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**The Work of the
United Nations International
Children's Emergency Fund**

Its Origin and Policies



**Statements to the General Assembly
of the United Nations
by
The Honorable Alan S. Watt,
Australian Delegation
and
The Honorable Eleanor Roosevelt,
United States Delegation**

(12p + 16)

RESOLUTION No. 214 (III) on the Report of the Executive Board of the International Children's Emergency Fund, adopted unanimously by the General Assembly of the United Nations 8 December 1948

THE GENERAL ASSEMBLY

HAVING CONSIDERED the reports of the Economic and Social Council and of the Executive Board of the International Children's Emergency Fund,

NOTES that substantial relief for the emergency needs of children in many countries has been administered during 1948, that additional countries are applying for assistance in 1949, and that additional resources accordingly are needed;

NOTES the conclusion of the Economic and Social Council that there exist practical and effective means for bringing relief to the continuing emergency needs of children, provided that further contributions are received;

NOTES WITH SATISFACTION the successful arrangements made for co-operation between the Fund and the World Health Organization;

APPROVES the report of the Executive Board;

EXPRESSES GRATIFICATION that twenty-five States thus far have contributed to the Fund, some of them having already made second contributions;

DRAWS THE ATTENTION of Members to the necessity for prompt contributions from Governments to enable procurement of supplies to proceed for the work of the Fund in 1949 and, generally, to meet the objectives for which the Fund was established.

Hundred and Seventy-seventh Plenary Meeting
8 December 1948

United Nations International Children's Emergency Fund
Lake Success, New York

MAY 1949

The Work of the Children's Fund

The following statements on the origin, policies and future operations of the United Nations International Children's Emergency Fund were made to the Third Committee of the General Assembly of the United Nations, December 2, 1948 by Mr. Alan S. Watt and Mrs. Eleanor Roosevelt in support of a joint draft resolution on the Children's Fund submitted by the Australian and United States Delegations. The resolution, which appears on the opposite page, was adopted by the General Assembly which thus endorsed the work being done and drew to the attention of governments the necessity for prompt contributions to the Fund.

STATEMENT BY MR. WATT:

The United Nations International Children's Emergency Fund completed its first winter of supplementary feeding in 1947-48 and is entering now on its second winter. It has spent about \$60,000,000. Though this amount is quite inadequate to the needs the Fund was established to meet, it is still a sufficiently significant sum to call for serious consideration of the Fund's activities by this Committee. The moral significance of this operation is even greater than the financial. The Children's Fund, as the operating agency, and the United Nations Appeal for Children, as a related fund-raising agency, have taken the name of the United Nations to peoples in all parts of the world, both in member and non-member countries. Especially in a number of the latter countries these operations constitute an important link with the United Nations.

I propose, therefore, first to speak briefly about the history of the Fund, then to refer to a number of policies governing its operation, and finally to refer to the Fund's future operations.

THE FUND'S ORIGIN AND EARLY HISTORY

The United Nations Relief and Rehabilitation Administration (UNRRA) in the concluding stages of its work concentrated on assistance to children. The UNRRA Council, at its last session in August 1946, recommended the creation of a Children's Fund to carry on this work.

This proposal was brought to the Economic and Social Council in September 1946 by the late Mr. Fiorello LaGuardia, then Director-General, and unanimously recommended to the Assembly. In turn the General Assembly in December 1946 passed unanimously Resolution No. 57(I) setting up the Children's Fund. Administration of the Fund was vested in an Executive Board consisting of the then members of the Social Commission, the members of the UNRRA Standing Committee on Children, together with delegates from

Argentina, Byelorussia and Sweden. Later Switzerland was included in the Board's membership. Altogether, 26 nations were represented.*

The Fund was fortunate to obtain as its Executive Director, Mr. Maurice Pate, who had had extensive and distinguished relief experience. He was a member of missions to Europe headed by former President Herbert Hoover after both World Wars. During the second World War he was Director of the Prisoners-of-War-Relief Section of the American Red Cross.

The First Contributions from Governments

In 1946 UNRRA was giving one meal a day to 5,000,000 children in seven European countries: Austria, Czechoslovakia, Greece, Hungary, Italy, Poland and Yugoslavia. The Fund, in March 1947, laid before the Economic and Social Council its plan of operations for that year: the goal was to give a food supplement of 230 to 300 calories, roughly half a meal, each day to 20,000,000 children. To do so would have required \$200,000,000 from donor governments for that year alone.

The Fund has actually received from donor governments for both 1947 and 1948 only about \$60,000,000 so far, and the promise of a further matching contribution from the United States of America as other contributions are received.† So limited, it has been able to give its half-meal to only 4,000,000 children.

Not only was less money received than was hoped for: it took longer to get into operation than had been anticipated because of the time taken by the governments to make donations to this new international machinery. UNRRA ceased its operations in Europe December 31, 1946. The Fund, which had not been formally established until December 11, was left to take over but it was without funds. The first substantial installment of the promised residual assets of UNRRA did not become available until September 1947.

Five months elapsed before the Fund received its first government contribution. In May 1947 the United States made the first of two very generous appropriations which have been of outstanding assistance in carrying out the Fund's work.†† The first authorization was a contribution of \$15,000,000 outright with a further \$25,000,000 promised on a matching basis. A number of other countries then made or pledged contributions and by June \$20,000,000 was in sight. The

* Argentina, Australia, Brazil, Byelorussian Soviet Socialist Republic, Canada, China, Colombia, Czechoslovakia, Denmark, Ecuador, France, Greece, Iraq, Netherlands, New Zealand, Norway, Peru, Poland, Sweden, Switzerland, Ukrainian Soviet Socialist Republic, Union of South Africa, Union of Soviet Socialist Republics, United Kingdom, United States of America, Yugoslavia.

† As of May 1949 government contributions and pledges totalled \$76,000,000.

