

WORLD HEALTH
ORGANIZATIONORGANISATION MONDIALE
DE LA SANTÉEIGHTH WORLD HEALTH ASSEMBLYA8/P&B/14
9 May 1955

Provisional Agenda Item 7.18

ORIGINAL: ENGLISH

RELATIONS WITH UNICEF

1. Introduction

1.1 In pursuance of the instructions of the Seventh World Health Assembly in resolutions WHA7.35 and WHA7.50,¹ and of those of the Executive Board at its fourteenth session in resolution EB14.R22,² the Director-General submitted to the fifteenth session of the Executive Board a report which sets out the developments in the Organization's relations with UNICEF up to the time of that session.³ The Executive Board adopted resolution EB15.R40, which, inter alia, requests the Director-General "to report to the World Health Assembly, to the Executive Board, and, if necessary, to the ad hoc committee of the Board established by resolution EB14.R22, on any further developments".⁴

1.2 The present report deals with the developments which have taken place since the fifteenth session of the Executive Board, including actions taken by the UNICEF Executive Board at its session in March 1955.

2. Action taken since the fifteenth session of the Executive Board

In a communication dated 14 February 1955 to the Executive Director of UNICEF, attached as Annex 1, the Director-General officially transmitted resolution

¹ Off. Rec. Wld Hlth Org. 55, 32 and 40

² Off. Rec. Wld Hlth Org. 57, 6

³ Off. Rec. Wld Hlth Org. 60, 104, Annex 12

⁴ Off. Rec. Wld Hlth Org. 60, 15

EB15.R40. Special attention was invited to the financing in 1956 of international health personnel in jointly assisted UNICEF/WHO projects shown under "Other Extra-Budgetary Funds" in the WHO 1956 Proposed Programme and Budget Estimates, for which the Executive Board in the above-mentioned resolution had recommended that UNICEF be requested to provide the funds "as a transitional measure pending further steps in 1957 towards achieving the objective stated in paragraph 2" of that resolution. The communication of the Director-General also gave some background information to the Board's resolution relating to future financial relations between UNICEF and WHO and to terminology for projects assisted by joint participation of UNICEF and the specialized agencies.

3. Action taken by the UNICEF Administration

3.1 The Executive Director of UNICEF in his Information Note to the March 1955 session of the UNICEF Executive Board included background information on "Financing of 1955 Project Personnel", "Financing of 1956 Project Personnel" and "Terminology in connection with Jointly Aided Projects" and invited its attention to the resolution adopted by the WHO Executive Board and the communication of 14 February from the Director-General, which were both reproduced in full in the document presented to the UNICEF Board (E/ICEF/L:733, and Add.1).

3.2 The Executive Director also submitted a document summarizing his recommendations for "Apportionments to reimburse WHO for the costs of certain international project personnel". These recommendations included a supplemental apportionment for 1954, apportionments for certain new projects or extensions of projects for 1955 and for extensions of projects into 1956. The document (E/ICEF/L.751) also drew attention to the fact that the recommendations submitted for apportionments in 1956 "would be in addition to the \$480,000 which the WHO Executive Board has requested UNICEF to provide

for 1956 and which would not come before the UNICEF Board for action until September 1955 after the Eighth World Health Assembly has approved the 1956 Programme and Budget Estimates for WHO".

4. Action taken by the UNICEF Executive Board at its March 1955 session

4.1 The UNICEF Executive Board at its March session discussed the relations between WHO and UNICEF. A representative of the Director-General attended these meetings to provide any additional information required by the UNICEF Board. There is reproduced in Annex II pertinent information contained in the Report of the UNICEF Executive Board on its March session (E/2717: E/ICEF/294).

4.2 It will be noted from paragraph 122 in Annex II that the attitude previously taken by the UNICEF Executive Board concerning the financial relations between UNICEF and WHO was again reaffirmed. The attention of the Health Assembly is invited to paragraph 125.b) in which the UNICEF Executive Board "expressed its intention not to make allocations for the costs of international project personnel in 1957 and subsequent years".

