



## ECONOMIC AND SOCIAL COUNCIL

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*President:* Mr. Raymond SCHEYVEN (Belgium).

*Present:*

The representatives of the following countries: Argentina, Australia, Belgium, China, Cuba, Egypt, France, India, Philippines, Poland, Sweden, Turkey, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America, Uruguay, Venezuela, Yugoslavia.

Observers from the following countries: Dominican Republic, Iran, Libya, Netherlands, Syria.

The representatives of the following specialized agencies: International Labour Organisation, Food and Agriculture Organization of the United Nations, World Health Organization.

**Reports of the Executive Board of the United Nations  
International Children's Emergency Fund (E/2337,  
E/2409, E/2430, E/2437, E/C.2/359 and E/L.542)**

[Agenda item 12]

1. The PRESIDENT invited the Council to consider item 12 of the agenda, the reports of the United Nations International Children's Emergency Fund (UNICEF) (E/2337, E/2409 and E/2430).

2. Mr. GEORGES-PICOT (Assistant Secretary-General in charge of the Departments of Economic and of Social Affairs) read out a message addressed to the Council by the Secretary-General, in which the latter commended the work of UNICEF and expressed the hope that the Council would see its way to recommending that its humanitarian work should continue uninterruptedly on a sound administrative and financial footing, so that the millions of children and mothers in under-developed areas to whom it was at present bringing succour and assistance might continue to be helped by that great international programme. He was satisfied that UNICEF for its part would continue to conduct its programmes of assistance as it had done in the past, with the object of bringing the maximum of practical aid to those assisted, with a minimum amount of administrative expenditure in the performance of its work.

3. Speaking at the invitation of the PRESIDENT, Mr. LINDT (United Nations International Children's Emergency Fund) said that UNICEF's limited resources obliged it to concentrate on schemes to which governments were prepared to contribute in local currency and

which could be continued even after UNICEF personnel had withdrawn from them. The prospect of UNICEF's backing had enabled ministers interested in welfare projects to bring pressure to bear on their respective treasuries in order to obtain the necessary local funds, and the schemes themselves had proved extremely successful: two million children in under-developed countries were benefiting from them every month.

4. The most important facet of UNICEF's work was, perhaps, the campaign against such diseases as tuberculosis and malaria. In that connexion, he stressed the success of the field workers in carrying local opinion with them, and UNICEF's willingness to launch out on fresh campaigns at short notice—as in the case of trachoma—as soon as new drugs offered prospects of success.

5. UNICEF had paid special attention to the welfare of mother and child, and had now set up some two thousand centres—mostly in the under-developed countries, and more especially in their rural areas—where existing facilities were least satisfactory. Those centres, run by UNICEF personnel trained by the World Health Organization (WHO), had provided the springboard for a highly diversified drive to improve child health.

6. Although UNICEF was still engaged in emergency work in the strict sense of the term, the trend was now towards longer-term programmes designed to improve nutritional standards and, with the help of the Food and Agriculture Organization (FAO), to grow more food, especially produce rich in protein. In Latin America, for example, schemes for processing milk and supplying it to schools had been markedly successful, and it was hoped to be able to put them on a continuing basis.

7. He was pleased to report that, after the inevitable growing-pains, UNICEF had at the time of speaking succeeded in effectively co-ordinating its activities with those of the specialized agencies on whose expert advice it was so heavily dependent. The results of their combined campaigns against illness and ignorance were so obvious—not least to those benefiting from the assistance—that there was the warmest appreciation of UNICEF's work on the part of recipient countries, which was reflected in the rising contributions from an increasing number of governments.

8. UNICEF's dependence on voluntary contributions had not facilitated its task, but there had never been any question of throwing up the sponge. Its target budget, estimated at some \$20 million, was likely, if voted, to prove adequate for some time to come, for there was a limit to the rate at which under-developed countries could absorb intensive assistance. Nevertheless, he looked forward to the day when it would be possible to meet the requests for assistance of those governments which had hitherto not benefited from its work, since, in addition to

the usual considerations, UNICEF was anxious to apply on as wide a scale as possible the valuable experience it had accumulated over the past few years.

9. It was his conviction that, if the Council and the General Assembly decided to prolong its life, UNICEF would not disappoint the high hopes placed in it.