†† A total of \$100,000,000 has been authorized of which \$75,000,000 has been appropriated through June 1949, on a matching basis of \$2.57 for every \$1 contributed by other governments. An extension to June 1950 is under consideration.

Executive Board was then able to make its first allocations and authorize procurement.

The First Allocations to Countries

The Fund based its allocations for particular countries on information from UNRRA; on a special report from a distinguished authority on nutrition, Dr. Arnold Meiklejohn of the University of Edinburgh; and on a special survey by Dr. Martha M. Eliot, Associate Chief of the United States Children's Bureau. In the summer of 1947 Dr. Eliot, who was lent to the Fund as its Senior Medical Consultant, had visited Austria, Bulgaria, Czechoslovakia, France, Greece, Hungary, Italy, Poland, Rumania and Yugoslavia.

Shipment of foodstuffs began in September, within ten days after actual transference of the United States contribution to the Fund; and by the end of the year 20,000 tons had been shipped. In December, or soon after, feeding began in Austria, Bulgaria, Finland, Hungary, Italy, Poland and Rumania. A large allocation had also been made to China. (UNRRA operations did not cease there until June 1947.)

Despite this late start the Fund was able to make a contribution of great significance during the winter of 1947-48, more so because of the failure of the 1947 harvest. The Fund's supplies were urgently needed.

The Scale of the Fund's Present Operations

The Fund's real operations thus did not actually begin until 1948, one year after its establishment by the General Assembly. With regard to more recent history, I shall not take up the time of the Committee with details members will already have gathered from the report before us.*

I shall only say that contributions totalling approximately \$60,000,000 have been received from 25 governments† and further matching is conditionally available from the United States. The equivalent of \$30,000,000 of UNRRA assets has been transferred to the Fund, a transfer now virtually complete. The Fund's share of money raised in 28 countries through the United Nations Appeal for Children amounted to the equivalent of more than \$10,000,000. In all, therefore, the Fund at this time has received or had pledged to it approximately 100,000,000 dollar equivalents.††

The Fund is today operating in 12 European countries—Albania, Austria, Bulgaria, Czechoslovakia, Finland, France, Greece, Hungary, Italy, Poland, Rumania and Yugoslavia—and bringing aid to some

* "Report of the Executive Board of the International Children's Emergency Fund" UNICEF Doc. E/901.

† Since then four other governments have contributed.

†† Approximately \$118,000,000 as of May 1. See financial statement.

4,000,000 children. It is about to begin a limited programme in Germany including, along with other aid, the distribution of cod-liver oil. A feeding programme has been started in seven Chinese cities, and an expansion of the work there is planned. Eight other countries and six British territories in the Far East are included in the Fund's programme. In Palestine and neighboring countries the Fund is bringing aid to more than a quarter of a million mothers and children among the refugees from combat areas.

Besides these country-by-country programmes, the Fund is also engaged in a mass-vaccination programme against tuberculosis. Children are already being inoculated in six of the European recipient countries and plans are well along for initiating similar programmes in others. This work seems likely to be widely extended outside Europe in 1949.

POLICIES OF THE FUND

What are the policies which have been developed to guide this widespread operation?

It will be recalled that the Fund inherited from UNRRA in Europe a project of limited size. By the time the Fund took over, most of the devastated countries were making special efforts to overcome the effects of war on their children. It could be foreseen that within a few years these countries would be able themselves to take over the essential maintenance of their children, though certainly at the cost of sacrifices to the rest of the population. However, for a few years help would be needed for certain types of food, particularly the protective foods—fat and high-quality protein—which would inevitably be in short supply.

In view of these circumstances certain policies were decided upon by the Executive Board, as outlined below.

Supplementary Milk Feeding as the Basic Programme

Upon the advice of a special committee convened by the Nutrition Section of the Food and Agriculture Organization and the World Health Organization-Interim Commission in July 1947, procurement and distribution of milk were given first importance. This concentration on milk was a direct continuation of UNRRA's work. It could even be said that it was UNRRA which taught many of these European countries the value and use of dried milk in child-feeding programmes. The logic of supplying milk is apparent. Milk, with its calcium, helps to build the bones of children, which was the first task; it had to be left to a later stage fully to cover the bones with flesh. Milk is high in protein—the body-builder—important because of the particular shortage in devastated countries of animal-protein foods generally, meat as well as milk. Moreover, dried milk is, by reason of its concentration, one of the most economical foods to transport, and it can be reconstituted and served without elaborate equipment or training of personnel.

A further and most ingenious policy, likewise adopted on the advice of the FAO-WHO.IC Technical Committee, is to use skim milk and to supply the fat equivalent separately, except for infants under one year of age for whom whole milk is supplied. The fat is generally given in the form of a lard spread. Skim milk plus lard is equal in nutritive value to whole milk, but it is much cheaper. By this means, the same amount of money is made to go three times as far as if whole milk only were supplied. Cod-liver oil is included in the UNICEF feeding programme, and in some countries it has been necessary to supply a limited amount of meat. It was agreed, and has since been rigidly followed, that no item of food would be supplied to a country if a similar item was exported in any form.

The Fund's feeding operations in Europe mean essentially that each of the 4,000,000 children under its programme is given a cup of milk a day, a cup containing forty grams of dried skim milk amounting to something less than half a pint. It is not flavoured with chocolate or cocoa because those items are too expensive. The Fund's operations are much more austere than those of many private relief agencies. This austerity, we believe, is appropriate for an organization receiving from governments and peoples contributions that often represent a considerable sacrifice to the donors.

The Matching Principle

I come to the second important policy, the so-called "matching" principle. As I have said, the Fund's objective, though large in relation to what it has actually been able to do, was still a limited one—to help certain countries back to a stage where they could look after their own children. Hence, it has all the time tried to act as a stimulator of, and an auxiliary to, government programmes. It has tried to establish and develop its programmes in such a way that governments will be in a position to carry on where the Fund leaves off. In keeping with this objective the Fund's contribution must be matched by the government or some voluntary agency within the assisted country; in addition to what UNICEF supplies they must give an equal amount to the children.

