNICEF assistance was an integral part of community development. As an example of the interdependence of programmes in the social field, he cited the anti-tuberculosis and trachoma control programmes in China. Those programmes, which were assisted by UNICEF and WHO, had been extremely successful, largely because they were carried out through the schools, and the school system was sound.

20. He was happy to note that a procedure had been worked out for closer co-operation between UNICEF and the Bureau of Social Affairs. He also welcomed the decision to set up an FAO/UNICEF joint policy committee.

21. He was concerned at the decline in the rate of growth of UNICEF funds, the more so since rising prices and increasing requests for assistance called for greatly increased resources. He hoped that countries which were in a position to do so would increase their contributions. At the same time, he felt that the possibilities of private fund-raising campaigns, especially in hard currency countries, could be more fully exploited. Organized private campaigns, such as that undertaken by the United States Committee for UNICEF, not only made a substantial contribution to UNICEF's resources but also increased public interest in the work of UNICEF.

22. Mr. BARNES (United Kingdom) said that his Government continued to give its wholehearted support to UNICEF, the great value of whose work was universally recognized.

23. Since his delegation had given its views on UNICEF's operations and policies at recent sessions of its Executive Board, he proposed to make only a few observations of a general nature on the reports before the Council, which maintained the high standard everyone had come to expect of UNICEF reports.

24. He was convinced that the Executive Board of UNICEF was right in stressing, as it had done in its recent reports, the economic, as distinct from the humanitarian, value of its work. The increasing volume of requests for UNICEF assistance from Governments might indeed be interpreted as reflecting a realization on their part that the health of children was vital for economic development, for Governments requesting such assistance had themselves to contribute substantial sums to the assisted projects. In 1957, Governments receiving UNICEF assistance had contributed a total of over \$57 million, or \$2.37 for every dollar from UNICEF.

25. He was pleased to note that UNICEF was continuing to take measures to ensure close co-ordination of its activities with those of other international organizations working in the same field. The decision to define more closely the procedures for co-operation with the Bureau of Social Affairs was particularly important in view of UNICEF's increasing participation in community development projects.

26. He was also happy to note that UNICEF was placing increased emphasis on training, since it appeared from the reports that perhaps the greatest need of the less developed countries in the field of health was for trained personnel at all levels.

27. His Government greatly appreciated the as-

sistance which UNICEF continued to give to the United Kingdom's dependent territories.

28. Mr. DE GRIPENBERG (Finland) said he had had the opportunity recently of seeing UNICEF in operation in Thailand and India, and that he had been greatly impressed by the fine work that was being done.

29. He was happy to note the increasing importance of private contributions in the financing of UNICEF programmes, and hoped that the increase in funds from private sources would continue.

30. He fully shared the views on the orientation of UNICEF aid expressed in paragraph 29 of document E/3083/Rev.1. The co-ordination of the aid programmes of different agencies and authorities was of crucial importance. For that reason he welcomed the steps which UNICEF was taking to ensure closer co-operation with the Bureau of Social Affairs in certain types of programmes. The establishment of national co-ordinating committees in a number of countries was also a step in the right direction, while it was encouraging to note UNICEF's increasing interest in community development. He hoped that Governments receiving aid in community development projects would request advisory services from the agencies concerned, not only in the planning stage but also during the implementation of the programmes, as had been recommended in the report.

31. Mr. KOTSCHNIG (United States of America) said that both his Government and the people of the United States had consistently given their wholehearted support to UNICEF. The fact that more than \$1 million had been raised by children under a programme sponsored by the United States Committee for UNICEF was evidence of the keen interest which the general public took in its work.

32. He was happy to note that the Executive Board of UNICEF had approved a procedure for formalizing and strengthening its contacts with the Bureau of Social Affairs. He believed that a general extension of social services to mothers and children would result.

33. Since it was impossible to meet even the most urgent needs of mothers and children throughout the world with the limited resources available, it was most important to exercise great care in selecting long-range programmes, so that the maximum benefits might be realized. He felt that the UNICEF Executive Board and Programme Committee should give fuller guidance to the UNICEF administration than they had in the past.

34. A certain amount of flexibility would have to be maintained when long-range programmes were planned, since UNICEF participation depended upon a number of factors, of which the most important were the readiness of the host countries to utilize the assistance effectively, the ability of the specialized agencies and the Bureau of Social Affairs to provide technical support, and UNICEF's own financial ability to participate on a long-range basis. In view of the new discoveries in the fields of medicine and nutrition and of changing conditions in the countries to be assisted, programmes should not be made too rigid, as that might preclude UNICEF from meeting high priority needs promptly or using new methods and tools most effectively.

35. The United States representative on the Executive Board of UNICEF had in the past expressed certain reservations about some of the UNICEF programmes and activities. He wished to explain what lay behind those reservations so that the United States position would be fully understood by the members of the Council. His Government had adopted three broad principles in assessing UNICEF programmes and activities. Firstly, it believed that the ideal area of operation for UNICEF was the one which could be most clearly identified as applying primarily and directly to mothers and children. Secondly, it felt that, in so far as possible, international funds should be used for meeting the international costs of joint programmes, while local funds should be used for meeting local currency expenditures. Thirdly, it believed that programmes designed to endure independently after international assistance was withdrawn should from the start be conceived and implemented in such a way as to make certain that they would ultimately be taken over by the host governments.

