

GENERAL  
ASSEMBLYASSEMBLEE  
GENERALEA/164/Add.1  
6 November 1946

ORIGINAL: ENGLISH

ESTABLISHMENT OF AN INTERNATIONAL CHILDREN'S  
EMERGENCY FUND

## ANNEX

Extract from the Verbatim Record of the Thirteenth and  
Fourteenth Meetings of the Third Session of the Economic  
and Social Council, 30 September 1946

Speech of Mr. LaGuardia and Discussion of the Draft Resolution  
E/187 on the establishment of an International Children's  
Emergency Fund.

Mr. LaGUARDIA (DIRECTOR-GENERAL of UNRRA): Mr. President and Gentlemen  
of the Council, I appreciate your courtesy, and I am happy to state that I  
have a very pleasant mission to perform today, and to bring to you an  
activity which I am sure will meet with the enthusiastic unanimity of this  
Council and the General Assembly, and that is the care of children of the world.

At the Geneva Conference, the following resolution was approved  
unanimously:

WHEREAS: The rehabilitation of the children and adolescents of  
countries which were the victims of aggression is of paramount importance  
for the achievement of recovery, and

WHEREAS: Those countries have undertaken or are undertaking  
co-ordinated national programmes to achieve this end, which they regard as  
one of the vital national interests, and which will require emergency  
action by them over a period of years, and

WHEREAS: These national programmes cannot be carried into effect  
without imports of certain types of food and equipment, as well as  
reciprocal arrangements for technical services, and

WHEREAS: International assistance in the completion of these  
problems is desirable, and will be further helped by the co-ordination

of work of the Governments in voluntary agency on an international basis; and, it is, therefore,

RESOLVED: That such assets as the Central Committee may determine to be available after completion of the work of UNRRA shall be utilized for the benefit of children and adolescents, and

That such purpose might effectively and appropriately be served by the creation of an International Children's Fund to which such assets would be transferred together with any gifts for this purpose and for child health purposes generally which may be made by governments, voluntary agency, individuals, and other sources; that a standing committee of the Central Council be set up to prepare recommendations in agreement with the Economic and Social Council of the United Nations, and after consulting appropriate specialized agency of the United Nations and such voluntary agency as the Standing Committee may determine with a view to the establishment of international machinery, and to report to the Council or the Central Committee (a) on the step which should be taken to organize effectively and without delay the proposed activity, and (b) on the response which might be obtained from the several possible sources of funds.

A Standing Committee was appointed Mr. President, consisting of the Representative from Greece, Norway, Poland, Denmark, Ukraine, Brazil, Yugoslavia, Australia, Canada, France, China, USSR, United Kingdom and United States. Those subjects that came before the Council in Geneva met with such response as this: I don't know at this moment what funds UNRRA will have when we end our activities. UNRRA is no different than any other governmental agency coming to an end. I will watch it as much as I can to see that there is something left in the till when we close shop to give it to this very useful purpose.

I am very happy to inform the Council that the contribution by the American people recently was turned over to me by the Emergency Food Committee, and I have set aside \$550,000 as a fund for this Organization assuming that it

is approved by your Council and the Assembly. The money is tied up. I see to it that no one is able to touch it, and I will be able to turn it over as soon as this Organization is given life by this Assembly.

Now, gentlemen, its purpose is very clear. I need not dwell upon the necessity of this work. I consider it the most useful and effective of all of UNRRA's activities. UNRRA has established a Child Feeding in many countries. To give you the extent of the coverage, we have and are providing for 129,000 children in Australia, 280,000 in Czechoslovakia, 1,200,000 in Greece, 1,800,000 in Italy, 1,193,000 in Poland and 600,000 in the Ukraine. We don't claim, gentlemen, that we have covered the field entirely and satisfactorily, but we do claim that we have given sufficient help to save the lives of millions of children in Europe from the beginning of the UNRRA activities. This work consists mostly of providing at least one well-balanced, nutritious meal a day and to as many children as can be reached within the limits of our resources to provide medical supplies for these children, and such health service and medical service as is possible. This work - I want to be frank; I am always advised to pull my punches - that means, not to tell you everything, but I don't know how to do that; I haven't been around here long enough, and this work is costly, gentlemen. I must tell you, it is costly. You cannot provide for millions of children without necessarily entailing great expenses. But it is the very best investment that the concerted efforts of nations could possibly make. Therefore, I hope that an analysis of the cost of a minimum programme will not deter any of the Representatives sitting around this table, or will not prevent the enthusiastic approval of this plan.