4.3 The UNICEF Board also considered the impact which the changes in the allocation procedures of the Expanded Programme for Technical Assistance approved by the General Assembly and reported to the WHO Executive Board at its fifteenth session (Official Records No. 60, Annex 13) would have on the financial relations between UNICEF and WHO. This procedure introduces an additional element in the financial relations between the two organizations, which appears to create some further problems in the timing of securing the finances for jointly assisted projects, because the time-schedule of the financial procedures of the Expanded Programme of Technical Assistance is different from those of both WHO and UNICEF. This matter is dealt with in paragraphs 121 and 123-125 of the report, and the procedure which the Board decided to adopt appears in paragraph 125.c).

4.4 The allocations approved by the UNICEF Board are given in paragraphs 126-131. When the UNICEF Board considered an apportionment for the extension in 1956 of projects to commence in 1955 (see paragraph 128 of Annex II), the Director-General's representative informed the Board of WHO's reluctance to embark upon recruitment of staff in 1955 involving commitments also for 1956, in which year the funds required would probably not be available; the Director-General's Proposed Programme and Budget Estimates for 1956 not having included provision for the costs concerned. Nevertheless, the UNICEF Board decided to defer its considerations of the 1956 costs of two projects until its September session. It will be seen from the report that, as a result of the action by the UNICEF Executive Board, the allocations approved for the cost of WHO project personnel in 1955 total approximately \$688,000. The UNICEF Board, in approving the apportionment for the costs of WHO project personnel in two specific projects for 1956, recognized that these amounts were in addition to the costs of personnel for projects which the WHO Executive Board, in resolution EB15.R40, had recommended that UNICEF be asked to provide for 1956.

4.5 The action by the UNICEF Board on terminology in connexion with jointly assisted projects is reflected in paragraph 135. This matter was considered in the light of the resolution of the WHO Executive Board (EB15.R40, paragraph 5) and of a communication from the Director-General of FAO; the position taken by FAO was similar to the one expressed in the resolution of the WHO Executive Board. The UNICEF Board requested the Executive Director to use asterisks in UNICEF documents to identify projects where UNICEF pays the costs of international project personnel of specialized agencies; this procedure is somewhat analogous to that followed by WHO in its budget presentation, which includes asterisks to indicate allocations approved by the UNICEF Executive Board, covering both costs of international health personnel and supplies and equipment for jointly assisted UNICEF/WHO projects.

COMMUNICATION FROM THE DIRECTOR-GENERAL OF THE WORLD HEALTH ORGANIZATION
TO THE EXECUTIVE DIRECTOR OF UNICEF

14 February 1955

Dear Mr. Pate,

There is enclosed resolution EB15.R40 adopted by our Executive Board at its Fifteenth Session on the subject of "Relations with UNICEF", together with the document which the Board had before it and the minutes of the meetings of the Board in which the subject was discussed. I should like to call your attention particularly to certain aspects of the relations between our two Organizations which were considered by the Executive Board. You will be especially interested in the general provisions in paragraphs 1 and 2 of the resolution, as follows:

- "1. EXPRESSES its appreciation of the financial assistance provided by UNICEF to meet half the personnel costs in 1955 of those projects for which UNICEF had reimbursed in full costs in 1954, as well as the full costs of international health personnel in jointly-assisted projects to be started in 1955 which had not been included in the proposed 1955 programme and budget estimates;
2. CONSIDERS that there is no difference in the views of the two organizations as to the basic objective of the division of their respective financial responsibilities, the full implementation of which is a question of timing and is subject to the necessary financial resources being made available to WHO, and to the Organization's maintaining a balanced public-health programme;"

1. Financing for 1956

As you will see from paragraph 3 of the resolution adopted by the Board, it is recommended that "in respect of 1956, UNICEF be requested to provide funds for the international health personnel in jointly-assisted UNICEF/WHO projects now shown in the proposed programme and budget estimates under the heading 'Other Extra-Budgetary Funds', as a transitional measure pending further steps in 1957 toward achieving the objective stated in (2) above." You will be aware that the budget level which I am proposing to the Eighth World Health Assembly for 1956 does not provide for any programme increase in that year, and, in fact, because of the necessity for absorbing certain costs, the programme level will be some \$260,000 less than in 1955. In spite of this, I had, as you know, decided that in preparing the proposed 1956 programme proposals, I would plan

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New York

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the costs of WHO of all jointly assisted UNICEF/WHO projects at approximately the same financial level in 1956 as in 1955. You will also understand that the projects planned to be financed from Technical Assistance Funds in 1956 depend entirely on the priority which Governments give to them within their integrated country programmes for the year.