In practical terms the matching that goes with the mug of milk frequently consists of bread, potatoes, stew or soup. In effect, the Fund provides half a meal and the government or the voluntary agency provides half a meal, and thus a free school meal is provided. Moreover, this contribution on the part of the government is in addition to what it would otherwise be doing for children.

School-Feeding

Thirdly, in the European countries in which it is operating, the Fund is concentrating on school-feeding programmes. In all instances it tries to use existing institutions, for by so doing the milk and other foods which it supplies can be handled without waste, and with certainty that the food is actually used by the children for whom it is

intended. UNICEF has assisted, and continues to assist, orphanages, children's hospitals and kindergartens, but more and more it works through the schools. Generally speaking, the school-age group is more in need of the Fund's aid than are the younger children, many of whom benefit from priorities in milk distribution. The school-agers, moreover, are "the war's children."

The Trustee Principle

A fourth policy relates to the Fund's method of operation in recipient countries. In order to encourage the continuation by governments of programmes started by the Fund, and also for reasons of administrative economy, it was decided at the outset to use internal government machinery for distribution. The Fund procures supplies and delivers them to the country for which they are allocated. They are then taken over by the government department or group of departments responsible for distribution; for example, the Department of Education or Social Welfare. These government agencies then look after the remaining stages of the operation until the food reaches the children. They do this as trustees for the Fund, a position which is formally recognized by the fact that the Fund retains ownership of all supplies until they are consumed by the children. These matters are covered by an agreement between the Fund and each government concerned.

The Fund's Missions

The Fund also maintains an advisory and supervisory mission in each recipient country. A small international staff is headed by a mission chief who comes, in almost all cases, from a donor country. The function of the mission is to maintain liaison with and to advise the government and local authorities, to help the people in the field overcome any operational difficulties, to visit the schools and other institutions where UNICEF foods are being used, and to check the distribution of all supplies. The mission, in turn, advises the Fund about how the programme is working out. Local expenses of the mission are met by the government of the recipient country.

Policies Relating to the Distribution of Shoes and Clothing

In addition to milk and some other foods, the Fund is also supplying certain other commodities. In particular, it is helping to provide shoes and clothing to meet an urgent need in many of the European recipient countries. For lack of shoes and warm clothing a considerable number of children cannot attend school during the winter months, and thus lose not only their schooling but also the supplementary meal which UNICEF is helping to provide. Five million dollars worth of hides and leather, wool and cotton are being shipped by UNICEF to 11 of the European countries in which it is operating feed-

ing programmes,* and to Germany. Here again, in accordance with the principle of matching, UNICEF supplies only the raw materials, and the country itself bears the cost of their manufacture.

A Lasting Effect

The Fund's aid, as a matter of policy, is given with a lasting effect in view; i.e., it seeks to make a permanent contribution to child welfare. This principle has also been expressed in the Board by saying that the Fund should make a significant contribution to a particular problem, as in the case of mass-vaccination against tuberculosis.

The policy of strengthening permanent child health and welfare programmes was recommended by the Economic and Social Council at its fourth session in March 1947. It is given effect through such policies as matching, by which at least part of the cost of free school meals is established in the budget of the recipient government.

The most striking instance of how the Fund's help is given for long range purposes is a project now under expert examination by the Fund and the Food and Agriculture Organization. The purpose is to help countries set up milk-processing plants so that they themselves can supply wholesome milk for the children as the Fund is doing now. In many of the countries the flush season for milk is rather short. By drying some of that milk better use can be made of indigenous supplies for children the year around. In aiding these countries the Fund would supply only that equipment which was not available or could not be produced locally. As the matching principle would work out in this instance, the Fund's contribution of essential imports would represent less than half the total value of the completed installations: the buildings, labor and ancillary equipment would be supplied locally.

Allocation to Recipient Countries

By Resolution No. 57 (I) the Fund was required to use its resources, first, for the relief and rehabilitation of children of countries that were victims of aggression; second, for the benefit of children of countries that had received assistance from UNRRA; and, third, for child health purposes generally.

The Assembly's resolution also lays down that there shall be "equitable and efficient distribution of all supplies on the basis of need without discrimination because of race, creed, nationality status, or political belief."

In Europe the countries being assisted by UNRRA were Albania, Austria, Byelorussia, Czechoslovakia, Finland, Greece, Hungary, Italy, Poland, Ukrainian Soviet Socialist Republic and Yugoslavia. The Fund has provided assistance to all those countries except Byelorussia and the Ukraine, which did not apply. In addition, the Fund's aid

* France is not receiving this type of assistance.

has been given to Bulgaria, France, Germany and Rumania. In the Far East, UNRRA assisted China, Korea and the Philippines. The Fund has a programme under way in China and is about to begin work in the Philippines. Allocations have also been made to India, Ceylon and Pakistan; Burma, Indo-China, Indonesia and Thailand; and to Hongkong, Singapore and other non-self-governing territories.*

Allocations are made by the Executive Board only after study and recommendation by the Programme Committee, which in turn has had for consideration the recommendations of the Administration. This procedure has been established as a safeguard against snap judgments and emotional appeals: although the rule does not always hold, the recommendations of the Administration and Programme Committee are followed in the majority of cases.

I described above the inspection trip made by Dr. Eliot, prior to the setting up of the European programmes. The Fund has continued to give greatest weight to the evaluation in the field by a skilled observer. In the majority of cases the observer has been the Executive Director, who has spent a great deal of time traveling in the recipient countries. Occasionally special surveys have been commissioned, as for example, the survey mission to South-East Asia by Dr. Thomas Parran, former Surgeon General of the United States Public Health Service, accompanied by Dr. C. K. Lakshmanan of the All India Institute of Hygiene and Public Health in Calcutta.† Similarly a mission led by Dr. Meiklejohn, who had made the nutrition survey for the Fund, was sent into Germany prior to consideration of requests for aid. Recently Dr. Reginald Passmore of the University of Edinburgh, visited five Latin American countries for the Fund.