In the beginning, of course, as I say money will have to be appropriated because the help which later on will be greatly limited would not be effective today. For instance, it would be of no help to give a mother in Poland or in Greece, or in Italy a bulletin on nutrition and diet for her child if the food is not available for that mother. Therefore, you must supplement your scientific and technical knowledge and assistance with food and medical supplies and clothes, and everything that is needed to protect this child or to save this

child's life. In the course maybe of the next three, four, or five years, I think the expense will be greatly reduced.

Now, this plan has been given a great deal of consideration by the Central Committee of UNRRA, and the Standing Committee. There is a report and a recommendation from the Standing Committee before you, and on behalf of these children who are in need, I want to plead most earnestly for favourable consideration. I do not believe that it will require an elaborate machine or a long and complicated constitution. If the United Nations on your recommendation will simply give it life, give it existence, I am quite sure that it will have less trouble in getting appropriations for this purpose, than anything else which may come from this Council or from the Assembly. I want to express the thanks of the Standing Committee and of UNRRA to Dr. Ludwig Rajchman of Poland, who has sponsored this plan, and who has guided it right through the Central Committee of UNRRA and the Council and the Standing Committee, and Dr. Rajchman has devoted his life to this subject and is a recognized authority on the matter of child care and child protection, and was so convincing at the Geneva Council that I am sure if there is anyone who entertains any doubt as to the necessity of this plan and this activity that Dr. Rajchman has the information which surely will convince you.

Mr. President, this plan, and a prompt adoption of this plan, will do more to encourage people all over the world, and to give new hope to the usefulness and effectiveness of this new world Organization. Here we start with the children, with the infants, and the babies, and we give them, for the first time in the history of the world, an equal chance to get the benefits of the progress of science and medicine. It would be disgraceful in this day and age, with the knowledge that we have, and the resources that are available if we delayed for a moment, when UNRRA ceases, to care and give these children, the future citizens of the world, an equal chance, or a chance at least, to live. There is nothing new in this, gentlemen. No one claims

any originality. The responsibility for the care of children is found in literature and in laws from the very moment that man could communicate or record a thought.

The Old Testament is replete with it. The New Testament is clear on it. We all accept it but we haven't done everything that is possible.

Now you take in New York City, if I may make a personal reference, a very rich City where our children, perhaps, have the best opportunity of any children in the world. We have school lunches here. During the period of unemployment we served several thousands of school lunches every day. At this moment we serve school lunches, a well-balanced meal. Some are given to the children; others, at a reduced cost. The Federal Government appropriates generously. The State Government appropriates; the local Government appropriates and these lunches are provided.

You see it reflected in the children. It has a great advantage, not only for the benefit of the child itself, but you build up the resistance of the child. He is not susceptible to contracting diseases and getting sick. Therefore there is a direct saving to the community.

Now every country involved here knows about immunization. Every country knows about preventive medicine. But that isn't enough at this moment in 1946, 1947 and 1948. We must translate that into something real by providing the necessary material help to enforce and to carry out the information we have. UNRRA is back of this one hundred percent. Of all the people whom I have consulted in setting aside this half million dollars just started, I have found no objection but a complete and enthusiastic approval. I am quite sure that for the scientific work there are many private sources in my country that will cheerfully contribute to get that part of the work started.

I submit this. As I say, I consider it a pleasant duty to do it because this is something so real and so useful and that will reflect returns immediately.

Mr. President, if there is any question I will be glad to answer it, that is, if you wish it.

