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# **MAURICE PATE**

**UNICEF EXECUTIVE DIRECTOR, 1947-1965**

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## THE AUTHOR

John Charnow was Secretary of the UNICEF Executive Board from mid-1947 to his retirement in mid-1981. During the last twelve years in that post he was also responsible for liaison with non-governmental organizations. Prior to coming to UNICEF, Mr. Charnow was an officer in the Division of Labor, Social and Health Affairs, United States Department of State, where, in 1946, he participated in the preparation of the U.S. Government's position on the establishment and mandate of UNICEF. After his retirement from UNICEF he returned to manage the UNICEF History Project.

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## I. INTRODUCTION

Concern with the well-being of children is universal, generally transcending political and other differences. When UNICEF was established as the UN agency for children, it evoked special feelings of commitment and cause on the part of people in many parts of the world. This ready-made asset of good-will, however, would not have lasted if UNICEF had not achieved credibility through its work.

In its first eighteen years, this credibility was predominantly the handiwork of its first Executive Director, Maurice Pate, who led the secretariat, and worked closely with the UNICEF Executive Board and a number of its creative and supportive delegates. During this period UNICEF gradually moved from being a temporary agency, with uncertain financing, to one which constituted a global partnership in behalf of children involving governments, the international community and people.

UNICEF became widely known for its operating effectiveness, initiating and supporting practical action at the grass-roots level. This was highly regarded, in the first instance by those who valued the programme cooperation received from UNICEF, and that, of course, in the long-run had its effect on the financial support given to UNICEF.

Pate imbued the organization with three main characteristics - a spirit of self-criticism, a willingness to learn from experience, and a deep sense of trusteeship for the funds contributed to it. In addition he firmly established UNICEF as a field-oriented organization, keeping the headquarters role to the minimum necessary.

The staff Pate brought into UNICEF - many of them in their early 30's and for whom the Second World War and its aftermath were fresh in their consciousness - were motivated by the same ideals that inspired Maurice Pate. They reflected a growing social consciousness that peace consisted not only of the absence of war, but of the right to live and grow.

Many early members of the UNICEF staff remained in UNICEF for a number of years in senior positions following Mr. Pate's death in 1965, and they exerted a major influence on its development. Key among these was E.J.R. Heyward, an Australian economist, whom Pate recruited in 1947 as his Deputy, and who remained with UNICEF for thirty-four years until his retirement.

After UNICEF in its first few years had substantially fulfilled its first priority by providing post-war relief for children, it began to widen its scope, not only geographically but in programme activities. In the Pate era it started to add development objectives to its humanitarian approach. It moved toward becoming an agency influencing planners, governments, and other sources of outside aid into taking the needs of children into their perspective. It started to establish two fundamental elements in its programme policy - the country approach and planning for children in national development.

This story is engrossingly set forth in The Children and the Nations: The Story of UNICEF by Maggie Black (UNICEF Edition, 1986) which focuses on UNICEF's work for children as part of the social and economic development of the times. A handsomely illustrated book issued in celebration of UNICEF's Fortieth Anniversary, We Are The Children by Judith M. Spiegelman (Atlantic Monthly Press, 1986), has a chapter on Mr. Pate, including a photo of Mr. Pate surrounded by children - one of his favorites.<sup>a/</sup>

This Monograph does not duplicate what is in Ms Black's book, although it draws upon it in several places. The purpose of this Monograph is primarily to give the members of the UNICEF staff, the extended UNICEF family, and others interested, a feeling about Maurice Pate as a person, and about his contribution to the work of UNICEF, particularly in terms of current topicality.

To understand what Maurice Pate brought to UNICEF, when he came to it at the age of 52 in January 1947, it is important to have a sense of what his experiences, beliefs and motivations were before he became Executive Director and found expression during his tenure. One main part of the Monograph, principally Chapter II, is devoted to setting this down.