Last August, when the Board was preparing its programme for 1949, the Administration gave to the Programme Committee comprehensive reports from its mission chiefs in the recipient countries. These reports dealt with such matters as food rations or supplies, and calorie levels, especially for children; the level of milk supplies; the country's food imports or exports, if any; the extent of tuberculosis among children; the number of war orphans; and other pertinent data. In addition, the Board has been greatly assisted by the reports of the Food and Agriculture Organization, and the surveys of the Economic Commission for Europe and the Economic Commission for Asia and the Far East.

The basic starting point in making an allocation is, of course, the number of children and adolescents up to the age of 18 years in each country. The Board makes its allocation in terms of child units. These units carry with them a sum of money necessary to provide for one child a stipulated amount of milk, fat, and cod-liver oil and varying quantities of other foods, raw materials and medical supplies.

In the European recipient countries, child units provided for amount

* Allocations have since been made for Japan and Korea.

† See list of publications for reports mentioned in this paragraph.

to 6 per cent of the child population. This proportion is not followed at all mechanically, for the general state of need among the children is also considered. Thus, in Austria, which is the recipient country most dependent on food imports, 14 per cent of the children are being assisted. In Yugoslavia, Greece and Poland, which all suffered exceedingly heavy war devastation and destruction, from 9 to 11 per cent of the children are included. In Albania, Bulgaria, Czechoslovakia, Hungary and Rumania the proportion is from 5 to 7 per cent. In Italy, where there was less physical destruction than in other recipient countries, and where food and milk production are nearer prewar levels, only 4 per cent of the children are receiving the Fund's assistance; but, because Italy has a large child population, the programme there is in numbers equal to that of Poland, these two being the largest in Europe.

Policy Modifications in Asia

In Asia, certain modifications have been made in the Fund's policies in order to meet special needs. The food problem there differs from that of Europe. Rice-producing capacity was reduced about 10 per cent compared with a reduction in milk-producing capacity of 40 per cent below the prewar level in recipient countries in Europe in 1947-48. True this war-induced rice scarcity is superimposed on a food shortage of long duration. The causes of that food shortage are deep-seated, being related to economic underdevelopment, and cannot be dealt with by the Children's Fund.

The survey of children's needs in South-East Asia, previously referred to*, made it clear that the food problem is of such proportions that it would be very difficult for UNICEF to make a significant contribution to its solution. In the more tropical regions people are not used to milk; and for reasons of climate and geography, governments would have no prospect of continuing the supply of milk, even if the Fund were successful in teaching children to drink it.

On the positive side, however, it could be concluded from the report that the Fund might make a particular contribution to child health in those areas. During the Japanese occupation, training of health personnel had become disorganized; and medical supplies had not been replaced. The tuberculosis rate among children is often more than double that in Western countries. Malaria is a leading cause of death among children. High rates of syphilis are found among pregnant women. In addition, these tropical regions have the special problem of yaws, a disabling and disfiguring disease which particularly attacks children from the ages of two to six years.

Hence, the typical programme of the Fund in South-East Asia involves aid of two kinds: (1) medical supplies and equipment, and (2) the training of local personnel in techniques for the control of

* See publications list.

specific child-welfare problems. The food that is supplied is for use mainly in connection with medical projects.

It is quite possible that a similar type of programme will be found the most useful for China.

Cooperation with World Health Organization

The medical part of the Fund's Asian programmes, as well as the financially small but very significant amount of medical assistance which it is giving to European recipient countries, could only proceed on the basis of close collaboration with the World Health Organization. Appropriate policy and machinery were formally approved by the last session of the Economic and Social Council. It has been agreed by both organizations that the Fund will, in all technical medical matters, follow the advice of WHO as the competent international authority in the field. Matters of health policy on which the Fund programmes have a bearing will be jointly determined, and for this purpose a joint committee has been set up. It has already held two series of meetings at which the happiest working arrangements have been adopted.

Anti-Tuberculosis Vaccination

I have no time to refer as I should like to the remarkable programme of anti-tuberculosis vaccination in which the Fund is participating. This programme, under which more than a million children have already been vaccinated with BCG*, a French discovery further developed in Scandinavia, now extends under the auspices of the Fund to 21 countries in four continents, and our delegation hopes that in 1949 it will be extended to many more countries.

This undertaking is a joint enterprise with the Scandinavian Red Cross Societies, which had engaged in this preventive work immediately after the war. The Scandinavian countries are furnishing most of the professional personnel. These countries, furthermore, are meeting half the cost of the European programme with government contributions and with money raised through the United Nations Appeal for Children.

Vaccination protects children by reducing the chance of infection by 80 per cent and thus makes a notable contribution to tuberculosis control, particularly at a time when so many are vulnerable as a result of war and postwar malnutrition and other deprivation. This project illustrates very well the main principles of the Fund's operation, in that the programme is something which the Fund starts and governments assist and carry on, meeting the major part of the expense even from the beginning, training their own vaccination teams, and in many cases undertaking the manufacture of their own vaccine.

* Bacillus-Calmette-Guerin.

THE FUTURE OF THE CHILDREN'S FUND

It is not necessary for this Assembly to look too far ahead to the permanent provision that might be made by the United Nations and its specialized agencies for international assistance to promote child welfare. At this point we are concerned with an emergency operation which is not yet finished.

In Asia operations are only beginning. In order to leave behind permanent results through the reconstitution of stocks of medical supplies, the re-establishment of means of supply, and the training of personnel to tackle child welfare problems, more than one year's work is required. In Latin America some surveys have been made and discussions held, but the stimulus that the Fund might give to local action in this region has not yet been applied.