36. To illustrate how those principles applied to current UNICEF programmes he took the case of training. His Government recognized that to make the best use of the supplies and equipment furnished by UNICEF, personnel of the host country should be properly trained in their use. It believed however that the host government should normally bear the local costs of training. If it accepted full responsibility in connexion with the payment of local costs, the project would have a much better chance of being sustained after UNICEF assistance had been withdrawn.

37. While the United States in general strongly supported the UNICEF programmes, it questioned certain aspects of UNICEF's participation in nutrition programmes, as well as one type of its assistance in pediatric training. In the case of the nutrition programmes, it believed that greater benefit could be derived from focusing assistance more specifically during the initial stages on surveys and training. While recognizing the importance of assistance for pediatric training in improving the quality and quantity of all health services for mothers and children, it felt that payment or augmentation of salaries for local professors should be the responsibility of the countries concerned.

38. At the recent meeting of the Executive Board of UNICEF, his delegation had proposed that the Board should authorize the UNICEF secretariat to seek the help of the Bureau of Social Affairs and WHO in developing a programme of UNICEF aid for children in residential institutions and day care centres. It was hoped that the administration might have a plan ready for consideration in principle by the Executive Board at its March 1959 meeting, and he awaited its report eagerly, since he was confident that the adoption of such a plan would mark another step forward in the extension of social services to children.

39. The United States had undertaken to increase its contribution to UNICEF funds by \$1 million in 1958. At the same time its percentage contribution would be reduced from 55 per cent to 52.5 per cent. The reduction in its share of total contributions was deliberate, and was designed to stimulate other countries to do more for UNICEF. He felt confident that they would respond.

40. Miss PELT (Netherlands) said that the three reports before the Council were yet another proof of the great value of the work done by UNICEF. The United Nations Children's Fund was a symbol of what the united efforts of those who were fortunate could achieve for those who were less so, especially in the field of maternal and child welfare. Its work made a strong appeal to the imagination of the general public everywhere. The Netherlands National UNICEF Committee had in its last report noted the increased interest in UNICEF activities which was reflected in increased private contributions. It was a highly significant fact that 4 to 6 per cent of UNICEF's income came from private contributions.

41. Her delegation had sometimes wondered whether voluntary organizations were receiving sufficient support and guidance from UNICEF in the field of public information. She was happy to note the steps which had been taken to strengthen the relations of UNICEF with voluntary organizations (E/3083/Rev.1, para. 85) and would await the outcome with interest.

42. She expressed satisfaction at the widening and deepening of UNICEF activities to which the reports made reference. It was clearly recognized that UNICEF should be an element in general development programmes. She was happy to note that it was now working on the principle that the needs of children were not isolated and must be viewed within the context of their family and community environment, and that any programme directed towards a specific problem should be regarded as the first phase of an action converging with, stimulating, and acting as a balanced part of broader activities affecting the health and welfare of the child and the family and social environment in which it lived (E/2977, para. 22). She was happy to note the steadily increasing part which UNICEF was playing in community development; she felt that it could be of real assistance in improving a number of aspects of community development.

43. The measures which had been adopted to ensure closer co-operation between UNICEF and the specialized agencies, as well as between it and the Bureau of Social Affairs, were in her opinion bound to have happy results.

44. Finally, the many positive elements in the reports before the Council convinced her that there was every reason to look forward to the future with confidence.

45. Mr. YAGI (Sudan) said that programmes like that of UNICEF were perhaps the best proof of United Nations progress in securing for more and more people the essential minimum without which they could not live in peace. He expressed his delegation's satisfaction with the reports under consideration, and its gratitude for the assistance which was being provided to the Sudan directly through UNICEF as well as through WHO.

46. The Sudanese Government, aware of the need for careful preliminary planning, was concentrating on the implementation of its health and welfare services in order to ensure maximum benefits from present and future UNICEF assistance. It strongly endorsed the conclusion of the Executive Director in the Executive Board's report (E/3083/Rev.1, para. 29), and welcomed the prospect that the question of the volume of UNICEF aid for environmental sanitation

in relation to other forms of assistance would be reviewed by the Board and by the UNICEF/WHO Joint Committee on Health Policy. The solution of all the major health and maternal and child welfare problems in the Sudan depended ultimately on an adequate supply of pure water, and the Sudanese Government therefore welcomed the emphasis in the UNICEF reports on closer inter-agency co-operation. It also appreciated the stress placed on the training of technicians and staff; under UNICEF fellowships, a number of Sudanese were being trained to carry on programmes initiated by UNICEF.