Another main part of this Monograph deals with Mr. Pate's views and initiatives on key UNICEF policy matters. In order, whenever possible, to give the reader a sense of immediacy, these have been extracted mainly from his statements to the UNICEF Executive Board. A number of these statements were seminal in the development of UNICEF policy.<sup>b/</sup> For reasons of space these have been selected and edited to provide the essential core of his ideas. Brief commentaries on various subjects are provided by the author for background purposes.

Pate was careful in his statements to refer to UNICEF's cooperation with other agencies in the United Nations system; in this Monograph most of these reference have been deleted in order to avoid repetition. The cooperation between UNICEF and the other agencies in the UN system was most fruitful to both sides, but as time went on UNICEF began moving away from a junior partner status to becoming an agency in its own right.

Inevitably, fewer and fewer persons remain in the UNICEF family who worked with Pate. It is hoped that this Monograph will help assure that Maurice Pate does not ultimately become known only as a person whose name has been given to a conference room in UNICEF House, but rather as that of a pioneer making an extraordinary contribution to the life, depth and mission of UNICEF, and to a global engagement to help countries make a better life for their children.

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<sup>a/</sup> More details on developments in UNICEF during the period Pate was Executive Director are given in the UNICEF History Monographs. A list of these monographs is given in Annex C.

<sup>b/</sup> It should be noted that statements which were not initially prepared by Mr. Pate, were drafted for him by his immediate aides in line with his thinking and were carefully reviewed by him.

## II. MAURICE PATE: THE PERSON AND HIS EXPERIENCE

### At the Heart of UNICEF: A Profile of Maurice Pate

#### Commentary

*This Profile of Maurice Pate gives an account primarily of his experience, his motivations and his ways of working with people both during his formative years and during the time he headed the UNICEF secretariat.*

*Prepared for publication in The New Yorker Magazine, the first draft of this Profile was written in 1960 - early 1961 by James Wechsberg who submitted it to Pate for comment. The title used was St. Francis of the UN: A Profile of Maurice Pate. Pate made some handwritten factual corrections in the Spring of 1961, suggested a rewording of some sentences, and in several instances provided short expansions. These were taken into account by Wechsberg in a revised version. Cut by about 40 percent to fit editorial requirements, this version was published by The New Yorker in its issue of 2 December 1961.*

*The Profile reproduced in this Monograph is an edited version of the Wechsberg revised version which was not fully published in The New Yorker. It contains some hitherto unpublished material. Since the explanations about UNICEF activities which were included as information for the more general readership of The New Yorker in 1961 are mostly dated, these have been deleted, as have been other parts of the Profile which are not relevant for the purposes of this Monograph. However some of the views about UNICEF which prevailed at the beginning of the 1960s have been retained because of their relation to the flow of the narrative.*

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#### Profile of Maurice Pate

About half of the world's children go to bed hungry tonight and every night. Of the estimated one billion children on earth about five hundred and fifty million live in economically underdeveloped areas where people's average per capita income is less than a hundred dollars a year. Even simple facilities for child care are unknown there. Malaria, tuberculosis, yaws, trachoma, leprosy are widespread, and medical help is inadequate. Most babies are getting protein-deficient, starchy foods at the vulnerable growth period after weaning. This year one hundred million babies will be born all over the world, and (speaking globally) in these underdeveloped countries three out of ten of them will die before attaining the age of six years. No one knows exactly how many will remain disabled for life by disease and malnutrition. It's a very old problem but only during the past fifteen years something has been done about it on a world scale, when UNICEF, originally known as the United Nations International Children's Emergency Fund, was established by the United Nations General Assembly on December 11, 1946.

Since then UNICEF has become possibly the best known, probably the most successful and certainly the least controversial United Nations operation. "Of all the United Nations agencies the one that appeals most to most people is UNICEF," wrote Eleanor Roosevelt. Its world-wide appeal is based on people's universal concern for children, and also on a growing awareness that the sick, under-nourished children in remote countries have, in a sense, become our neighbors' children. The people who work for UNICEF are truly their brothers' keepers. Practically the only general criticism against UNICEF is the demographers' argument that UNICEF helps to save the lives of children and thus adds to the problem of the world's expanding population. "The more children they save, the more adults will eventually be exposed to hunger and sickness." In one generation, it is pointed out, mankind will double, and UNICEF is busiest saving the lives of children in the poorer countries where the population explosion is most violent.