The PRESIDENT: Now, we have to take into consideration the document presented to us by the Standing Committee of UNRRA on the General Fund. It is document E/187. We listened to the explanation of Mr. LaGuardia, and I think, on the basis of his explanation we could approve the Resolution as amended.

Mr. WINANT (UNITED STATES): Mr. President, the welfare of the people, and particularly the children, in the war-torn countries is of great concern to the United States.

With the impending cessation of certain UNRRA activities in these countries we believe it imperative that emergency action be taken in this session of the Council to provide for continuing certain important welfare services and activities, especially those relating to children, and that action be taken to utilize the funds which may be made available for this purpose.

The United States Delegation presented a resolution on this subject last week. After conferring with the Secretariat, it appeared desirable to make the original resolution more specific. The revisions suggested have been incorporated in document E/141/Rev.1. This paper you now have before you. My statement is directed to it.

The revised resolution refers to two resolutions adopted by the Council of UNRRA: The first, No. 95, instructed the Director-General of UNRRA to consult with appropriate authorities of United Nations with a view to considering the desirability of transferring to the United Nations UNRRA's Welfare functions, exclusive of those relating to displaced persons. It refers specifically to functions in the social welfare field, such as those concerned with the problem of undernourished and orphaned children, the maimed and the handicapped, as well as advising on community services and the training of skilled personnel.

The second resolution, No. 103, is also concerned with services to children and proposes that the residual assets of UNRRA, together with any

gifts which may be made by Governments, voluntary agencies, individuals, and other sources, would be utilized for the benefit of children and adolescents. It further suggests that such purpose might be served by the creation of an International Children's Fund to which such assets and gifts would be transferred. The resolution also provided for a Standing Committee of UNRRA to prepare recommendations in agreement with the Economic and Social Council; (a) On the steps which should be taken to organize effectively, and without delay, the proposed activities; and (b) On the response which might be obtained from the several possible sources of funds.

These resolutions relate to urgent and immediate needs requiring prompt consideration by the Economic and Social Council and the Social Commission. At both the meeting of the Temporary Social Commission and the recent Session of the Council of UNRRA, it was agreed that prompt action in behalf of children and other welfare services of UNRRA was necessary. The Social Commission may not be meeting for some time, and the welfare services of UNRRA will soon be discontinued. Therefore, the resolution provides that the Secretary-General should consult immediately with the Director-General of UNRRA and take other steps, with a view to the United Nations' assuming certain urgent and important functions in the field of social welfare, special consideration being given to children. The Secretary-General is asked to undertake such studies and investigations and to formulate such recommendations, as he may deem necessary, to assist in reaching a conclusion concerning measures that might be undertaken by the United Nations, to submit recommendations to the General Assembly regarding any matters requiring its authorization or special financial provision, and to take such other action, under the terms of the resolution, as he deems desirable.

Under the resolution, he would make his report available to the Social Commission at its first meeting, on the action he has taken. In addition, the resolution would require the Social Commission at its first meeting to make recommendations on the way in which United Nations can most effectively:

(a) Carry on essential functions performed by UNRRA in the field of Social Welfare, (b) On the manner in which the United Nations can assist in the rehabilitation of children and adolescents, and on the best use in an international programme of funds made available for this purpose.

UNRRA has rendered great service to countries faced with overwhelming problems of social reconstruction. At the request of Governments UNRRA has given advice and assistance in organizing services for the handicapped, the aged, the orphaned, and destitute children, for supplementary child feeding, in restoring social welfare institutions, and in training social welfare personnel. UNRRA has furnished personnel to serve as consultants to national authorities in the restoration and development of permanent social welfare programmes, has made information available to the Governments concerning many phases of relief and rehabilitation, and has been active in co-ordinating the services of voluntary agencies. All of these welfare services require the use of welfare specialists, who, through training and experience have developed the necessary know-how relative to the maximum utilization of community resources in assisting individuals and family to meet their economic problems. This skill is as important in the social field as industrial know-how is in the field of physical production.

These welfare services must not be allowed to lapse, and trained personnel must not be allowed to disband, while people continue to be in acute need, and resources for social assistance and social service are still in the process of reconstruction.

