

ESTABLISHMENT OF AN INTERNATIONAL CHILDREN'S EMERGENCY FUND

REPORT OF THE THIRD COMMITTEE

Rapporteur: Mrs. Aase LIONAES (Norway)

1. The General Assembly at its forty-sixth plenary meeting on 31 October 1946 referred to the Third Committee the draft resolution prepared by the Secretary-General (document A/164) regarding the establishment of an International Children's Emergency Fund. The Committee on 20 November 1946, instructed its Sub-Committee to examine and report on the question.

The Sub-Committee was composed of the eighteen States represented on the Social Commission of the Economic and Social Council as well as of the four countries of the UNRRA Standing Committee on the Rehabilitation of Children and Adolescents (Australia, Brazil, Norway, and the Ukrainian Soviet Socialist Republic) which are not members of the Social Commission. The full membership of the Sub-Committee was accordingly as follows:

Australia	Netherlands
Brazil	New Zealand
Canada	Norway
China	Peru
Colombia	Poland
Czechoslovakia	Ukrainian Soviet Socialist Republic
Denmark	Union of South Africa
Ecuador	Union of Soviet Socialist Republics
France	United Kingdom
Greece	United States
Iraq	Yugoslavia

After a thorough examination of the problem during eight meetings, the Sub-Committee proposed a resolution for the consideration of the Third Committee.

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2. The creation of the International Children's Emergency Fund was recommended to the United Nations by the Council of UNRRA at its fifth session held in Geneva in August 1946 (Resolution 103). The resolution called for the establishment of an UNRRA Standing Committee to initiate the requisite action and to consult with the competent organs of the United Nations with a view to setting up the Fund. The Standing Committee was composed of representatives of:

Australia	Norway
Brazil	Poland
Canada	Ukrainian Soviet Socialist Republic
China	Union of Soviet Socialist Republics
Denmark	United Kingdom
France	United States
Greece	Yugoslavia

In the course of several meetings held at Geneva, Washington and New York, the Constitution of the proposed Fund was thoroughly examined by the Standing Committee with representatives of the Secretary-General of the United Nations, with the Director-General of UNRRA, and with the Acting President of the Economic and Social Council. As a result, the Economic and Social Council decided, on 30 September 1946, to recommend to the General Assembly the establishment of an International Children's Emergency Fund and invited the Secretary-General to present detailed proposals in consultation with the bodies and authorities referred to above.

The Secretary-General therefore prepared the draft resolution (document A/164) which was submitted to the Sub-Committee.

3. The Sub-Committee took note of the situation with which Europe and parts of Asia will be faced in the next few years insofar as it affects the rehabilitation of children: a general shortage of essential foodstuffs, affecting even countries that were exporters of food before the war; the difficulties experienced by many countries victims of aggression in securing by means of exports or loans foreign exchange indispensable for obtaining imports of foods sufficient to maintain a

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physiological minimum for the children - difficulties which will be aggravated by the termination of the activities of UNRRA at the beginning of 1947.

4. The greatest tragedy of the war was the enormous loss of civilian life. Many countries have had real difficulties in maintaining themselves as nations. Poland, for example, lost six million civilians, one out of every five of the total population, or one out of every four, if military losses are added. This would correspond to a hypothetical loss of twenty-four million civilians in the United States.

The losses in Byelorussia and the Ukraine were even higher, and in the case of the entire Soviet Union came perilously close to the hypothetical figure of twenty-four million for the United States.

In Yugoslavia, the loss of life was particularly heavy owing to the nature of the partisan warfare waged there. The role assigned by the Allies to Yugoslavia was not to expel the Germans from their soil but to make certain that they remain there, and were not transferred either to the Eastern or the Western Front.

Greece was the victim of three invasions and occupations. The first to suffer were, as in every other country, the children.

The children of Europe and China were not only deprived of food for several cruel years but lived in a state of constant terror, witnesses of the massacre of civilians and of the horrors of scientific warfare, and exposed to the progressive lowering of standards of social conduct. The urgent problem facing the United Nations is how to ensure the survival of these children. Millions of adults have emerged from the war less fit to meet the grave problems of the day than in 1939. The hope of the world rests in the coming generation.

5. The prime responsibility for the rising generation lies with the national governments and there is hardly one of them today for whom this is not a matter of the highest national interest. Their first

pre-occupation is to ensure adequate food supplies. Tragically enough, the home production from which the bulk of the food must come, is manifestly insufficient; every country which was a victim of aggression, with the single exception of Denmark, must rely on imports for the feeding of its children. Attention is naturally being concentrated on urban children, some five million of whom in 1946 were being given one meal a day in seven European countries from supplies provided by UNRRA. A desirable objective for each Government is to ensure one square meal a day to children that can easily be reached, i.e., those in schools and institutions and the children of families receiving social security assistance. A meal of 700 calories a day would cost \$20 per year per child. As indicated above, much of the food would come from home production, the proportion of the \$20 that must be imported from overseas sources varying, from country to country, from one-fiftieth, to one-third, or one half, or even more.

Unless the overseas supplies are secured it is idle to expect the rising generation to build on a sound foundation the world of tomorrow.