It is a bitter dilemma which troubles Maurice Pate, the co-founder, guiding spirit and Executive Director of UNICEF. "One of our answers," says Pate, "has been to encourage developing countries to set up maternal and child welfare centers for which UNICEF furnishes the necessary imported equipment, medicines and food. Locally trained personnel in these centers teach and inculcate the value of human life. When that value will become fully understood, hopefully there will be fewer children brought irresponsibly into the world."

Around the headquarters of UNICEF on the twenty-fourth floor of the United Nations building in New York, and in the offices of presidents and prime ministers, dictators and kings, Red Cross directors and welfare officials all over the world, Maurice Pate is UNICEF. An astonishing number of Pate fans everywhere agree that it was his idealism and dedication, his unselfishness and shrewdness which expanded a humanitarian idea, that started on a shoe-string, into a billion-dollar twentieth-century crusade against illness and hunger among children. Former President Herbert Hoover who is in a position to know says that UNICEF has saved the lives of millions of children.

Quite a few people are earnestly convinced that Maurice Pate is a latter-day saint although in appearance he resembles more a modern Man of Distinction. He is a tall, dapper man with silverwhite hair, gentle manners and soft Midwestern voice which no one has ever hear him raise even when his face gets drawn and white with suppressed anger. Pate looks like a photomontage of an investment banker ( which he once was) and a Park Avenue practitioner of haute monde psychiatry (of which he knows little). "Not only is Maurice Pate the Executive Director of UNICEF but he looks the way UNICEF's Executive Director ought to look," Awni Khalidy, the Iraqi diplomat and former Secretary-General of the Baghdad Pact, said a few years ago when Pate was reconfirmed as Executive Director of UNICEF by Secretary-General Trygve Lie "in consultation with the Executive Board" after flowery speeches of world-wide appreciation. (Pate's name, incidentally, is pronounced American to rhyme with "date", not French, as in pate, but it's immaterial since almost everybody calls him by his first name which is pronounced also the American way, Morris, except by Herbert Hoover, Pate's great idol, who calls him Murice. Hoover considers Pate "the most efficient and dedicated human angel I have ever known". Secretary-General Dag Hammerskjold said recently, "The work of UNICEF is at the heart of the matter - and at the heart of UNICEF is Maurice Pate." Last year the Norwegian National Committee for UNICEF requested that Pate be nominated for the

Nobel Peace Prize. Pate advised the Norwegians that he would not accept an honor for himself and suggested that UNICEF itself be nominated. "No one keeps UNICEF going but the idea itself," he says. 1/

Pate's passion for modesty is matched by his capacity for optimism. In the early years of UNICEF when the organization's chances of survival seemed as doubtful as those of its fifty-six million foster children, it was Pate's unshakable belief in UNICEF's mission (and his private checkbook) that kept the great idea going. Henry Sell, the publisher of Town & Country, calls Pate "a modern St. Francis, an imaginative conservative who doesn't allow his imagination to run away with him." Pate's personal friends profess to be puzzled by him, expressing their bewilderment in such adjectives as "complex," "mysterious," "unfathomable," "difficult to understand" when they try to describe him.

He often helps members of his staff who are momentarily in pressed financial circumstances but always goes to considerable trouble to remain anonymous. Mysterious gifts are received by his god-children and by the children of his friends who have a good idea where they come from. The impression of saintliness is underscored by Pate's benevolence, kindness and unending patience but his associates in UNICEF have learned that underneath the studied casualness and calmness there are hidden a firm determination and dynamic perseverance. "If Maurice comes up against a stone wall, he'll come back the next day and climb over it," one of his close friends says. One of his deputies adds, "Maurice is quite impetuous in his thoughts but slow in his actions. The hardest thing is to make Maurice say yes, but please don't quote me." Pate's associates in UNICEF share his ardor for anonymity.

