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UNITED NATIONS INTERNATIONAL CHILDREN'S EMERGENCY FUND

PROGRAMME COMMITTEE

Report of the Programme Committee on the 77th through 80th Meetings held on 21-22 February, at Manhattan Headquarters of UNICEF.

1. The Programme Committee held its 77th through 80th meetings on 21-22 February with the following agenda: 1) Reports of Executive Director, 2) Programme for China, 3) Utilization of New Resources. The following members attended:

Chairman - Mrs. D. B. Sinclair	(Canada)
Mr. E.J.R. Heyward	(Australia)
Mr. T. Y. Wu	(China)
Dr. B. Schober	(Czechoslovakia)
(absent)	(Ecuador)
Dr. L. Bugnard	(France)
Mr. A. R. Lindt	(Switzerland)
Mr. V. I. Kobushko	(U.S.S.R.)
Mr. R. Ledward	(United Kingdom)*
Miss K. Lenroot	(U.S.A.)

Dr. L. Rajchman, Chairman of the Executive Board also attended.

Reappointment of Mr. Maurice Pate as Executive Director

2. The Committee expressed its pleasure at the extension by the Secretary-General of the contract of Mr. Maurice Pate as Executive Director, with the status of top-ranking director. It associated itself with the view of the Chairman of the Executive Board as expressed to the Secretary-General that "without Mr. Pate's eminent services the work of UNICEF could not have attained its present measure of success."

Reports of the Executive Director

3. The Committee had before it three reports from the Executive Director: a general report including data on the status of the Fund's resources, allocations, and supply operations, and on developments in the Middle East and Far East programmes, (E/ICEF/101); and two special reports, a report on summer /camp programmes

*Mr. Corley Smith represented the United Kingdom during the 79th meeting on 22 February.

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camp programmes in 1948, (E/ICEF/102), and a summary of country plans of feeding operations in Europe, (E/ICEF/104).

Programme in China

4. The Committee had before it "Proposals of the Executive Director on further Programmes in China" (E/ICEF/103). It will be recalled that at its 3 February 1949 session the Board took action on certain urgent matters but decided to consider the whole question of a further programme to China on the basis of new proposals to be presented by the Executive Director and subsequent recommendations by the Programme Committee (E/1144, paragraphs 21-22).

5. The substance of most of the proposals of the Executive Director had been discussed on a technical level by the Chief of the UNICEF China Mission with officials in China. While it was believed that the proposals would be technically acceptable to the Chinese authorities, there had not yet been the opportunity to obtain the views of the Chinese authorities on the entire scheme. The purpose of bringing the proposals before the Programme Committee, appropriate authorities of WHO, and the Board at this early stage was primarily to give the Chief of the China Mission (whose presence in New York made it possible for him to participate in the Programme Committee discussion) a number of proposals to discuss with the Chinese authorities, which would prove acceptable to the Board. In that way, discussions between the UNICEF Chief of Mission and Chinese authorities and the development of specific proposals and priorities by the Chinese Government could be expedited. It was the general feeling of the Committee that the Chief of the UNICEF Mission to China in his discussions with Chinese authorities should lay primary emphasis on a training programme as suggested below (paragraph 6a).

6. The general outline of a programme for China, as presented by the Executive Director, was based upon belief that, as in some other parts of the Far East, a mass feeding programme might not constitute the most effective utilization of UNICEF resources for assisting in meeting problems of child health and welfare. The projects suggested for consideration by the Chinese authorities were designed not only to meet immediate needs but also to contribute

/some lasting

some lasting benefit to Chinese children. As is set forth in some detail in the report, the proposals included:

(a) A practical field training programme, through national, regional, and local centers within China, of child health and welfare workers for both urban and rural regions to provide elementary child health and welfare services and parent education in public health and sanitation practices.

(b) An anti-tuberculosis campaign among children through BCG vaccination and increased facilities for diagnosis.