It is to be hoped that the UNICEF Executive Board will find it possible to provide the funds required in 1956 for that part of the international health personnel on jointly assisted UNICEF/WHO projects which cannot be provided for by WHO.

2. Future Financial Relations

As you will see from the resolution quoted above, the Executive Board considers that there is no difference in the views of the two Organizations as to the basic objective of the division of their respective financial responsibilities. In the matter of future financial relations, however, I wish to call your attention particularly to paragraph 4 of the resolution and to paragraph 5.2 of the document EBL5/64 on Relations with UNICEF. In view of the factual situation described in the report and also referred to in the resolution, it is obvious that even after the basic objectives referred to have been achieved, provision must be made for financing technical personnel required if projects are expected to start before the personnel costs for such joint projects can be included in the annual programme and budget estimates.

3. Terminology for projects assisted by joint participation of UNICEF and Specialized Agencies

Your attention is also called to the part of the report dealing with the question of terminology for projects and to paragraphs 5 and 6 of the resolution of the Board in which the Board, "5. Believes, in view of WHO's responsibility for assisting technically in all health projects carried on by governments and assisted financially by UNICEF; that it is desirable that all such projects should continue to be designated by WHO as 'jointly assisted UNICEF/WHO projects'; and consequently, "6. Requests the Director-General to negotiate further with the Executive Director of UNICEF and the Director-General of FAO, with a view to maintaining the present terminology." The Board considered a number of points in adopting this part of its resolution, including: (a) the financial arrangements for individual projects could be expected to change during the lifetime of the project, or even during a fiscal year, in view of the intention of the two Organizations to arrive at the basic objective of the division of their respective financial responsibilities; (b) because of WHO's technical responsibilities for all the health projects financed by UNICEF, WHO does, in fact, participate actively in all of the jointly-assisted health projects; (c) the administrative complications which would result from introducing different terminology, both for the Organizations and for the Governments, might well incur unnecessary administrative work and create more rather than less confusion.

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I wish to mention particularly that the Executive Board's conclusions were based on the assumption that UNICEF does not wish permanently to finance technical personnel even on some jointly-assisted projects. If that is not a correct assumption, I am sure that the WHO Executive Board would wish to reconsider this question of terminology.

4. Further reports to the World Health Assembly and Executive Board

As you will note from the resolution of the Board, I have been requested to report to the World Health Assembly, the WHO Executive Board or its ad hoc committee with regard to any developments on the points included in the resolution. I should, therefore, be grateful if you will, after having considered these various matters, communicate any opinions or proposals which you may have so I can have the benefit of your views when these subjects are considered again.

I am arranging to have Mr. Milton P. Siegel, Assistant Director-General, Department of Administration and Finance, present at the next UNICEF Executive Board session opening on 7 March 1955. He will be able to discuss any aspect of these matters with you while he is present in New York.

Yours sincerely,

M. G. Candau, M.D.
Director-General

EXCERPT FROM THE REPORT OF THE UNICEF
EXECUTIVE BOARD'S SESSION IN MARCH 1955

(E/2717)
(E/ICEF/294)

Financial Relations With Specialized Agencies

Policy on UNICEF/WHO Financial Relations

119. The question of UNICEF/WHO financial relations was discussed in considerable detail by the Programme Committee and the Executive Board. The documentation before the Executive Board consisted of an Information Note by the Executive Director (E/ICEF/L.733), a communication from the Director-General of WHO (E/ICEF/L.733.Add.1), and a recommendation from the Executive Director to reimburse WHO for the costs of certain international project personnel (E/ICEF/L.751).