6. War has destroyed numerous children's institutions and disrupted their services and technical management. In some cases the number of physicians and nurses has been reduced to one-half of the pre-war strength as a result of extermination by aggressors, by warfare, and the lack of training facilities. Under-nourishment and nutritional and social diseases are rampant among children and adolescents. Infant mortality has doubled or trebled in many areas. Millions of orphans are being cared for under the most deplorable conditions; crippled children in untold thousands are left with the scantiest care or no care at all.

The rehabilitation and the manning of children's institutions represent the second urgent problem for Governments.

The type of institutions to be reconstituted differs according to the specific problems facing individual countries. The school child, infant mortality, tuberculosis, and the orphan and the cripple are examples

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of the urgent needs to be met.

As is the case with food, most of the equipment can come from domestic sources. But in all cases there is a deficit, of equipment, medical supplies, clothing and shoes, to be covered by supplies from overseas.

Finally, extensive facilities for training the necessary personnel are indispensable if national programmes are to be implemented.

7. Within each country the responsibility for meeting these manifold problems rests upon the federal, central, provincial, municipal and local authorities as well as upon special agencies and voluntary effort. To be effective, programmes in each country must be co-ordinated into one over-all plan and is in fact being done. It is only on the basis of such over-all plans that an inventory of domestic needs and deficits to be covered by foreign imports can be drawn up with accuracy.

8. From the information supplied by two or three delegations as well as from reports of UNRRA it is only too evident that a considerable sum is required to cover the imports.

There are numerous voluntary agencies which provide relief for children in foreign lands. In most recipient countries, co-ordinating committees assign specific tasks to each voluntary operating agency in order to avoid overlapping and to ensure efficiency. Some of the leading foreign relief agencies give aid on a large scale. Others specialize in smaller specific projects. Sweden, Denmark, and particularly Switzerland, offer hospitality to foreign children on a large scale, special facilities being arranged for sick children. But generous and widespread as this voluntary activity in its manifold manifestations may be, it only touches the fringe of the problem. Hence the necessity for an International Emergency Fund. The Third Committee believes that the General Assembly should record its appreciation of the effort of the voluntary agencies and request that such efforts be intensified in the immediate future.

9. The UNRRA Standing Committee held that the years 1947 to 1950 would be the critical period and that upon the success of the international assistance proposed will depend to a large degree the future of the children of Europe, and of China, and thus the future of the world.

10. The co-ordinated national programmes, together with statements of import requirements would form the basis for determining the size of the budget and the specific character of the operations of the Fund. The Fund would operate as a foundation does. Requests from applicant Governments would be examined by the Executive Director and would be presented, together with recommendations for appropriate action, to the Executive Board which alone would be competent to determine the programmes and make the necessary allocations from the Fund.

The responsibility for the procurement and shipment of supplies would in most cases be left to the receiving Governments. Only in special cases would the Fund itself undertake the purchase and transport of supplies.

11. The Sub-Committee recommended the names of twenty-three Governments to be represented on the Executive Board. At the same time it proposed that suggestions made for the inclusion of Argentina, Byelorussian Soviet Socialist Republic and Switzerland should be referred to the Board in view of the provision that new members may be added by the Economic and Social Council on the recommendation of the Board.

The Third Committee decided to recommend that pending discussion regarding the representation of Switzerland, Argentina and Byelorussia, Members of the United Nations, should forthwith be represented. It therefore recommends that the following twenty-five Governments be represented, for a period of three years, on the Executive Board:

Argentina	Czechoslovakia
Australia	Denmark
Brazil	Ecuador
Byelorussian Soviet Socialist Republic	France
Canada	Greece
China	Iran
Colombia	Netherlands

New Zealand

New Zealand
Norway
Peru
Poland
Sweden

Ukrainian Soviet Socialist Republic
Union of South Africa
Union of Soviet Socialist Republics
United Kingdom
United States
Yugoslavia

12. Under Article 8 of the resolution, the Executive Board will present to the fourth session of the Economic and Social Council in February 1947, for approval, a recommended programme of activities and estimate of expenses incurred and to be incurred for 1947; the Board will also determine the moment when the operations of the Fund should start. It was emphasized that the Fund would begin operations only when a sum had been secured which was adequate to meet the ascertained needs in a manner not derogatory to the prestige of the United Nations.

Finally the resolution recommends that the activities of the Fund be reviewed by the General Assembly at its second session in 1947 on the basis of a special report from the Economic and Social Council.

13. Since the effective operation of the Fund is dependent upon the financial resources which are put at its disposal, the resolution expresses the earnest hope of the General Assembly that Governments, voluntary agencies and private individuals give the Fund their generous support.