Pate speaks slowly and haltingly, with a slight stammer when he gets exhausted, but that hasn't prevented him from persuading some notoriously stubborn people, among them the late Ernest Bevin. The former Foreign Secretary had concluded that the United Kingdom should not increase its modest voluntary contribution to UNICEF but after he listened for fifteen minutes to Pate's quiet, unemotional presentation of the facts Bevin changed his mind.

Pate's admirers claim he has specialized hearing; actually he has one good ear but he doesn't hear anything he doesn't want to hear which helps him to accomplish a lot. He often talks in symbols. After a trip to Africa he startled some members of UNICEF's Executive Board by saying that millions of youngsters in Africa "needed pencils." Some delegates muttered that UNICEF had so much money Pate didn't know what to do with it. They had taken him literally when Pate had merely meant that the time had come to teach the children of Africa to write and read. He can be quite forthright in his gentle way. During complicated negotiations he often appears conciliatory and an easy man to deal with but his associates know that underneath the facade of naivete there is a strong Yankee determination which Pate will reveal at the crucial point of the negotiations, bewildering and persuading his opponents.



A deeply sentimental man, Pate is anxious to conceal his emotions. As a student in Princeton he once copied from a book a sentence that impressed him very much. It said, "A true reformer is one who recognizes in human nature a higher quality than its average performance." Pate doesn't know which book the sentence comes from. He gave the slip of paper to his father, and when his father died, he found the paper in his father's wallet. Pate now carries the slip in his own wallet.

When basic principles of honesty and integrity are concerned, Pate is hard as nails. Nothing will make him budge. "People say that in government work you have to make compromises," he says. "In my years with UNICEF I have lived completely with my conscience." Specifically he has kept himself above world politics and has never permitted them to enter the humanitarian principles of UNICEF. "Ideologies have no place in UNICEF," he says. He has kept ideology out even during the turbulent past five years when the vicissitudes of power politics have badly rocked the United Nations boat. Pate has acquired a world-wide reputation for enlightened internationalism and impartial benevolence. "For an American from the Middle West, Pate is an astonishing Weltburger," says one of his European associates. "And he is tough. We tell him what to do and then he does exactly what he thinks is right. Nothing will shake his one-track determination." UNICEF has grown into a powerful organization and it is no secret that at certain occasions Pate has subtly suggested to Prime Ministers and Ambassadors what they might reasonably do in the way of support to UNICEF's work.

Pate operates on what has been called "the principle of the open office-door and the open telephone call." Anyone has easy access to him at any time. He says with pardonable pride that he is surrounded by plenty of "No" men and "No" women. All the "No" people are loyal and devoted to him. "When my staff colleagues take a negative position it is to protect me and give me more time to think an idea through, a process that usually brings a better result," Pate says.

His staff people are as devoted to the idea of UNICEF as its Executive Director. "Many of our staffers could get more money elsewhere but we are just keen about UNICEF," one of them says. They often contribute to various UNICEF projects out of their own pockets. Pate who calls himself "comfortably well-off" and lives alone, spends some of his money and all of his energy on UNICEF. He thinks, talks, dreams of nothing else. He expects the same total devotion from his staff workers and sometimes doesn't want to understand that other people have families and obligations. After a particularly frustrating argument one associate said to Pate, "What you really need is a staff of dedicated bachelors with independent means." Pate nodded dreamily. "That would be very nice," he said, completely disarming his associate. Pate is slow about hiring people ("I want to be sure they will work out") and even slower about firing them (Let's give them another chance; I have repeated confidence in people.)

At the end of the Second World War President Truman asked Herbert Hoover to take a hand in "the organization of measures to alleviate the postwar famine" which extended over two-thirds of the world. The government's plan was to get American and other surplus food countries to tighten their belts and move supplies rapidly to the countries where they would be most urgently needed. Hoover asked his former associate, pupil and friend Maurice Pate, who was then director of the American Red Cross' Relief

to Prisoners of War in Washington, to be one of his half-dozen assistants and to come along on the trip. Both had been together on similar missions in Belgium and in Poland, during and after the First World War. Two years earlier (in 1944) Pate had informed "the Chief" in a letter that he would stick to the Red Cross prisoners of war work to the very end of the Far Eastern conflict and would "probably go back into private business," adding, "the only circumstance that could probably make me alter the latter decision would be the opportunity to again serve you in some capacity."