(c) Control of kala-azar, an endemic disease, the majority of whose victims are young children. Control of this disease, from which about 2,000,000 are suffering, can be accomplished by control of sandflies (which are responsible for its transmission) through the use of insecticides and by mass treatment.

(d) Fly control project to demonstrate the possibilities of reducing mortality among children through minimizing fly-borne diseases.

(e) Demonstration projects to encourage the greater use of goat's milk and the extension of the use of soybean "milk" by mothers and children. It was the Executive Director's opinion, however, that with the limited funds available to UNICEF, category (e) might receive a low priority.

7. In addition to the programme proposals in his Report, the Executive Director pointed out that there is every indication that the financing of local currency expenditures of the Mission and of projects will continue to be an acute problem in China.

8. After considerable discussion, the Programme Committee adopted the following resolution:

"Resolved that the Programme Committee recommend to the Executive Board approval of the general outline of a programme for China submitted by the Administration (E/ICEF/103) (which is to be used as a basis for discussion by the Chief of Mission with competent authorities in China) with the reservation that the advice of the Joint UNICEF/WHO Committee on Health Policy is to be sought on the medical programmes.

"In view of the policy of the Board that internal expenses be borne by the country receiving assistance, it is recommended that the Administration's proposal for financing in part internal expenses be allowed only if, under present disturbed conditions in China,

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it is the only means of assuring continuity in the operations in China and working out a satisfactory future programme. If this arrangement is made, it is not to be held as a precedent, and wherever possible should be financed through the importation of useful supplies."

Utilization of New Resources

9. The Committee had before it a "Report of the Executive Director for a Revised Budget of Operations for 1949 and for New Allocations" (E/ICEF/100), and "Approved Board Allocations for Country Programmes" (E/ICEF/W.51). On certain features of the recommendations the Committee had the opportunity of hearing the views of Dr. Frank Calderone of WHO, Dr. Fred Soper, Director-General of the Pan-American Sanitary Bureau, and Dr. J. Holm, Director of the Joint Enterprise. These are noted in the summary records of the session.

(a) Revised Budget of Operations for 1949.

10. The Executive Director in his recommendations (E/ICEF/100), paragraphs 2-14 and Table I) took as his point of departure the \$78 million 1949 budget of operations approved by the Board in Geneva in July, 1948. Keeping to the same basis of using the whole \$75,000,000 appropriated by the U.S. Congress on a matching basis, and taking into account certain net carry-overs (\$6.8 million) and additional resources from UNRRA and UNAC (\$13.7 million), the total budget would now reach \$98,500,000.

11. The new operations which the Executive Director proposed to budget for took account of previous decisions by the Board, such as the \$6,000,000 allocation for mother and child refugees from Palestine. The Executive Director recommended three new upward revisions in the budget: (1) \$2.5 million for programmes in Latin America, (2) \$1.5 million for Japan and Korea, and (3) an additional \$500,000 for BCG programmes outside Europe. He also proposed to include a reserve of \$11 million. These changes raised the total budget of operations for 1949 from \$78 to \$98.5 million.

12. In connection with the \$2,000,000 already allocated for BCG programmes outside Europe, the Executive Director recommended that \$500,000 of this amount for China, as proposed by the Technical Director, Dr. Holm, be transferred to the budget item for China, and that \$1 million proposed for India, Pakistan, and Ceylon be transferred to the budget item for these countries, it being understood

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that these funds are intended only for BCG programmes. The remaining \$1,000,000 in the budget for BCG programmes outside Europe will be for countries which may apply for BCG and for which no budget items in the form of a country programme have been set aside.

(b) Proposed New Allocations

13. Of the \$23.8 million available for new allocations out of resources on hand or pledged, the Executive Director recommended that \$22.5 million be allocated and \$1.3 million remain as an unallocated reserve.* Of the \$22.5 million, \$13.5 was proposed for programmes in Europe, \$4.5 for Asia, \$2 million for Latin America, \$500,000 for BCG programmes outside Europe, \$500,000 for training programmes and operational services and \$1.5 million for freight.