It is especially important that we take action to relieve the distress and promote the welfare of children in countries which have suffered from the tragedy of war. Their need is acute. Since they represent the hope of the future, their plight will have the first attention of each Government in its effort to promote the welfare of its people. However, there is need for international co-operation to provide supplementary assistance.

We have before us today, in addition to the United States resolution, a



proposal of the Standing Committee of UNRRA that the Council adopt a resolution on an International Children's Emergency Fund. I wish to endorse the establishment of a Fund which would consist of any residual assets of UNRRA, together with any gifts which may be made by Governments, voluntary agencies, individuals, and other sources. This does not involve financial commitment by the United Nations or its Members. However, I believe we would all agree that the United Nations, in the Economic and Social Council especially, have an obligation to make certain that machinery established for this purpose by the United Nations is appropriate for the purpose it is intended to serve and is properly related to all of our other activities to promote human welfare.

This problem comes before us as we are bringing to a close our current Session. Therefore, we cannot now give full and final consideration to the required international machinery. However, what we can do, and I believe should do, is request the General Assembly at its coming Session to arrange for the creation of a voluntary fund to be subject to the control of the Economic and Social Council.

Mr. HOFFHERR (FRANCE) (Interpretation from French): Mr. President, the French Delegation wishes to state its approval in principle of the draft proposal for the creation of an International Youth Fund to give help to children coming from countries that were victims of aggression. It seems to me that this is a subject which is worthy of an international effort, and I wish to welcome the generous initiative that has been taken in this respect.

I have, however, one or two points to make in connection with the financial aspect of the problem. Certainly, an exchange of views will be needed, and it seems to me that in order to secure the help that we shall need we should envisage one or two changes of form in this Document. I would like to propose two changes of form.

As regards the first paragraph, instead of speaking simply of an international organization we should speak of creating the necessary financial resources, obtaining the necessary financial resources. As regards

the second resolution, I propose that we should speak not of the creation of an organism but of organizing the distribution of resources, the distribution of the funds collected.

Mr. ARGYROPOULOS (GREECE): Mr. President, it is with great satisfaction and even with a great sense of relief that I welcome the proposal which lies before us concerning the rehabilitation of children and adolescents. It is hopeful to see the national collaboration directed toward the reaching of such a noble goal, which besides its humanitarian character, is of an outstanding social interest. Everybody, of course, realizes the importance of the child in society. Everybody knows that from the children of today depend the generation of tomorrow, but nobody who has not been, since the war, in one of the devastated countries which suffered as much as mine from enemy occupation and devastation can be aware of the acuteness of the problem of the children. It is difficult to imagine the thousands and tens of thousands of dark tragedies which disclose themselves day after day among the young, among those innocent and tender beings who are not responsible for the evils of this world.

UNRRA has already done much in that field, but there is still much to be done. It would be disastrous if UNRRA's activities were interrupted. I think that it is of the utmost importance that they be continued and even developed and raised to an international and social function.

That is why I support very warmly the proposal which has been submitted to us and wish that it may give most brilliant results.

Mr. FEONOV (USSR): The Soviet Union Delegation supports the draft resolution proposed by the UNRRA Standing Committee. Mr. President, the clock shows that it is already past seven o'clock.

Mr. NOEL BAKER (UNITED KINGDOM): Mr. President, as the United Kingdom Delegation desires to sit until midnight I am not inhibited at all by the clock.

I support both the resolution contained in paper 141 which I understand was moved by Mr. Winant and the resolution in 187 about the children's fund

which you have moved.

I should like to say on the first that I welcome it warmly, that the more the work of UNRRA is merged with that of the United Nations, the more will people understand that UNRRA was the beginning of a long continuing task which the United Nations will carry through, I hope, to a successful conclusion.

On the children's fund, I would only like to say on the first paragraph, on the form, that I am glad that it is very elastic, that the money is to be used for the benefit of children and adolescents of countries which were victims of aggression because how it is used will, of course, depend no doubt in considerable measure on the amount of money which is found. That must be certain. Therefore it is right that it is elastic. I want to emphasize the point.