Pate didn't hesitate for a moment when the Call came. They visited thirty-eight countries in seventy-six days. "Mr. Hoover," says Pate "was then seventy-two but he rarely put in less than fifteen hours work a day, and he was never worn down like the rest of us." It was a moving trip. In Warsaw one day in March, 1946, an old woman came up to them and said, "Mr. Hoover, you saved my life in Warsaw after the First War, and now you're saving the life of my children." Hoover asked Pate "to study the immediate rehabilitation of forty million undernourished, debilitated children in war-ravaged countries of Europe" who were then provided with the barest necessities by several voluntary organizations. After his return, Hoover reported to President Truman and on June 28, 1946, and made a radio address in Ottawa, Canada, to the people of North America that turned out to have historic significance for the future UNICEF:

"...Disease and mortality among the little ones are over the sensitive barometers of starvation and poverty. Several nations have done the best they could ... and the scattered charitable agencies are doing the best they can in limited areas. But they are only touching the fringe of the problems ... There are somewhere from twenty to thirty million physically subnormal children on the Continent of Europe, and there are other millions in Asia ... I would like to suggest that the redemption of those children be organized at once by the Emergency Food Council of the United Nations and that all nations be called upon to contribute to its cost ..."

Out of this statement grew the plan to set up a special organization for the needs of children within the frame-work of the United Nations. Pate deeply admires Hoover and calls the former President "the father of UNICEF." Others have called Pate the same thing. One of the earliest champions of the idea was Dr. Ludwik Rajchman, a Polish doctor, former head of the Health Division of the League of Nations and Polish delegation to UNRRA. "The idea was supported with equal enthusiasm by people of all nations and all views" says Pate, with a note of finality whenever the subject is brought up.

In January, 1947 Maurice Pate was selected to be UNICEF's Executive Director. He still holds that position. At that time UNICEF consisted of Maurice Pate and a borrowed secretary working in a tiny office. UNICEF's initial expenses were paid out of Pate's private checkbook.

Secretary-General Trygve Lie liked the idea of the new Fund though there was no money for it in the United Nations structure. It took the UN almost five years to figure out UNICEF's proper place inside the United Nations. Though Lie had no money for the

Fund, the final UNRRA Council Meeting in Geneva in August, 1946 promised a future UNICEF "anything that would be left over from the UNRRA operation." Pate didn't know how much or how little that would be, so he decided to appeal directly to the Great Contributor, the United States Government. On the day after his selection Pate flew to Washington and there he wrote his first letter as UNICEF's Executive Director to General Marshall, then the Secretary of State. Pate asked for a cool hundred million dollars, "to provide a glass of milk and some fat to be spread on bread - the bread to be furnished by the aided countries - for six million hungry children in Europe and China. "The American Government gave UNICEF fifteen million dollars which was a fair initial payment," Pate says, "It is always well to make a broad first stroke," and UNICEF eventually received more than the original request.

In the early years of UNICEF when it was often doubtful whether the organization would go on, Pate would campaign for UNICEF among his many friends in Congress which caused some mutterings around Capitol Hill that Pate was getting to be an "empire-builder" and that UNICEF was "trying to do too much." Some Congressmen objected that UNICEF was helping the children in Communist countries. During the first four years Pate was invited several times to appear before Congressional Committees and tell the story convincingly. "This seems to have been the beginning of their education" Pate said recently. Now for some years the American Congress has been one hundred per cent behind UNICEF."

By 1949 Europe was slowly on its way to recovery. The emergency phase of the operation was coming to an end but a much larger, more radical yet almost invisible emergency had long been taking shape in Asia, Latin America and Africa. The sun-burned, brown and black nations for centuries had suffered and needed help. In 1950 the United Nations General Assembly extended the life of UNICEF for three years, directing a shift of emphasis from short-term emergency aid to long-term benefit programmes for children in underdeveloped countries.