14. Special attention is directed to the statement by the Executive Director that the resources for allocation were insufficient in relation to present need throughout the world; they only go part of the way toward fulfilling the original budget of operations for 1949 and even less adequate to meet the revised budget which makes provision for new areas. The Executive Director expressed the hope that new resources would be forthcoming to permit additional allocations before 30 June, 1949 (E/ICEF/100, paragraph 17).

15. Attention is also directed to the principles guiding the Executive Director in making his recommendations: (a) first priority to the continuity of existing programmes for a minimum period and (b) flexibility in country allocations to allow the countries, in accordance with usual Board procedures, to choose from a portion of their allocation between food, medical, and other priority items (E/ICEF/100, paragraph 18-19).

16. After a careful consideration of the food situation and milk production, the Executive Director proposed that first priority be given to continue present feeding programmes in Europe in nine of the presently assisted countries. Three of the countries, France, Finland and Hungary

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* If the Board approves the recommendation in paragraph 25 below, the reserve will be reduced to \$883,000.

because of improved food conditions requested no further assistance in food supplies. The \$13.5 million proposed for Europe provides \$9.3 million to permit feeding of school children for four school months between 1 July 1949 and the end of 1949, and feeding of infants, pregnant and nursing mothers and children in institutions for the full six months of the period. In accordance with the principle of flexibility mentioned in paragraph 14 above, \$4.2 million of the total amount can be used for additional food or medical and other priority supplies. The \$9.3 million is to be available only for milk, fats and cod liver oil. The individual country allocations proposed by the Executive Director are set forth in Table 4, (E/ICEF/100).

17. In connection with the recommended allocation for Greece, the Executive Director stated his hope that the present target of 632,000 children may be reached within the next few months. In that case the Administration intends to submit to a later session of the Programme Committee, if resources permit, a proposal for an increased allocation in order to allow the increased number to be maintained, and feeding to be continued during the summer months. As is noted in the Executive Director's report (E/ICEF/100 paragraph 42), the Albanian and Bulgarian allocations are likewise to be reviewed at a later date.

18. In recommending the allocation of \$4.5 for Asia, the Executive Director had to balance two conflicting principles (a) to allocate where the new resources can actually be most effectively used, and (b) to take account of an equitable geographical distribution of the Fund's whole resources (E/ICEF/100, paragraph 23).

19. In recommending an allocation of \$2 million for Latin America no breakdown among countries was proposed, pending applications from countries and decisions upon the types of programmes which would be most suitable.

Recommendation of Committee on Utilization of Resources.

20. The Committee recommends that the proposals of the Executive Director as set forth in E/ICEF/100 be accepted by the Executive Board. The vote on this recommendation was 6 in favor, 1 against, and 1 abstention.

/(a) Minority View

(a) Minority View.

21. The representative of the United Kingdom was of the opinion that in a number of European countries which suffered from the war, food conditions were returning to pre-war levels. This applied particularly to Bulgaria, Czechoslovakia, Poland and Roumania. He quoted from the F.A.O. Yearbook figures related to the fat and milk production situations in these four countries. While not denying that in spite of these improvements need still existed in these countries, he argued that in countries in other parts of the world, notably in the countries of South East Asia and in India, childrens needs were far greater. The children of these countries had suffered from Japanese militarism every bit as much as the children of Eastern Europe had suffered from Facism and Nazism.

22. He pointed out moreover that the carrying over of the 1948 allocations to 1949 for the areas of South East Asia and India, Pakistan and Ceylon constituted a serious discrimination against them. The carry over was entirely due to the fact that the UNICEF Director for South-East Asia (other than China) had only been appointed last December.

23. He therefore proposed that the recommended allocation for Europe be reduced by \$5,500,000, this sum to be re-allocated as follows:

\$1,500,000 to be added to the unallocated reserve, it being understood that a certain portion might go back to European countries particularly such countries as Greece which suffered from emergency problems;

\$2,000,000 to be allocated to South East Asia, to be distributed in the same manner as the \$1,900,000 allocated in July, 1948 with an additional \$100,000 for Burma;

\$1,500,000 to be allocated to India, Pakistan and Ceylon;

and an additional \$500,000 to be allocated to Latin America.