10. Dr. DOROLLE (World Health Organization) recalled the fact that he had stressed at the 707th meeting of the Council the closeness of the co-operation between WHO and UNICEF in the carrying out of a large number of programmes such as the campaigns against malaria, treponematoses, tuberculosis and other illnesses of particular danger to children. The two bodies co-operated in all matters relating to maternal and child welfare.

11. At the end of 1952, the Director-General of WHO, addressing the Executive Board of UNICEF, had similarly stressed the importance of such co-operation. UNICEF and WHO had become increasingly interdependent, and a considerable part of the important work undertaken by WHO could be carried out only with the aid of UNICEF.

12. UNICEF undertook the financing of a large number of joint projects. It provided the equipment for campaigns against tuberculosis, penicillin for campaigns against yaws and syphilis, insecticides and equipment for campaigns against malaria, and, lastly, the equipment and supplies required for the carrying out of maternal and child welfare programmes and nutritional programmes. In certain of those programmes, WHO and UNICEF co-operated with FAO.

13. UNICEF had shared in the construction of a factory for the production of penicillin and DDT—work which WHO had recently handed over to the Technical Assistance Administration (TAA).

14. It was indubitable that if UNICEF assistance should cease to be forthcoming in the future, WHO's resources would have to be considerably augmented if it was not to be compelled to reduce its services to a large number of countries—services which were essential to the improvement of health organization in those countries.

15. The total funds approved by the Executive Board of UNICEF for the supply of material and equipment for health projects could be reckoned at approximately \$10 million. The bulk of that sum went on maternal and child welfare projects. Moreover, when WHO had been informed that the sum it would receive under the Technical Assistance Programmes would be much less than it had expected, the Executive Board of UNICEF, while rightly stressing that the step it was taking was exceptional, had decided to grant financial assistance, amounting to \$274,000, to WHO for certain categories of staff expenditure affecting joint projects, in addition to the staff expenditure it was already carrying for the operation of BCG programmes being run by WHO. Consequently, UNICEF's contribution to WHO for staff expenditure would amount in 1953 to about \$500,000. The Sixth World Health Assembly had expressed its satisfaction at the understanding shown by UNICEF on that occasion.

16. Although WHO and UNICEF were different in their nature and in their constitutions and methods of financing,

they pursued a common aim and had gradually brought into being a permanent system of liaison and co-operation. The joint committee consisting of representatives of the Executive Board of UNICEF and the Executive Board of WHO, studied and approved in principle projects suitable for joint action, the preliminary technical study of such projects being carried out by WHO. At Secretariat level, contact was ensured at UNICEF headquarters and at its principal regional offices by qualified medical staff assigned by WHO. In other cases, the staff of the UNICEF regional office was installed in the same premises as the WHO regional office. For all those reasons, relations between WHO and UNICEF could be regarded at the present time as absolutely satisfactory.

17. Sir Herbert BROADLEY (Food and Agriculture Organization of the United Nations) welcomed the opportunity afforded him by the President of paying a tribute to UNICEF's valuable work, and of reporting to the Council on the successes achieved in the sphere of nutrition by joint action by UNICEF and FAO. They had co-operated particularly closely in the campaign for preventing malnutrition of mothers, infants and children, for developing school feeding programmes and for improving milk conservation. Where, owing to lack of facilities or because of local prejudice, milk could not be made available, efforts had been made to meet the protein needs of mothers and children from locally grown vegetables, such as the soya bean, and their derivatives. With that end in view, schemes had been evolved for expanding production, for providing the necessary processing machinery and, through education, for making the population aware of the value of those foods.

18. Unfortunately, FAO's resources, whether from its regular budget or from its share of the technical assistance fund, were woefully inadequate for operations on a scale at all commensurate with the requests received. For example, shortage of funds had precluded it from participating in milk-conservation schemes, in the production of soya-bean products and in the training of auxiliary personnel for feeding programmes in African territories south of the Sahara. It had also been necessary to restrict to a small proportion of the applicants the award of fellowships for the training of personnel who would ultimately be responsible for handling milk-processing plants and for organizing supplementary feeding programmes. Such training was of great importance, for it ensured that work started by international organizations would be continued after their experts had been withdrawn.