"It was our hardest test," one of Pate's earliest associates remembers. "Suddenly we were no longer a pure feeding agency but an operation with a new, worldwide purpose. We had a wonderful, young, dynamic feeling. We were going to take care of children in a new, larger way, with the help of the latest technological developments including the new miracle drugs to cure age-old diseases. The difficulties were enormous. We had not enough money for the most urgent projects in Asia and Africa. And in many countries the governments were often changing. It didn't look so well for UNICEF but there was never a moment when Pate thought we might not succeed. He never had the slightest doubt."

By 1953 UNICEF had passed its test with flying colors and the United Nations General Assembly decided to extend UNICEF's life indefinitely as a "continuing" agency. Today UNICEF concentrates on "long-term projects to improve the health, nutrition and general welfare of children in underdeveloped countries."

It is a formidable program but it doesn't faze Maurice Pate who believes in doing first things first. A successful man in private business, Pate runs UNICEF not like a bureaucratic operation but like a dynamic free-moving corporation whose shareholders (and dividend receivers) are the children it serves. He is an idealist who has both feet firmly planted on the ground.

It is obvious that UNICEF's world-wide needs are staggering but the Fund has a smaller budget than the social welfare department of a large American city. As UNICEF can never hope to pay for all the projects it launches, an "elastic" system was developed by Pate and his staff which, in Pate's own words, "obtained extraordinary results with the limited funds at our disposal." The statement does not tarnish Pate's reputation as an extremely modest man. The important principle about UNICEF aid is that it is provided only for projects which the recipient governments agree to carry out on their own, and only in response to specific government requests. UNICEF's skeleton staff works with governments to plan these projects and the Fund provides and pays for key supplies that are locally unavailable, or ships supplies and sees that proper use is made of them. Gradually UNICEF has developed into a children's welfare mobilization fund.

Because of the nature of its "elastic" systems and methods, UNICEF is often called a catalyst but perhaps it is more correct to compare UNICEF to the spark or the chemical that sets off a chain reaction. One of Pate's associates prefers the keg-of-nails analogy. "There is an experienced foreman, supplied by WHO or FAO. There are carpenters and lumber cut to a size supplied by the recipient governments. But nails cannot be found at the local hardware store and how can you build a house without nails? So UNICEF, after approving the country-made blue-prints of the house, puts up the necessary foreign exchange to provide the nails and gets things done."

Good advice is always rare and the people at UNICEF's headquarters planning division and in its regional offices have acquired so much experience that their advice (along with that of the UN Specialized Agencies) is sought eagerly by various governments planning health, nutrition and welfare programs even when specific UNICEF aid is not requested. Pate himself deals mostly with overall plans and general policies, and particularly with fund-raising on a large scale. In the past fourteen years, he has visited ninety-three countries and territories, many of them repeatedly, on inspection and fund-raising trips.

"Maurice's technique is extremely simple and extremely effective," says a Swiss doctor who works for UNICEF. "He says very little but impresses people with his absolute integrity. He is terribly stubborn. No one can get rid of him. He once made a terrific impression in Paris where he got up at lunch on the Quai d'Orsay and made a simple speech in fluent French. He spoke about his early days in France as an American soldier during the First World War and told his French listeners why he always liked their country. He reminisced about the simple farmers and villagers that had become his friends in offering the hospitality of their homes to a lonely dough-boy from overseas. The diplomats and officials thought Pate was magnifique."

In the wealthy countries, which are UNICEF's largest contributors but rarely see UNICEF in action, Pate tells the people about UNICEF's past achievements, present

projects and future plans. He talks about the deep spirit of international co-operation in UNICEF. Pate's first deputy is E.J.R. Heyward, a shy, self-effacing, hard-working former economist from Tasmania, Australia, whom Pate respects as a man of great vision. Another deputy director is Mrs. Adelaide Sinclair from Toronto, Ontario, World War II Director of the Women's Royal Canadian Naval Service, who is now in charge of programming. The third deputy director is Dr. Georges Sicault, a Frenchman from Morocco, who was formerly director of the "Direction de la Sante Publique et de la Famille" in Rabat, Morocco.