As for the European situation, as far as the Fund is concerned, the main problem is an adequate milk supply. Food production recovers more slowly from war than manufacturing production, and milk and fat production, in turn, more slowly than the production of cereals. Recovery, moreover, was held back by the severe drought of 1947. Although Europe has had a very good crop this year, it still was not sufficient to lift grain production up to the prewar level a person. More than a single good season will be needed to restore the herds of cows which have been greatly depleted in the war and in the postwar drought.

In this connection the Food and Agriculture Organization, in its recent publication *European Programmes of Agricultural Reconstruction and Development*, shows that in the first years of the 50's bread-grain production in European recipient countries should recover its prewar level, but that milk production a person will still be down by 15 per cent. As far as children are concerned, this milk deficiency may be overcome earlier by the diversion of a greater proportion of the local supply to child needs, a diversion which is already taking place in most European countries. Even so, it appears probable that in Europe, too, more than another year's work is required of the Fund.

(Mr. Watt then made an urgent appeal to all States Members of the United Nations to give UNICEF, an organization the importance of which was unanimously acknowledged, effective support in the form of prompt contributions. Recalling the unanimity manifested by the working group instructed to study measures for the creation of UNICEF, he urged that in these times of political divergence the same unanimity should be maintained on a question concerning which there could be no disagreement. By so doing, though the present generation had shown itself incapable of ensuring world peace, the future generation, preserved by the work of the Fund, might be able to transform mankind's eager desire for peace into reality.)

STATEMENT BY MRS. ROOSEVELT:

It is a very human tendency, Mr. Chairman, to consider that the United Nations affairs which are debated most heatedly and require the most time in our committees are for that reason the most important questions before us. On the other hand, I have noticed a habit of dealing all too quickly with certain business which is non-controversial. It would be most regrettable if we paid only slight attention to such matters, for they are often the most constructive in substance. They represent some of the most visible achievements the United Nations has been able to make in its first few years of existence.

The United Nations International Children's Emergency Fund is one of these non-controversial matters, for all are agreed on the worth of its work. It is our duty, I think, to discuss the Fund fully and evaluate that work.

The Fund's Work

The General Assembly launched the Children's Fund in December 1946, but it was only about a year ago, after the complicated business of buying, shipping, and distributing supplies, that the Fund began actually to dispense its aid to children in the devastated countries of Europe. UNICEF, as the organization is now familiarly called, has been providing more than 4,000,000 children in the neediest areas of Europe with a daily supplement of protective food, mainly milk, economical kinds of meat and fish, fat and vitamin-rich fish-oil. At the same time, its programme has been expanded to meet the emergency needs of children in many other countries in many parts of the world.

The Fund's help is going, or soon will be going, to children and mothers in 28 countries and 6 territories, and to children and mothers among Arab and Jewish refugees in the Middle East. Twenty-five countries* have contributed money, supplies, or services. Twenty-six countries are on the Executive Board of the Fund. This cooperation between nations has been of the first importance, not only for its immediate objectives, but as an example of the way we can all work together once we agree on a purpose, in this instance a cause of great appeal—the need to help the coming generation in war-devastated areas through an acute emergency.

Recently the scope of UNICEF activity has been enlarged in several ways. First of all, the programme has been augmented by an anti-tuberculosis vaccination campaign that is becoming world-wide. About 50 million children in Europe are being tested, and of that number about 15 million will be inoculated with BCG (Bacillus-Calmette-Guerin), a vaccine which protects them for two or three years. Eventually, so it is hoped, well over 100 million of the world's children will have been tested as a first step in giving them this protection. This

* By May 1949 the total had been brought to 29 contributing countries.

programme is being undertaken by the Fund and the Scandinavian Red Cross Societies in cooperation with the World Health Organization.

Other medical campaigns in which the Fund is participating with the World Health Organization and with governments are directed against venereal disease in children and against malaria. The latter campaign is having unanticipated but happy results: it is not only bringing about a reduction in infant mortality from malaria; it is also reducing infant diarrhoea, for the DDT provided for malaria control is killing flies as well as mosquitoes.

Secondly, UNICEF has been able to follow through on the policy established at the outset that these emergency measures should be used to strengthen permanent child health and welfare programmes. For a notable example, the Fund accepted the offer of the French government to conduct for UNICEF a course in social pediatrics, the first of its kind, at the *Ecole de Puericulture* of the *Faculté de Médecine de Paris*. This course, given last spring, brought together men and women who are carrying a heavy responsibility for developing child health and welfare programmes within the UNICEF-assisted countries. Similarly, courses have been organized and conducted in Sweden and Switzerland in cooperation with the respective governments. Other joint efforts of this kind are now being developed in other countries, not only in Europe but also in the Far East. For an example of another kind, the Fund has allocated \$2,000,000 for equipment in order to increase milk supplies for children within the European-assisted countries. By this means, UNICEF is not only helping in an emergency, but its aid will bring about long-term benefits.

In the third place, the Fund, which up to this time has been operating mainly in Europe and in China, has been expanding its geographical scope of operations. In the Far East aid will soon be going to Burma, Indo-China, Indonesia, Thailand, the Philippines, United Kingdom territories, and India, Pakistan and Ceylon. Countries of North Africa and the Middle East are also included. The latter are being drawn into the Fund's BCG vaccination programme.

Needs of children in Latin America are likewise being considered. A UNICEF nutritionist has been acting as consultant in Latin America on problems of child nutrition and school-feeding. Last summer this same expert made a survey tour in Paraguay, Chile, Bolivia, Peru and Colombia and reported on child health and nutrition needs.* A still further development, the governments of all 20 Latin American republics have been advised in detail by the Fund's Executive Director as to the Fund's medical and technical programmes that might be most suitable and helpful in those countries. Further action may be expected. Mexico, among other countries, has recently applied for assistance in a BCG anti-tuberculosis vaccination programme.

* Dr. Reginald Passmore. See publications list.