19. It was estimated that the maximum that FAO would be able to earmark for joint projects with UNICEF in 1954 would be \$250,000, a sum which would finance only one-third of all deserving projects.

20. Mr. QUESADA ZAPIOLA (Argentina) said that, of the great mass of United Nations documents, few were of such universal and intense interest as the report of the Executive Board of UNICEF. He hoped and believed that the Council would be able to reach unanimous agreement on it.

21. The report indicated that the General Assembly, at the end of the year, would have to decide whether or

not UNICEF was to be continued; in his opinion, there could be no question of its termination, especially as no end to the work was yet in sight. His delegation, in conjunction with the delegations of France, India, the Philippines and the United States of America, had therefore submitted, in document E/L.542, a joint amendment to draft resolution A of the Social Commission (E/2437).<sup>1</sup> The joint amendment proposed the deletion of the word "International", because that quality was implicit in the words "United Nations" already contained in the title, and of the word "Emergency", because it was clear that the emergency stage had been passed and that long-term plans were now required; that did not mean, however, that if an emergency occurred UNICEF would not have to act. The title suggested was, therefore, the "United Nations Children's Fund", retaining the initials UNICEF (FISI in Spanish) by which the organization was known throughout the world.

22. The Council should not be disheartened by the magnitude of the task of UNICEF: it was a joint task to which all contributed in proportion to their means.

23. Mr. TSAO (China) recalled that, in the course of six years, UNICEF had been able to utilize more than \$145 million to help millions of mothers and children in some eighty countries and territories. The Chinese delegation took great interest in the work of UNICEF, and regarded it as an outstanding achievement of the United Nations and a shining example of what could be accomplished for the betterment of human welfare by international co-operation and mutual assistance. His delegation would therefore strongly support the continuation of UNICEF after the end of 1953.

24. The Chinese delegation had consistently held that special attention should be given to mothers and children in the under-developed areas. He regretted to note, however, that in the period from the inception of UNICEF in 1947 to the end of 1950, 76 per cent of the total aid of \$413 million had been allocated to Europe and only 10 per cent to Asia and 3 per cent to Latin America. Only after the end of 1950, as the result of the adoption of General Assembly resolution 417 (V), had allocations to Asia and Latin America increased to 41 per cent and 15 per cent respectively. Moreover, the funds available during the second period had amounted to only \$32 million, equivalent to roughly one-quarter of the expenditure during the first period. In consequence, in spite of the excellent work already carried out, needs were still great, particularly in Asia, Latin America and Africa. His delegation's support for the continuation of UNICEF rested largely on those considerations.

25. A further point which he wished to stress was that the shift of emphasis from emergency expenditure (which had been reduced from 78 per cent in the first period to 31 per cent in the second) to long-range programmes had come about only after several European countries had indicated that they were no longer in need of food and clothing from UNICEF. Countries outside Europe were three years behind, so far as assistance from UNICEF was concerned; and, in consequence, they should cer-

tainly not be regarded as no longer in need of any but long-term assistance. It would be regrettable if the change of emphasis, which was partly due to the dwindling resources of UNICEF and to the vast population of the under-developed countries, should debar those very countries from benefiting from the emergency programmes in which they stood of such need. He hoped that, in the light of those considerations, proposals for emergency relief to areas or groups of persons in the less fortunate parts of the world would receive favourable consideration from UNICEF.

26. In conclusion, he wished to commend the Executive Director of UNICEF for his inspired leadership, Dr. Lindt for his distinguished Chairmanship of the Executive Board, WHO and FAO for their close co-operation in carrying out UNICEF programmes, and the non-governmental organizations which had most strongly supported the work of UNICEF.

27. Mrs. HEFFELFINGER (United States of America), after praising the invaluable work done by UNICEF, said that she favoured its continuation, but that her support should not be taken as committing the United States Government to future financial contributions, since those were subject to the authorization of the Congress of the United States of America.

28. She wished, however, to suggest certain changes in UNICEF's administration, and had accordingly put forward, jointly with the delegations of Argentina, France, India and the Philippines, an amendment (E/L.542) to draft resolution A (E/2437) of the Social Commission.