120. The Executive Board had the benefit of information at a number of points from the WHO Assistant Director-General for Administration and Finance. In addition, a representative of the Executive Chairman of TAB described to the Board the future system of the allocation of funds under the Expanded Programme of Technical Assistance as approved by the General Assembly in November 1954 (G.A. Resolution 831 IX). The Board expressed its appreciation to the Director-General of WHO and the Executive Chairman of TAB for the opportunity they afforded the Board through this means to clarify a number of pertinent questions during the course of its deliberations.

121. It was apparent to the Board that a new element is now present in the financial relations between WHO and UNICEF as a result of the changes in allocation procedures of the Expanded Programme for Technical Assistance approved by the General Assembly. These changes give the receiving governments the primary responsibility, beginning with 1956, for deciding on the priorities to be assigned to the various technical assistance projects which they wish to have implemented, within the framework of the Expanded Technical Assistance programme. Under the proposed procedure, TAB in April 1955 will notify each country that is receiving, or is expected to request, technical assistance under the Expanded Programme, of the over-all country planning figure for 1956; between April and August each country will formulate its requests for 1956 on the basis of its own determination of its priorities; the requests will be examined by the Participating Organizations and TAB during, probably, September and October; and a recommended programme will be submitted by TAB to TAC for its approval not later than 30 November. The TAC could not finally approve the programme or authorize the necessary allocations until after the TA Pledging Conference, usually held in November.

122. The Executive Board unanimously reaffirmed the view it had expressed a number of times in the past, namely that the financial responsibilities of WHO and UNICEF should correspond to the functional tasks which each organization assumes.

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123. The decisions of the Executive Board at its present session were, in part, based on the possibilities implicit in the new allocation procedures of EPTA, namely, that if any requesting country was prepared to include the cost of international project personnel in its Technical Assistance Programme and give it sufficiently high priority, the necessary Technical Assistance funds would be forthcoming.

124. At the same time, in making its decisions the Executive Board wished to: (a) take account of the desirability of WHO assuming the costs of international project personnel on its regular budget to the greatest possible extent; (b) allow some flexibility so that UNICEF need not defer action on certain projects which it believes especially important to start; (c) make it possible to accept for 1956 regional projects which could not be requested by governments through EPTA except through action in the health field by WHO Regional Committees whose next meetings were scheduled at such dates as to result in a considerable delay in the initiation of the projects; (d) recognize the new practical difficulties resulting from the time-schedule of the EPTA financial procedures.

125. In the light of these general considerations the Executive Board

(a) took note with appreciation of the resolution of the WHO Executive Board at its Fifteenth Session in which the WHO Board's request for reimbursement by UNICEF for international project personnel in 1956 is regarded "as a transitional measure pending further steps in 1957" toward the basic objective of the division between the two agencies of their respective financial responsibilities, concerning which the WHO Board "considers there is no difference of views" (EB15.R40, paras. 2 and 3);

(b) expressed its intention not to make allocations for the costs of international project personnel in 1957 and subsequent years;

(c) decided, in the meantime, to adopt the following procedures in relation to international project personnel costs involved in all projects aided by UNICEF;

(i) Before seeking approval of the Executive Board for such projects, the Administration shall, where the personnel costs are not included in the regular budgets of WHO or FAO, ensure that receiving countries have been informed of the possibility and importance of including the cost of relevant personnel in their technical assistance programmes.

(ii) In relation to current projects, or those submitted to the Board at its present session, insofar as these will involve international personnel costs in 1956, where these are not included in the regular budgets of WHO or FAO

(a) Receiving countries should be informed of the possibility and importance of including costs of such personnel in their technical assistance programmes for 1956;

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(b) Pending full information on these questions, the Executive Board shall postpone until its next session in September 1955 consideration of certain allocations proposed by the Executive Director to cover personnel costs in 1956 (see para. 128 below).