Last August a new and unusual call for help came on behalf of mothers and children among the Arab and Jewish refugees in Palestine. Responding instantly to this appeal, the Fund first made available about half a million dollars for a two-months' emergency programme, and within less than a month the first UNICEF supplies from overseas reached Beirut for distribution. This prompt action, to quote the Mediator on Palestine, served as the foundation for the relief programme in that area. Later, the Executive Board allocated \$6,000,000 more to this work.

The Fund's Principles in Operation

The success of the Children's Fund has been outstanding enough to justify an examination of the kind of organization it is and the principles on which it operates. In the original resolution, which I have already mentioned, the Assembly decided that "the Fund shall consist of any assets made available by governments, voluntary agencies, individuals or other sources." By far the greatest part of the Fund's resources has been provided by governments and by UNRRA. Out of a total of more than \$100,000,000 in resources, actual or reasonably to be anticipated, all except about \$10,000,000 has come from those two sources. That smaller amount is from voluntary contributions, mainly through the United Nations Appeal for Children.

UNICEF has maintained important principles. First, supplies going to each country must, in a general way, be matched by supplies or services provided within that country itself from its own resources. Another principle, and one stated in the original resolution, is that distribution of UNICEF supplies or other assistance should be "on the basis of need, without discrimination because of race, creed, nationality status, or political belief." Receiving countries must submit satisfactory reports on the use of UNICEF aid, and the Fund asks that due recognition be given within receiving countries to the United Nations character of this assistance.

My government holds that we should recall and reaffirm these principles today. We are gratified by the evidence that there has been a concerted attempt to follow them as closely as possible in administering the trust of the Children's Fund. This has been no easy task, requiring as it does a field staff in many countries in many parts of the world to provide liaison with local authorities and to work with both governmental and non-governmental groups having responsibility for distribution of the Fund's resources.

Looking back to the day two years ago when the Fund was created, it will be remembered that at that time the work of most specialized agencies now associated with the United Nations was to a large extent just beginning, or had not started at all. Only in the last few months has the World Health Organization formally come into existence. In the natural order of affairs it is well now to consider means by which the Children's Fund and the specialized agencies, such as the World Health Organization, and the Food and Agriculture Organiza-

tion, and the United Nations Educational, Scientific and Cultural Organization, can best reinforce each other's work on behalf of children.

At the very beginning of the UNICEF feeding programme, an excellent example of joint action with the WHO and FAO is to be observed: at that time a committee of experts from the three organizations laid out general principles to be followed in UNICEF's feeding programmes. Their decisions took into account questions of nutrition, availability of foods during the period of acute shortage, as well as procurement, shipping and distribution. The excellent feeding programme that resulted certainly demonstrates the usefulness of this kind of cooperation.

It may be well to point out at this time that while most of the specialized agencies are principally advisory in character and their funds are largely for administrative purposes, the Children's Fund is a supply organization with money to buy milk and medicine, as well as to provide general administration. The importance of keeping these distinctions clear and the operating relations as precise as possible explains why my government approves the establishment of a Joint Committee on Health Policy, by the Children's Fund and the WHO, and why the United States Delegation went so far as to introduce the paragraph in the resolution of the Economic and Social Council which notes with approval the arrangements for cooperation made by the World Health Organization and the International Children's Emergency Fund.

Cooperation between the Fund and other specialized agencies, while less formal, has been very real and productive of good results. I have already referred to cooperation with the FAO. It seems to my government that the kind of relationship worked out between the Fund and the WHO might be seriously considered as a pattern for arrangements between the Fund and other agencies.

The Need for Further Help From Governments

While the United States has always taken the closest interest in the work of the Fund, as shown by its membership on the Executive Board and the various committees, and has followed the day-to-day operations with care, perhaps the greatest evidence of support has been the very definite fact that we have appropriated \$75,000,000 to the Fund.

It should be recalled that former resolutions have indicated that, because of limited resources, the Fund is performing only a fraction of the work which would be desirable. We hope that the interest and support of the countries of the world will be forthcoming in this most acute emergency, and thus enable the Fund to leave a permanent mark on the structure that peoples and governments are building to care for the health and welfare of children.

**RÉSOLUTION No. 215 (III) on Extension of the United Nations
Appeal for Children**

THE GENERAL ASSEMBLY

NOTING the widespread response to the United Nations Appeal for Children, the large number of countries which have co-operated in the conduct of national campaigns, and the co-operation and support for the Appeal provided by non-governmental organizations,

RECOGNIZING that the aftermath of devastation and dislocation resulting from war has revealed specific needs of children in many countries, and that a moral responsibility falls on the peoples of all countries to act for the greater well-being of children throughout the world,

NOTING, with approval, the provisions of resolution 162 (VII) adopted by the Economic and Social Council on 12 August 1948,

1. **CONTINUES** the United Nations Appeal for Children as a world-wide appeal for voluntary non-governmental contributions to be used for the benefit of children, adolescents, and expectant and nursing mothers, without discrimination on account of race, religion, nationality or political belief;
2. **INVITES** the co-operation of peoples of all countries to assist and support national activities in favour of the Appeal;
3. **DECIDES** that the proceeds of the collections in each country shall be for the benefit of the United Nations International Children's Emergency Fund, and that the name United Nations Appeal for Children shall be used only in national campaigns which are conducted for this purpose, subject to the provisions of resolution 92 (I) of the General Assembly governing the use of the United Nations name and abbreviations of that name;
4. **REQUESTS** the United Nations International Children's Emergency Fund, as the United Nations agency entrusted with special responsibility for meeting emergency needs of children in many parts of the world:
 - (a) To assist in the conduct of national campaigns for the benefit of the International Children's Emergency Fund, with a view to providing international co-ordination of voluntary governmental and non-governmental appeals for the benefit of children;
 - (b) To report concerning the appeals to the ninth session of the Economic and Social Council and to the fourth regular session of the General Assembly.