On his last visit to Bonn Pate was invited to spend an hour at the home of Federal President Lubke. Frau Lubke is honorary president of West Germany's National Committee for UNICEF and deeply interested in the problems of needy children. In no time Pate was talking with Mr. and Mrs. Lubke about his favorite subject and after a short, casual resume of past, present and future plans, he handed President Lubke UNICEF's latest annual Compendium. Perhaps by accident, the Compendium opened on the page, "Government contributions to UNICEF". President Lubke frowned and said, how is it that the contribution of the Federal Republic was only \$600,000? Pate nodded seriously and said, yes, it was so; the Federal Republic was only in eighth place among the contributing nations. "We ought to be in second place, right after the United States," said Mr. Lubke. Again Pate nodded and said, he certainly agreed with Herr President. Then there was a national-television recording in which President Lubke told the German people what UNICEF had done for German children in their time of need after the War; and made an appeal that rebuilt Germany should now do their part for UNICEF's works in the underdeveloped countries. Three weeks later the Federal Republic more than doubled its contribution.

Pate and UNICEF's Asian Director, American Spurgeon Keeny, won the confidence of Prime Minister Jawaharlal Nehru in 1950, when UNICEF agreed to help India put up its first penicillin plant in Bombay. "It was a typical UNICEF operation," says Pate. "Instead of giving them the penicillin we gave them the tools to make their own." After UNICEF helped India, similar arrangements were made to help Chile, Yugoslavia and Pakistan put up their own penicillin plants. It was agreed that these plants should give free access to anybody who wanted to come in and study the operation; and all four plants now exchange information.

Today Chile produces all the penicillin it needs. At the time the project was under construction, Chile's annual contribution to UNICEF was \$4,000. "I'd told the Chilean Finance Minister that if the penicillin operation would be successful I hoped he would add one zero to his country's annual contribution and make it \$40,000," Pate remembers. "After the plant went into production, Chile voluntarily increased its contribution to \$80,000 a year. They were happy. So were we."

In January 1953 Pate was received in audience by Pope Pius XI who had made a detailed study of UNICEF and was surprisingly well informed about the Fund's plans. Pate spent half an hour with the Pope. "We moved from one country to the next and I was astonished that a great spiritual leader should have such a thorough grasp of economic matters," Pate says. "The Pope gave me several useful suggestions. After our meeting he instructed his representatives in all countries to give us their support in every possible way." The Vatican makes a token contribution of \$1,000 a year, as it does to all international organizations, in evidence of its moral support. Last June Pate was received by Pope John XXIII who was also extremely well informed about UNICEF.

Pate gets along well with Professor Miterev, the Russian delegate to the UNICEF Board, who was for ten years Minister of Health of USSR and is now president of the Russian Red Cross and Red Crescent Society. Every other year Pate makes a trip to Moscow.

Marshall Tito, an ardent partisan of UNICEF for years, has received Pate for lengthy talks in his Belgrade residence. For the past ten years Yugoslavia has made an annual contribution of \$200,000 worth of dinars, which Pate cannily uses to buy much-needed cargo space aboard Yugoslavia ocean freighters.

In some cities which Pate visits, the leading pediatricians are his voluntary helpers in his perpetual fund-raising campaign. A well-known doctor in the capital of a country that is a major contributor always gives a supper party for Maurice Pate to which he invites half a dozen cabinet ministers whose children he looks after. "One evening," Pate says, "they held an informal cabinet meeting right there at the supper party and decided to increase their country's contribution." In another country Pate managed to see the powerful Minister of Finance with the help of the pediatrician who treated the Minister's children. They went to the Ministry together in the doctor's car. Groups of people and delegations in three successive anterooms were waiting to see the Minister. The doctor walked right through and took Pate straight into the Minister's office. Ten minutes later, with some assistance from the pediatrician, Pate had a firm commitment from the Minister.