Reimbursement to WHO for the Costs of Certain International Project Personnel

126. The Executive Board approved allocations for the following reimbursements to WHO for the costs of WHO project personnel on projects for which UNICEF provided, or will provide, supplies and equipment:

For 1954: Supplementary reimbursements required following the receipt of final accounts:

South East Asia BCG Assessment Team (see para.171)	\$ 5,700
Ethiopia BCG Campaign (see para. 172)	<u>18,500</u>
	\$24,200

For 1955 and 1956:

	1955	1956
Africa Regional TB Survey Teams (see para. 150)	50,000	100,000
Barbados BCG (see para. 178)	4,000	-
Cambodia and Vietnam BCG Teams (see paras. 155 and 170)	13,500 ¹	15,200 ¹
Ceylon BCG (see para. 157)	4,000	-
India MCW in Saurashtra (see para. 159)	9,000	-
India Yaws Control (see para. 161)	12,000	-
Iran MCW (see para. 174)	14,500	-
Philippines BCG (see para. 167)	800	-
	<u>\$107,800</u>	<u>\$115,200</u>

127. The allocations are made on the same conditions as previously approved by the Board for reimbursement to WHO. They are ceiling allocations, to be used only for actual expenses incurred during the year concerned.

128. The Executive Board deferred until its September session consideration of the Executive Director's recommendations (E/ICEF/L.751) for an apportionment of \$16,000 for WHO project personnel in 1956 in the India-Maternal and Child Welfare project in Saurashtra and \$14,500 for WHO project personnel in the Maternal and Child Welfare project in Iran. The Executive Board also did not approve the recommendation of the Executive Director for an apportionment of \$50,000 for reimbursement to WHO for personnel costs of the Africa regional TB Survey Teams for the first six months of 1957 (constituting the last six months of the project).

129. A number of representatives, while agreeing with the importance of the African TB surveys as laying the basic technical and organizational ground-work for the

¹ From funds previously approved by the Board in a block allocation for the Associated States of Indo-China.

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development of effective public health work against tuberculosis in Africa, nevertheless voiced reservations in principle about UNICEF support for this type of survey project, which in their view was more properly the responsibility of WHO. They did not regard the allocation for this work through 1956 as a precedent for the Board's departure from the principle that financing of research is properly a charge upon the specialized agency concerned rather than UNICEF.

130. Prior to the present session, the total amount approved by the UNICEF Executive Board for the costs of WHO project personnel in 1955 was \$580,000. Action at the present session brings the amount to approximately \$688,000.

131. The Board was cognizant of the fact that the apportionment of \$115,200 approved for the costs of WHO project personnel in 1956 at the present session is in addition to the cost of personnel for projects which the WHO Executive Board recommended that UNICEF be asked to provide for 1956 (see E/ICEF/L.733, paras. 11-12). Such a request of which the maximum cost would be \$480,000, would not come before the UNICEF Board for action until September 1955 after the Eighth World Health Assembly had approved the programme and budget for WHO for 1956.

UNICEF/FOA Financial Relations

132. The Executive Board considers that the policy decisions and the procedures adopted by the Executive Board, as set forth in paragraph 125 above, apply to UNICEF financial relations with FOA, as well as with WHO.

133. The Executive Board was appreciative of the intention of the Director-General of FAO to propose to the FAO Council which meets in November 1955 that it provide funds to meet the costs of FAO experts necessary to support projects aided by UNICEF in 1956, and in succeeding years.

Terminology in Connexion with Jointly Assisted Projects

134. In considering this question the Board had before it the relevant provisions in the resolution of the Fifteenth Session of the WHO Executive Board (EB15.R.40) reproduced in Annex II of E/ICEF/L.733/Add.1 para. 3). It also had before it a communication from the Acting Director-General of FAO on this question (E/ICEF/L.733. Add. 2).

135. The Executive Board recognizes the difficulties pointed out by WHO and FAO in adopting the same terminology regarding jointly-assisted projects as that approved by the Executive Board in September 1954 (E/ICEF/276, para. 238). Nevertheless, it still believes that, when UNICEF pays the costs for international project personnel of a specialized agency, governments would be interested in knowing this, and there should be some method by which such projects can be easily recognized. The Executive Board therefore requested the Executive Director to use asterisks in UNICEF documents to accomplish this purpose.