On the second paragraph, I venture to hope that those who drafted the resolution for the Assembly will aim at the maximum simplicity in the machinery which they create.

Sir, on the purpose of the fund, Mayor LaGuardia told us this morning about what had been done in the City of New York with child feeding. In the presence of the Secretary-General and of the Norwegian Representative - perhaps it is not for me to mention the Oslo Breakfast - but when I went to Norway in the years before the war, they used to tell me that it was owing to the Oslo Breakfast that the children were on the average five inches taller than their parents, and certainly it is the long experimentation in nutrition upon which so much of FAO and other things have been founded, the new science of food management. The long process of experimentation begun by Dr. Rajchman and the Health Section in Geneva in 1925 was largely carried through with your co-operation, Sir, on children and has proved that with children the right feeding does give you an immense result.

So we don't know how much money is going to be raised. The appeal is to all kinds of people. It is going to be to governments. I cannot today -

I wish today - I cannot today give any pledge that my Government will make a Government contribution. I am certain that there are people in my country who will make a generous private response and that exchange difficulties will not prevent that response from being made practically effective. Sir, I am sure that in other countries a fund of great proportions can be found even if no government made contributions.

The Director-General of UNRRA told us this morning that he would start the business with \$550,000, in substance. I remember how in 1922 in Greece, a million and a half refugees were fed for the better part of a year by the American Red Cross Society who came in a moment of absolute disaster and did what no one else then could have done.

I was told by the Chairman of the UNRRA Committee of the Assembly, Congressman Sol Bloom, the other day that he proposed to support this Children's Fund on his own initiative, to give himself, a thousand dollars, and to find a thousand others who would do the same. I have never met anybody who had heard of Mr. Bloom not carrying through something which he undertook. I am sure that this Fund is worth doing. Let's not deceive ourselves. Fascism is not dead in Europe. It is not dead in other continents. The passions of war are not dispersed and every act of violence that goes on, every act of intolerance, every act of revenge - however justified - fans the flames on which Fascism feeds. Those who are dangerous to the world, the most dangerous of all in years to come are between the ages of ten and eighteen today. This Fund, Sir, I hope will save them and the world from what our generation has gone through.

Mr. COLBJORNSEN (NORWAY): Mr. President, I am very thankful to Mr. Noel Baker for his mentioning of an Oslo breakfast which, as you know, was instituted for school children a long time ago in the Capital of my country. I think it is generally admitted that this was a pioneer enterprise in the moral and social care of children, and it has been a very great satisfaction to us to see that the same system has been adopted now in many other countries.

It goes without saying, Mr. President, that I am in general agreement with the content of that proposed Council Resolution. I should only like to ask whether we are not discussing E/141 Revision 1, and also E/187 Revision 1, because especially with regard to the last document there is, as you will have noticed, a considerable difference in the text from the previous unrevised edition.

I have only one brief remark to make with regard to the revised edition of E/187, paragraph 2, at the end. I wonder whether the words, "the necessary international machinery for this purpose" are really necessary. What we are doing is recommending that the General Assembly arrange for the creation of an International Children's Emergency Fund. I am afraid that if we use this expression, "the necessary international machinery," then someone might get, or people reading might get the idea that we are establishing, going to establish a sort of elaborate organization, a big organization, perhaps a sort of new specialized agency again.

If I may say so, Mr. President, one of the secrets also, I think, of the Oslo breakfast was that money appropriated for the Oslo breakfast, for breakfast for children, really goes into the children, it is used for the children, and not for establishing a new organization. If we are establishing here an international machinery, then I am afraid that, perhaps, a big part of the money from the Fund will go to feed the machinery, and not to feed the children.

I think the words, "the necessary international machinery" are not really needed. Why not just cut it out, and with a draft resolution, for transmission to the General Assembly, establish the Fund. I take it what is really meant here is that the Organization and the management of a fund, the auditing of a fund, and so on, really does not need any elaborate machinery. So, as I say, I am in agreement with the proposed resolutions. The revised editions. I only propose to strike the words, "the necessary international machinery for this purpose," and just put, "the fund" there.