29. She wished first to suggest that the words "International" and "Emergency" be omitted from the full English title of the organization, since, in her view, UNICEF was not only, or even mainly, concerned with international emergency situations. She would not, however, regard UNICEF action as inappropriate in genuine emergency situations, nor was she suggesting any change in the symbol—UNICEF—by which the organization was universally known.

30. Her delegation was in agreement with paragraph 2 of the Social Commission's draft resolution, but believed that there should continue to be some provision for periodic review of UNICEF's work by the Council to enable appropriate recommendations to be made to the General Assembly for further action. She also wished to see the General Assembly request the Secretary-General to ensure effective co-ordination at all levels between the work of UNICEF, that of the Division of Social Welfare of the United Nations Secretariat on child welfare—both directly and in connexion with the programme of advisory social welfare services—and that of the Expanded Programme of Technical Assistance. In that connexion, she hoped that separate certification of local costs or internal contributions to technical assistance or UNICEF, or both, would be made available to both administrations. She also felt that the Secretary-General should report to the Council in 1954, and subsequently as appropriate, on the co-ordinated activities of the three organizations in question, after consultation as necessary with the Executive Director of UNICEF and the Chairman of the Technical Assistance Board (TAB). She appreciated that each of those organizations

<sup>1</sup> See *Official Records of the Economic and Social Council, Sixteenth Session, Supplement No. 7*, page 19.

already reported individually to the Council, but felt that the matter was of such weight as to justify the additional step proposed.

31. In conclusion, she had proposed an amendment commending UNICEF, the United Nations Secretariat and the specialized agencies concerned for their close co-operation, but wished to see UNICEF make the fullest possible use of the part-time consultations made available at FAO headquarters and to increase the emphasis laid by UNICEF on nutritional problems affecting children. Possibly, she felt, the Administrative Committee on Co-ordination's Working Party on Long-range Activities for Children could be requested to assist progress in co-operation.

32. Mr. ANDERSON (United Kingdom) thanked Mr. Lindt for his introductory statement, and expressed appreciation of the work of the Executive Director and staff of UNICEF. In the period immediately under review, a number of programmes had been initiated or continued in United Kingdom dependent territories, and the assistance received had been most welcome. He emphasized the value of the integration of UNICEF assistance with the long-term plans for economic and social development in each country, and referred in particular to the campaign against leprosy in Nigeria, a new venture on the part of UNICEF which he hoped would be effective. UNICEF, working in co-operation with the local administrations and with other international agencies, was rendering useful service which he hoped would be continued.

33. With regard to the joint amendment (E/L.542) to draft resolution A (E/2437) submitted by the Social Commission, he agreed that the removal of the word "Emergency" from the organization's title would be a logical step, since it reflected the shift of emphasis which had taken place in UNICEF's work. He hoped, however, that UNICEF would continue to give emergency assistance in cases of sudden disaster; in the past, such assistance, promptly rendered, had been one of the reasons for its high reputation. Furthermore, that type of assistance was one of the points of contact between international action of an inter-governmental character and that afforded by non-governmental organizations. He was therefore glad to note from the United States representative's remarks that the authors of the joint amendment did not intend to exclude such emergency work entirely from UNICEF's terms of reference.

34. The whole question of UNICEF's future must be studied against the background of its financial position. The United Kingdom Government was aware of the present low level of the organization's unallocated resources, and would give the matter as sympathetic consideration as possible in the light of its general financial position and its other commitments at the time when the question of any further United Kingdom contribution was brought under review.

35. Mr. PLEIĆ (Yugoslavia) paid a special tribute to the Executive Director of UNICEF, and expressed the hope that the success of his work would soon be officially recognized by a unanimous decision to continue UNICEF under his able guidance. He also congratulated the

Chairman of the Executive Board. Yugoslavia greatly appreciated the assistance it had received from UNICEF, and would continue to give it its full support.

36. After three years, the question of UNICEF's future had again come up for discussion, and the almost unanimous agreement in favour of continuing the work was particularly significant in view of the great political tension during that period and the great reduction in UNICEF's resources.