/(b) Majority View....

(b) Majority View.

24. The views of various members of the majority in supporting the recommendations of the Executive Director were as follows:

(a) Information available from the Administration, confirmed by FAO and other sources, show that despite the improved food situation in Europe, bread grains supply per person during 1949 will remain below the pre-war level and milk production will remain considerably below pre-war. In fact, total milk production per capita in 1947/48 in all European countries assisted by UNICEF averaged only two-thirds of pre-war levels. It would be premature to discontinue feeding programmes encouraged by UNICEF assistance (primarily milk) during 1949, in the expectation of pre-war levels of milk production which are not expected to be reached until in the early fifties. While the gap between need and UNICEF assistance has lessened, it must be borne in mind that UNICEF has been able to assist only 6 percent of the total child population in countries in which UNICEF is currently operating.

(b) The Board has approved a milk conservation programme in European countries which is planned to come into operation in mid 1950 and will enable many countries substantially to continue out of indigenous production the child feeding programmes developed and made possible with UNICEF assistance. It is not logical to stop one programme short, before another one which will extend its values on a long-term basis has started. On the contrary, it is essential for UNICEF to continue its programmes until the values originally foreseen are assured.

(c) In the collection from both governments and private donors of the resources now being allocated, major emphasis was placed on the need of children for protective foods. The recommendations by the Executive Director are in harmony with the expectations under which contributions were made. While emphasis is gradually shifting to other types of programmes and to new areas, these inevitably take time to develop on a

/sound basis....

sound basis. UNICEF would not be justified in "freezing" large sums of money which cannot appropriately be expended in 1949, while need continues.

(d) In the light of these factors the majority is of the opinion that the Executive Director has adequately taken into account in his recommendations for the remainder of 1949 the considerations advanced by the representative of the United Kingdom.

Danish BCG Contribution

25. The Committee had before it a recommendation by the Executive Director (E/ICEF/W.50) that the 2 million crowns (\$416,700) contributed by the Danish Government to UNICEF for use in the Joint Enterprise in June, 1948 and heretofore listed as a resource of the Fund be also listed as an allocation for BCG. The Committee recommends that this proposal, constituting formal cognizance of actions already taken by the Board, be approved. This action by the Board would reduce the "Unallocated Reserve" (in Table 2, col.3, E/ICEF/100) from \$1.3 million to \$883,000.

Relative Use of Supplies and Services in European BCG Programme

26. The representative of Czechoslovakia introduced the following resolution: "Having noted with gratification the excellent programme of the BCG campaign in Europe, the Programme Committee recommends that the Joint Enterprise use its European appropriations for purchasing supplies (e.g., vaccines, medical equipment, etc.) and limit as much as possible expenses for the services of specialists". It was his view that the specialists costs required could best be assumed by the assisted countries.

27. The resolution was rejected by the Committee by a vote of 2 in favor, and 6 against. The majority believed that, owing to the medical considerations involved, a resolution of this type was not appropriate in the Programme Committee. The Executive Director stated that Dr. Holm would give due consideration to the suggestions made for the most economical use of the resources allocated for BCG.

Approval of Plans of Operation for South East Asia, India, Pakistan and Ceylon

28. At its session on 3 February 1949 the Board approved a plan of operations for the Philippines (E/1144). Plans are now being discussed between the UNICEF Director of the Far East Headquarters and other Governments in South East Asia, and in India, Pakistan and Ceylon. In order to expedite approval of these plans and permit operations to begin as soon as possible, the Committee recommends that approval of plans of operation for these countries, developed within the framework of basic UNICEF policies, be delegated to the Chairman of the Executive Board, the Chairman of the Programme Committee, and the Executive Director.