Mr. ZULETA ANGEL (COLOMBIA): The United Kingdom Delegation's seat, Mr. President, has been occupied in the course of the day by four or five different persons. It is for that reason, perhaps, that the British Delegation is prepared to sit until midnight. That does not, however, apply to your place, Mr. President, or to that of the Secretariat or other Delegations.

Dr. CHANG (CHINA): Mr. President, the Chinese Delegation heartily supports the resolution. While we help the children, the children can help us. Mencius said, "A great man is he who has not lost the heart of the child." Therefore, we hope that in doing this, we may all be benefited.

Mr. ARCA PARRO (PERU): Mr. President, I just want to say that I agree with the remarks made by the Representative of Norway, but just to a certain extent, because the establishment of a Fund of this nature, in order to do a given task in the relief of children requires certain organization. Now I don't know up to what limit we could just create the Fund and not establish a corresponding office. Of course, it will be up to the management of this office to engage just the indispensable number of employees. Any amendment that could be agreed to on this point should be very carefully taken.

Mr. HOFFHERR (FRANCE) (Interpretation from French): The remarks that I made a few moments ago, Mr. President, were based upon my reading of the French text. I notice, however, that the English text is different. The French text is "des recommandations visant a creer un organisme international les ressources necessaire charge de la gestion dudit fonds", whereas the English text is "with a view to the establishment of international machinery for the administration of such a Fund." My remarks apply to the French text only. They do not seem to apply to the English text.

Mr. FEONOV (USSR): Mr. President, the translation of French into French is not very helpful. That has just happened. So could it be possible that the French text will be translated into English so that those Representatives who do not possess a knowledge of French would be able to compare the texts?

Mr. DAVILA (CHILE): Mr. President, we so thoroughly enthusiastically agree on this motion that we are depriving ourselves of the pleasure of voting on it. I will vote on the motion with the Amendment by the Norwegian Representative.

The PRESIDENT: So far as I understand, there are no possibilities of establishing the Fund without making provisions for a separate administration for the distribution of the Fund. I am also a Member of the Standing Committee and I know that there is nobody in this Standing Committee who would agree to establish a large machinery for this purpose or a new specialized agency at all. I think that this Standing Committee would be confirmed by the Assembly; of course, somebody must be there to collect money, to collect material and to distribute it. If we would delete the international machinery for this purpose, it would be wrong, in my opinion. Therefore, I would propose that we should approve this Resolution. It is an understanding and under the assumption that no specialized agency will be established, but only a simple machine to carry out this work, to distribute material and to collect the Fund; under that assumption I beg the Members of this Council to adopt this Resolution as it stands and to adjourn our meeting.

Mr. LIE (SECRETARY-GENERAL): It is only fair for me to say in regard to the Resolution, to the Members of the Council, that the Secretary-General has to prepare the Draft Resolution for the Assembly and I promise you that, from my side, there will not come any Draft Resolution which will create any new machinery. I hope to find an office which will have the approach that is already working and can do the work.

Mr. HOFFHERR (FRANCE): (Interpretation from French); I wish only to say that the French Delegation would approve the United Kingdom text provided that "international machinery" is replaced by some such expression as -- so that the French translation is brought into line with the English text.

Mr. NOEL BAKER (UNITED KINGDOM): I should like to support your proposal that we adopt the Resolution. I am in sympathy with the preoccupation in the mind of our Norwegian colleague, when I said I hoped the machinery would be as simple as possible. But unless this Fund is under the auspices of the

United Nations, we must consider the relationship to the Social Commission, a very important matter. We must have some small appropriation on the budget to put before the Assembly and I hope, therefore, it may stand as it is.

Mr. COLBJORNSEN (NORWAY): Mr. President, after listening to you and to the Secretary-General, I withdraw my proposal.

The PRESIDENT: Thank you very much.

.....

The PRESIDENT: Any more Members of the Council agree to the Resolution proposed?

I declare the Resolution E/187, Revision 1, is adopted and stands.

-----