37. The main problem, however, was still that of finance. It should be pointed out, however, that the number of contributing countries had risen from thirty-one in 1950 to forty-three in 1953; that more than twenty-five governments were following the practice of making regular annual contributions; and that the percentage of government contributions subscribed by the under-developed countries had risen from 5.8 per cent in the period 1947-1950 to 17.7 per cent in 1952. He felt that the trend of government contributions clearly showed that UNICEF could count on continued financial support. He was also convinced that it would continue to make the most efficient use of its available resources. He was very glad to be authorized to state that the Yugoslav Government had decided to contribute \$200,000 for 1954, to be payable either in dinars or in kind. A decision to continue UNICEF would undoubtedly contribute to the prestige of the United Nations, and would be warmly welcomed throughout the world.

38. Mr. ENNALS (World Federation of United Nations Associations), speaking at the invitation of the PRESIDENT, said that one of his Federation's major tasks was to promote understanding of the aims of the United Nations and support for its activities throughout the world. The two aims which were most readily understood were the promotion of peace and the promotion of a happier and healthier life for the world's children. Of all the activities carried out in the name of the United Nations, those of UNICEF were the most unanimously and universally appreciated. From the outset, the World Federation of United Nations Associations (WFUNA) had been a firm supporter of UNICEF, and it had constantly reaffirmed that support. It had tried to make its contribution by giving publicity to UNICEF's work; by urging governments to maintain and, where possible, to increase their financial contributions; by launching voluntary appeals for funds; and by participating in the Non-governmental Organizations' Committee on UNICEF.

39. He drew attention to the statement urging the continuance of UNICEF (E/C.2/359) issued jointly by nineteen non-governmental organizations. It was significant that so many responsible non-governmental organizations, widely differing in aims, membership and activities, should so readily have joined together in submitting that statement to the Council. Many of the signatory organizations were working in close contact with UNICEF, and some were actively engaged in child welfare work.

40. He was confident that the Member States which had made regular contributions would continue their support. He sincerely hoped that other governments which had not made contributions in preceding years would delay no

longer, thus giving tangible proof of their support for the humanitarian activities which had made the United Nations a living reality to millions of people—and, above all, to millions of children—throughout the world.

41. He noted from the joint amendment (E/L.542) to the Social Commission's draft resolution A (E/2437) that there was a proposal to change the organization's title, but he was very glad to see that the symbol "UNICEF" would be retained, as it was under that symbol that the organization had become known throughout the world.

42. In conclusion, he expressed the hope that the Council would unanimously support the Social Commission's recommendation for the continuation of UNICEF, thereby reflecting universal agreement on the value of its activities.

43. Miss SENDER (International Confederation of Free Trade Unions), speaking at the invitation of the PRESIDENT, said that people were often apt to ask for some tangible evidence of the United Nations' achievements. The work of UNICEF was one of the most impressive examples of what international co-operation could achieve with relatively small amounts of money. Its original emergency work alone would have fully justified its establishment, but since 1950 UNICEF had started to concentrate more on long-term projects, particularly for the under-developed countries.

44. One of the significant features of UNICEF was the fact that its plan of operations always required contributions from the local government matching those of the organization. In 1952, UNICEF allocations of over \$15 million had been matched by government commitments of over \$23 million, and those figures did not include the expenditure to be made on a continuing basis for the programmes after UNICEF aid had ceased. UNICEF collaborated very closely with the specialized agencies, but there was no other organization which concentrated solely on children. No other agency had achieved so much with so little money; and she quoted figures showing the relatively small cost of the assistance. For example, she continued, in a BCG vaccination campaign the cost had been only four cents per child immunized.

45. The *Preliminary Report on the World Social Situation* (E/CN.5/267/Rev.1)<sup>2</sup> had revealed how much there still was for UNICEF to do, and she thought that the organization should be continued at least until there was a marked improvement in conditions, particularly in the under-developed countries. Its work was very valuable in inspiring good will and friendship, and showed what could be done were the same spirit to illuminate all international relations.

46. She hoped that sufficient money would be contributed to enable UNICEF to continue its work, which was helping to make the name of the United Nations a symbol of kindness and goodwill.