14. The Third Committee recommends to the General Assembly the adoption of the following resolution:

ESTABLISHMENT OF AN INTERNATIONAL CHILDREN'S
EMERGENCY FUND

I. THE GENERAL ASSEMBLY,

HAVING given consideration to the resolution adopted by the Economic and Social Council at its third session recommending the creation of an International Children's Emergency Fund to be utilized for the benefit of children and adolescents of countries which were the victims of aggression, and recognizing the desirability of establishing such a Fund in accordance with Article 55 of the Charter of the United Nations;

/THEREFORE DECIDES:

THEREFORE DECIDES:

1. There is hereby created an International Children's Emergency Fund to be utilized and administered, to the extent of its available resources:

- (a) for the benefit of children and adolescents of countries which were victims of aggression and in order to assist in their rehabilitation;
- (b) for the benefit of children and adolescents of countries at present receiving assistance from the United Nations Relief and Rehabilitation Administration;
- (c) for child health purposes generally, giving high priority to the children of countries victims of aggression.

2. (a) The Fund shall consist of any assets made available by UNRRA or any voluntary contributions made available by Governments, voluntary agencies, individual or other sources. It shall be authorized to receive funds, contributions or other assistance from any of the foregoing sources; to make expenditures and to finance or arrange for the provision of supplies, material, services and technical assistance for the furtherance of the foregoing purposes; to facilitate and co-ordinate activities relating thereto; and generally to acquire, hold or transfer property, and to take any other legal action necessary or useful in the performance of its objects and purposes;

(b) The Fund, in agreement with the Governments concerned, shall take such measures as are deemed appropriate to ensure the proper utilization and distribution of supplies or other assistance which it provides. Supplies or other assistance shall be made available to Governments upon approval by the Fund of the ~~plans of operation~~ drawn up by the Governments

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concerned. Provision shall be made for:

- (i) the submission to the Fund of such reports on the use of supplies and other assistance as the Fund may from time to time require;
 - (ii) equitable and efficient dispensation or distribution of all supplies or other assistance, on the basis of need, without discrimination because of race, creed, nationality status or political belief.
 - (c) The Fund shall not engage in activity in any country except in consultation with, and with the consent of, the Government concerned;
 - (d) The Fund shall appeal to all voluntary relief agencies to continue and intensify their activities and shall take the necessary measures in order to co-operate with these agencies.
3. (a) The Fund shall be administered by an Executive Director under policies, including the determination of programmes and allocation of funds, established by an Executive Board in accordance with such principles as may be laid down by the Economic and Social Council and its Social Commission;
- (b) The Secretary-General of the United Nations shall appoint the Executive Director, in consultation with the Executive Board;
- (c) The Executive Board shall be composed of representatives of the following Governments:
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| Australia | Netherlands |
| Brazil | New Zealand |
| Canada | Norway |
| China | Peru |
| Colombia | Poland |
| Czechoslovakia | Sweden |
| Denmark | Ukrainian Soviet Socialist Republic |
| Ecuador | Union of South Africa |
| France | Union of Soviet Socialist Republics |
| Greece | United Kingdom |
| Iraq | United States |
| | Yugoslavia |

The Economic and Social Council, on the recommendation of the Executive Board, may designate other Governments as members of the Board. Membership may be changed by the General Assembly, on the recommendation of the Economic and Social Council, at any time after the first three years of the Fund's existence. The Board may, as occasions arise, invite representatives of specialized agencies for consultation on matters within their competence;

(d) The Board may designate from among its members such committees as it deems advisable in the interest of effective administration.

The Board shall elect its own Chairman and its Vice-Chairman, and shall meet whenever convened by the Chairman, or upon the request of any three of its members. The first meeting of the Board shall be convened by the Secretary-General of the United Nations, at the earliest date feasible after the adoption of this resolution. Each member of the Board shall have one vote. A majority of the Board shall constitute a quorum and it shall vote by a majority of the members present and voting. Subject to the foregoing, the Board may establish its own rules of procedure.

4. (a) Staff and facilities required for the administration of the Fund shall be provided to the Board by the Secretary-General. The Fund may also utilize such staff, equipment and records as may be made available by the United Nations Relief and Rehabilitation Administration during the period of its existence;
- (b) The United Nations shall make no charge to the Fund on account of staff and facilities, so long as these can be provided from the established services of the Secretariat and within the limits of the United Nations budget. If additional funds are

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necessary, money for such purposes shall be provided by the Fund;

(c) To the maximum extent feasible, the utilization of the staff and technical assistance of specialized agencies, in particular the World Health Organization or its Interim Commission, shall be requested, with a view to reducing to a minimum the separate personnel requirements of the Fund.

5. The Secretary-General shall not pay from the funds received to finance the United Nations budget any claims arising from the operation of the Fund, but the Executive Board is authorized to pay from the Fund claims arising from its operation.
6. The Secretary-General shall submit to the General Assembly an annual audit of the accounts of the Fund.
7. The Executive Board shall make periodic reports of its operations at such times and in such form as the Economic and Social Council shall provide.
8. A report shall be submitted to the fourth session of the Economic and Social Council containing a recommended programme and estimate of expenses incurred and to be incurred for the Fund for 1947 which shall be subject to the approval of the Council.
9. The activities of the Fund shall be reviewed by the General Assembly at its second session upon the basis of a special report from the Economic and Social Council.

II. The effective operation of the Fund is dependent upon the financial resources which are put at its disposal.

THEREFORE

THE GENERAL ASSEMBLY EXPRESSES THE EARNEST HOPE that Governments, voluntary agencies and private individuals will give the Fund their generous support.