Hundred and Seventy-seventh Plenary Meeting - 8 December 1948.

APPENDICES

I. THE UNITED NATIONS APPEAL FOR CHILDREN

From the beginning, support for the Children's Fund has been a responsibility not only of the governments, but of peoples. To allow for active participation of the people, the United Nations Appeal for Children was launched in 1948 by resolution of the General Assembly. Forty-five countries and more than 30 non-self governing territories held campaigns. The funds thus collected for child-aid programmes, reported up to the present date, amounted to the equivalent of more than \$30,000,000. Of the total raised, the Children's Fund has received the equivalent of more than \$10,000,000, most of which has already been converted into goods and services. In a number of countries, the money raised for the Children's Fund has exceeded the amount contributed by the government, as shown in Table 1.

A second United Nations Appeal is being made in 1949, in accord with Resolution No. 215 (III), unanimously passed by the General Assembly on December 8, 1948. This resolution, which was presented jointly by Argentina, Canada, the Dominican Republic, Iraq, Pakistan, the United States of America and Uruguay, invites the cooperation of peoples of all countries in support of the Appeal. It further requests the Children's Fund to assist national campaigns undertaken on its behalf. The resolution reserves the name United Nations Appeal for Children to those campaigns which are solely for the Fund, although the Fund may benefit from other voluntary efforts.

A small international staff is now assisting organizations and committees sponsored by their respective governments to undertake national campaigns in support of the Appeal. Responsibility for the actual conduct of fund-raising activities lies with the national groups.

The following is a list of countries and territories that participated in the 1948 Appeal.

Afghanistan	Honduras	Philippines
Australia	Iceland	Poland
Austria	India	San Marino
Belgium	Iran	Sweden
Canada	Italy	Switzerland
Ceylon	Liberia	Thailand
Chile	Liechtenstein	Union of South Africa
China	Luxembourg	United Kingdom
Cuba	Monaco	United States
Czechoslovakia	Netherlands	Uruguay
Denmark	New Zealand	Venezuela
Dominican Republic	Nicaragua	Yugoslavia
Ecuador	Norway	28 British Territories
Finland	Pakistan	4 French Territories
France	Panama	East Indonesia
Greece	Peru	Mozambique
Guatemala		

II. THE FUND'S FINANCES

As of 1 May 1949, the Fund has received approximately \$118,000,000 from the following sources:—

	1947	1948	1949	Total
	\$'000	\$'000	\$'000	\$'000
Government Contribution and Pledges Through United Nations Appeal for Children	26,283	35,545	14,235	76,063
UNRRA Residual Assets	11,100	18,774	1,790	31,664
Other Private Donors	502	98	23	623
	37,885	64,767	16,048	118,700

Of the amount so far received, 65 per cent has come from governments; 26 per cent from the residual assets of the United Nations Relief and Rehabilitation Administration; and 9 per cent from individual contributions, principally from the 1948 United Nations Appeal for Children.

Practically the entire amount has either been spent or is allocated, as shown in Table 2. The first year \$46,500,000 was spent, for the most part for the European programme; for 1949, some \$70,000,000 has been spent or is allocated for programmes in Europe, Asia, the Middle East, North Africa, and Latin America. Funds available will permit operation of the current European programmes only at a reduced level and only until the beginning of winter. In the other areas only limited programmes can be undertaken, although the need is no less great and many requests for assistance are being received. To carry the European programme at more nearly adequate levels and permit an extension of the programme in other areas would require \$98,200,000. The Fund is, therefore, short of its minimum requirements through 1949 of approximately \$28,000,000.

The United States Congress authorized a contribution of \$100,000,000 to the Fund and appropriated \$75,000,000 of that amount to be made available immediately on the basis of \$2.57 for every \$1 equivalent subscribed by other governments. On this basis, the United States has contributed, as of 31 March 1949, approximately \$55,000,000 against approximately \$22,000,000 subscribed by other governments. There is required a further \$8,000,000 of contributions from other governments before the balance of \$20,000,000 from the United States appropriation can be obtained by the Fund for its 1949 requirements.

A further \$10,000,000 would be needed from other governments to obtain the balance of \$25,000,000 authorized by Congress. Thus, the Fund would have \$35,000,000 with which to continue operations in the first half of 1950, as against the \$50,000,000 that it is estimated would be needed. It is hoped that voluntary contributions through the United Nations Appeal for Children will provide a large part of the \$15,000,000 remainder.

TABLE 1

CONTRIBUTIONS AND PLEDGES BY COUNTRY AS OF 1 MAY 1949

	1947	1948		1949	Total Govt.
	Govt.	Govt.	UNAC	Govt.	Contributions
	\$'000	\$'000	\$'000	\$'000	\$'000
Australia	3,224	3,933	1,741	.....	7,157
Austria	.....	.....	.....	25	25
Belgium	.....	5	114	.....	5
Bulgaria	.....	.....	.....	9	9
Canada	5,000	200	1,150	.....	5,200
Ceylon	.....	.....	10	.....	.....
Cuba	.....	.....	54	.....	.....
Czechoslovakia	600	400	307	.....	1,000
Denmark	.....	417	.....	.....	417
Dominican Republic	20	50	11	200	270
Ecuador	.....	.....	13	.....	.....
Finland	.....	37	.....	.....	37
France	900	160	103	.....	1,060
Greece	.....	10	9	.....	10
Honduras	.....	.....	11	.....	.....
Hungary	.....	.....	.....	17	17
Iceland	40	.....	497	.....	40
India	.....	30	.....	.....	30
Israel	.....	.....	.....	20	20
Italy	.....	106	35	4	110
Liberia	.....	.....	1	.....	.....
Liechtenstein	.....	.....	2	.....	.....
Luxembourg	2	.....	.....	.....	2
Monaco	.....	.....	3	.....	.....
Netherlands	.....	3	27	.....	3
Newfoundland	100	.....	.....	.....	100
New Zealand	810	.....	1,578	403	1,213
Norway	69	22	213	.....	91
Panama	.....	.....	3	.....	.....
Philippines	.....	.....	60	.....	.....
Poland	50	200	.....	500	750
San Marino	.....	.....	1	.....	.....
Sweden	.....	.....	350	.....	.....
Switzerland	468	907	150	234	1,669
Thailand	.....	86	10	.....	86
Union of South Africa	.....	443	1,511	.....	443
United Kingdom	.....	403	1,411	.....	403
British Colonial Territories	.....	.....	157	.....	.....
United States	15,000	27,122	618	12,640	54,762*
Uruguay	.....	1,000	.....	.....	1,000
Venezuela	.....	.....	16	.....	.....
Yugoslavia	.....	11	60	183	194
UNAC—Lake Success, New York	.....	.....	124	.....	.....
	26,283	35,545	10,350	14,235	76,063