47. Mr. VIRA (India) congratulated Mr. Lindt on his introductory statement, and expressed appreciation of the work of the Executive Director and staff of UNICEF. Its work had been greatly admired in India, but he

emphasized the fact that much remained to be done. While so many children remained in need, particularly in the under-developed countries, there could be no hope of world prosperity or stability. He was therefore glad at the shift in emphasis from emergency to long-term programmes, and from the needs of Europe to those of the under-developed countries. He hoped that in future an even higher percentage of UNICEF's funds would be allocated to the under-developed countries.

48. He noted with satisfaction the excellent co-operation between UNICEF and the specialized agencies, and hoped that their co-operation would continue to grow closer. Through it they had all been able to achieve much more than they could have done on their own.

49. UNICEF had started as an emergency agency, but, in view of the magnitude of the task, it could no longer be regarded as a purely temporary organization. He was one of the joint sponsors of the amendments (E/L.542) to the Social Commission's draft resolution A (E/2437), and he observed that the deletion of the word "Emergency" from the title was intended to place it on a more permanent footing. The change in title, however, was not in any way intended to alter the scope of its operations, and he hoped that it would continue to provide assistance in emergency situations.

50. Mr. FENAUX (Belgium) said that his Government had decided to make a total contribution of \$200,000 to UNICEF in 1953. That contribution would consist of the Belgian Government's initial contribution of \$100,000 and of private contributions collected under the auspices of the Belgian section of the organization which the Belgian Government would, if necessary, make up to the total figure of \$200,000 as a mark of its confidence in UNICEF.

51. The Belgian delegation endorsed the Social Commission's recommendation that UNICEF should be asked to continue its work. As the Chairman of its Executive Board had said, UNICEF created goodwill for the United Nations throughout the world. In addition, its work increased the possibilities of economic development in the countries receiving its assistance; thus it fitted into the general plan of work of the different international organizations. The Belgian delegation was satisfied with the co-ordination achieved between UNICEF, FAO and WHO.

52. He would vote in favour of draft resolution A submitted by the Social Commission (E/2437) and of the joint amendment thereto (E/L.542), although he found the latter unnecessary in some respects. He also paid a tribute to the organizers of UNICEF, particularly its Executive Director, the Chairman of the Executive Board and the Chairman of the Programme Committee.

53. Mr. SHAW (Australia) said that the final decision about the future of UNICEF would have to be taken by the General Assembly, and he would therefore not comment in detail on its administration and operations. He would, however, emphasize one or two points which were of interest to the Council as the co-ordinating body for the economic and social activities of the United Nations.

<sup>2</sup> United Nations publication—Sales No.: 1952.IV.11.



54. In the first place, he noted that UNICEF had achieved a very happy constitutional structure. The Executive Board examined all projects and approved them before they were put into operation, and had its own committee on administrative and budgetary matters to help it. There were also clear and unimpeded lines of authority from the top of the administration down to the officers in the field. UNICEF's constitutional structure could serve as an excellent model for the administration of the specialized agencies and of other extra-budgetary funds.

55. In the second place, he congratulated UNICEF on its co-ordination with the specialized agencies and for the very clear division of responsibilities that had been achieved, the organization producing the supplies and the agencies giving the expert advice. He hoped that that practice would be continued, and welcomed the final paragraph in the joint amendment (E/L.542). He pointed out that that paragraph should not be regarded as any reflection on the past relationship between UNICEF and the agencies, as his Government, for one, had been entirely satisfied with it.

56. Thirdly, he praised UNICEF for its co-ordination with the work of the local authorities, and remarked that they had played an important part in the success of its activities.

57. On the question of the organization's financial position, he remarked that Australia's total contributions, both governmental and private, had made it UNICEF's largest *per capita* supporter and the second largest total contributor. He congratulated the United States of America as the chief contributor and would emphasize the point that without that support UNICEF could not continue its operations. The under-developed countries had also been firm supporters, and had contributed at a much higher rate than they would have done under the normal United Nations scale of contributions.

58. His delegation would certainly support draft resolution A submitted by the Social Commission (E/2437), as well as the joint amendment thereto (E/L.542). However, he had one reservation to make. His Government believed that UNICEF should be continued, but that it was essential that it should have the guarantee of continued financial support. If such support were not forthcoming, his Government would have to review its attitude.

59. In conclusion, he congratulated the Chairman of the Executive Board, the Executive Director and all the staff of UNICEF on their excellent work.

The meeting rose at 12.35 p.m.