47. Miss RADIC (Yugoslavia) noted the impressive results achieved by UNICEF with relatively limited resources, the enterprise it showed in its programmes, and the commendable tendency to concentrate on long-range urgently needed campaigns to be carried out in co-operation with other agencies. The Executive Board, by its systematic analysis and evaluation of projects, would contribute to a more realistic orientation of future activities and more effective results. On the other hand, more co-operation was needed between UNICEF and WHO, FAO and the Bureau of Social Affairs in the planning and implementation of programmes, and the procedures for the submission and consideration of requests from Governments could be further improved. However, financing was the most decisive factor in the future work of UNICEF, and the reports before the Council rightly stressed the need to ensure a steady increase in Government contributions. In that connexion, it should be borne in mind that while the contributions made in local currencies and local services were not substantial, they were high in relation to the per capita income of the less-developed countries that were being assisted. They could not, however, constitute an element in increasing UNICEF's financial resources; the increase must come from the industrialized or highly-developed countries which had the highest national income. The Yugoslav delegation hoped that they would make their future contributions more commensurate with their resources and the needs, and was confident that, like Yugoslavia, other less-developed countries would make a similar effort.

48. Mr. GREGORIADES (Greece) was happy to note the expansion of UNICEF's activities, and hoped that the 1958 goal of over 50 million beneficiaries would be attained. The United Nations Children's Fund could be justly proud of its accomplishments throughout the world, and of its effective collaboration with other United Nations agencies in the social field. It was to be hoped that the policy outlined in paragraph 29 of the Executive Board's report (E/3083/Rev.1) would be continuously strengthened.

49. Mr. COUILLARD (Canada), noting that Canada would no longer be represented on the Executive Board of UNICEF or on the Council after January 1959, expressed satisfaction that his country had been able to serve on the Executive Board since its inception.

50. The United Nations Children's Fund had played a vital role in improving maternal and child welfare, reducing or eradicating disease and improving nutrition. Canada placed particular emphasis on UNICEF assistance to mothers and children, and he would point out that 50 per cent of UNICEF aid in 1957 had been related to that field and to nutrition. Caution

should be exercised, however, in the utilization of UNICEF resources, particularly in the case of long-range programmes.

51. The fact that the rate of increase of contributions for 1957 had slowed down was of special concern to the Canadian delegation, particularly as UNICEF was undertaking a series of programmes to combat malnutrition and had to maintain at their present level, at least until 1960, the funds committed to anti-malaria campaigns. Although it was hoped that the effect of the reduction in resources would to some extent be mitigated by the anti-malarial activities of the United States International Co-operation Administration and the inevitable delays in implementing the nutrition programmes, Member States should bear in mind that UNICEF could not carry out its extensive tasks without steady and substantial increases in the funds available to it.

52. Canada welcomed the decision to strengthen co-operation between UNICEF and the Bureau of Social Affairs and to set up a joint committee of FAO and UNICEF for a better evaluation of programmes to be assisted in the field of nutrition. Canada had participated in discussions in the Executive Board regarding UNICEF representation on such a joint committee and the preparation of a list of Governments from among which the Council would have to choose. The compromise solution which had been worked out had been generally approved, and would have to be reviewed by the Council at a subsequent session.

53. Canada would continue to follow the activities of UNICEF with the greatest interest, and hoped that it would soon renew its direct participation in UNICEF.

54. Miss CHAVEZ (Mexico), observing that, apart from its intrinsic significance, the work of UNICEF was perhaps the one aspect of United Nations activities most wholeheartedly supported by public opinion, praised UNICEF for the achievements reflected in its reports, and particularly for its successful anti-malaria campaigns. Malaria eradication was an excellent example of an undertaking which should be carried out through international co-operation. It would be most gratifying if results equal to those obtained in that endeavour could be achieved through UNICEF's programmes to combat trachoma, leprosy, and similar problems, particularly the eye diseases prevalent in Asia.

55. Caution should be exercised in all UNICEF programmes undertaken jointly with WHO or FAO, so that any encroachment by UNICEF on the field of activities of those agencies would be avoided. Since there was little hope of an unlimited increase in UNICEF's resources, it could be expected that many of those joint programmes would ultimately have to be taken over by the other agencies. Attention should also be paid to the disparity between UNICEF assistance to the African continent and that afforded to other regions. It would be desirable to achieve a better balance in that respect.

56. Reviewing the progress of the anti-malaria campaign in Mexico, she pointed out that deaths from malaria had been reduced by 75 per cent by 1957, and vast areas of the country could already be considered entirely free from malaria. That was particularly significant as more than half Mexico's population lived in malarial zones, and as Mexico represented a major

part of the malarial area of the American continent. The effect of eradication or reduction of the disease had been to increase the productivity of the population, and to release large tracts of land for profitable use.

57. Such results could be achieved only through the co-operation of the Governments concerned. Mexico had spared no effort to ensure the success of the anti-malaria campaign organized jointly by UNICEF and WHO: it had more than trebled the UNICEF allocation

for the period 1955-1958, and its annual appropriation for the anti-malaria campaign represented about one-fifth of its total annual budget for public health and welfare. The Mexican Government hoped that, when the campaign was concluded, UNICEF and other countries with a similar problem would benefit by its experience.

The meeting rose at 1 p.m.