* Drawn against \$75,000,000 appropriation. Approximately \$20,000,000 remained to be drawn as of 1 May 1949 on basis of \$2.57 for every \$1 contributed by other governments.

The Fund's money is spent in accord with allocations made by its Executive Board. By far the largest part is spent for food, medical supplies, and raw materials, allocated on a country-by-country basis. Smaller sums are allocated for special projects; e.g., training programmes. The remainder is spent for moving the supplies and for administration. Costs of administration are held to less than 4 per cent.

In general, allocations are fixed for four or six months' periods to permit procurement in advance and to enable the recipients to make their plans accordingly.

TABLE 2

EXPENDITURES AND ALLOCATIONS THROUGH MARCH 1949

	1948	1949		Total Allocations Now Available for 1949
	Value of Supplies Consumed	Carry-Over From 1948	Allocations for 1949*	
	\$'000,000	\$'000,000	\$'000,000	\$'000,000
EUROPE	36.80	1.0	34.9	35.9
Albania, Austria, Bulgaria, Czechoslovakia, Finland, France, Germany, Greece, Hungary, Italy, Poland, Rumania, Yugoslavia				
ASIA	.45	10.8	4.5	15.3
China; India, Ceylon, Pakistan; Burma, Indo-China, Indonesia, the Philippines, Thailand, United Kingdom Territories; Japan, Korea				
MIDDLE EAST	.41	—	6.0	6.0
Arab and Jewish Refugees				
LATIN AMERICA	—	—	2.0	2.0
ANTI-TUBERCULOSIS VACCINATION PROGRAMME	1.42	1.5	0.5**	2.0**
ANTI-SYPHILIS PROGRAMME	—	2.0	—	2.0
TRAINING PROGRAMMES AND OPERATIONAL SERVICES	.34	—	0.5	0.5
SHIPPING	5.23	—	3.5	3.5
ADMINISTRATION	1.85	—	2.1	2.1
RESERVE	—	—	0.9	0.9
Total	46.5	15.3	54.9	70.2

* Including decisions of Executive Board through March 1949.

** In addition, \$1,500,000 is included in country totals for this work.

PUBLICATIONS OF THE UNITED NATIONS
RELATING TO
THE INTERNATIONAL CHILDREN'S
EMERGENCY FUND*

CURRENT INFORMATION

UNICEF: What It Is, What It Does, How It Works, How It Is Financed. Concise information about the Fund and its operations. Folder, 8 pp. English, French, Spanish.

UNICEF News. Reports the Fund's current activities. Suitable for newspapers and magazines, and agencies and organizations interested in the Fund. Issued periodically, 12 pp. Multigraphed.

The How, What and Why of the BCG Anti-Tuberculosis Vaccination Campaign. Describes progress of anti-tuberculosis vaccination in many countries. 13 pp. Mimeographed.

Children's Needs in the Far East. Report by Dr. Thomas Pattan on survey in South-East Asia for UNICEF in 1948. Reprint from *United Nations Bulletin*, October 1948. 8 pp.

PAMPHLETS

These Children. Describes the Fund's programme, methods of operation, and finances. Illustrated. 20 pp.

Report on Child Nutrition, prepared for the United Nations International Children's Emergency Fund by a joint committee of the Food and Agriculture Organization and the World Health Organization Interim Commission, July 1947: Principles of child nutrition and technical recommendations relating to supplementary feeding with milk, fats, and other nutrients deficient after the war. 16 pp. English, French, Spanish, Russian.

Facts about UNICEF: A compendium of detailed information about the Fund and its various activities. Mimeographed. 25 pp.

SELECTED OFFICIAL DOCUMENTS

Nutrition and Health of Children in Five Countries of South America. Report by Dr. Reginald Passmore on visit to Bolivia, Chile, Colombia, Paraguay and Peru, in July-August 1948. Mimeographed. 54 pp. (Doc. No. E/ICEF/83)

Report on Nutrition and Health Aspects in Six UNICEF Countries in Europe. Observations of Dr. H. F. Helmholtz and Dr. J. M. Latsky in Austria, Hungary, Czechoslovakia, Rumania, Greece and Italy on visits February-June 1948. Mimeographed. 53 pp. (Doc. No. E/ICEF/78)

The Conditions and Needs of Children in the United States, United Kingdom and French Zones of Germany. Report by UNICEF Survey Team, May-June 1948, Dr. A. P. Meicklejohn, Chairman. 40 pp. (Doc. No. E/ICEF/71)

Copies are available free upon request to United Nations International Children's Emergency Fund, 405 East 42 Street, New York 17, N. Y.; 43 Avenue du Marechal Fayolle, Paris 16e, France; 106 Whang Poo Road, Shanghai, China; 19 Phra Atit Rd., Bangkok, Siam; and United Nations Information Centers—Copenhagen, Geneva, London, Mexico City, Moscow, New Delhi, Paris, Prague, Rio de Janeiro, Shanghai, Sydney, Warsaw, Washington.

* Unless otherwise stated material in English only.