Maurice Pate has spent twenty-four years, more than one third of his life, in the service of various international relief missions, and is now considered one of the world's leading humanitarian and relief experts. (Pate thinks this distinction should go only to Herbert Hoover, the Elder Statesman of Relief.) Pate thinks of himself primarily as an "emergency relief man." He is happiest when he can ship vast quantities of skim milk powder and clothing to territories struck by wars, revolutions, tornadoes, epidemics or earthquakes.

In the last week of October, 1956, twenty-four hours after the Revolution had broken out in Budapest, Pate said he was going there. He was warned he would never be able to get to Budapest. The Russians were in no mood to observe the niceties of diplomatic savoir faire. Pate flew to Vienna, and was met there by Willie Meyer, a Swiss UNICEF staff member loaned to the International Red Cross to head their Budapest relief operation. The Hungarian Embassy was rather inaccessible even to other diplomats accredited in Vienna, but Meyer got in, Pate was issued a visa, and the following morning he left Vienna at dawn with a Red Cross convoy of relief supplies and arrived in Budapest at noon. Fighting had just ceased and the city was a vast graveyard, with wounded and dead people, bombed houses, and torn-up streets. Food was scarce, traffic was paralyzed, refugees streamed out of the capital, there was confusion, but Pate proceeded quietly and methodically as ever. No outside Westerner had been able to see any member of the Hungarian government since the fighting had started, but Pate saw both the Minister of Foreign Affairs and the Minister of Public Health

and announced calmly that he was going "to walk around town for a couple of days to survey the situation." The children needed medical supplies, food and blankets because they were freezing in their windowless rooms. (These first supplies came from Red Crosses in neighboring countries). Pate and Meyer working with the freshly reconstructed Hungarian Red Cross immediately prepared plans for the distribution of \$700,000 worth of UNICEF supplies for the starving, cold children of Budapest. Then he ordered woolen blankets in Poland and in the Soviet Union, and blue jumper suits for children in Belgium and France, living up to his reputation for impartial benevolence. All UNICEF supplies were distributed through the International Red Cross; and Pate says "They and the Hungarian Red Cross did a very fair and impartial job in the distribution."

Shortly after the outbreak of the Congo crisis in July 1960, Secretary-General Dag Hammarskjold called for Mr. Pate. He asked Pate whether he could provide a group of experts from his organization who would go to the Congo at once to set up an emergency food distribution system. "I can," said Pate; "I hope the job can be done with a small nucleus of UN staff plus others I'll recruit on the spot." Hammarskjold nodded. "Can you leave soon, it's urgent." "I'll be on a plane tomorrow night," said Pate. Mrs. Adelaide Sinclair, Deputy UNICEF Executive Director (Programming), remembers there was a light in Maurice Pate's eyes as he came out of Dag Hammarskjold's office. "Maurice never looks his age but that night he looked twenty years younger. He was happy to go out into the field again and set up a relief organization in a hurry. That's the thing he likes best."

He left the following evening, after making several transatlantic phone calls to UNICEF people with special experience in emergency relief work. They arrived in Leopoldville about the same time he did, on the morning of July 18th 1960. "In an emergency operation, speed and flexibility are essential," Pate says. "I learned that early in the game from Mr. Hoover. The first thing you must do is get yourself a place to work and the best possible communications. That means phones, motorcars, trucks, and planes. After the First World War, when Mr. Hoover was organizing vast emergency relief operations in central and eastern Europe, he would always send a team of communications experts ahead of any staff. That means that when the food and relief missions arrived, they would find direct telegraph lines to Vienna, Paris, London, and other European capitals. Good communications are half the battle. In Leopoldville, we set up our headquarters in a glass-enclosed flower shop in the lobby of Hotel Stanley, and within twenty-four hours we had our telephone facilities in working order. The second step is always to establish relations with the local government and with the embassies of the food-donating and food-transporting countries. In July of 1960, as a spontaneous gesture, about a dozen countries were sending food-relief supplies to the Congo. We quickly recruited all the local staff people we could. We got together a good group of Congolese, Scandinavians, and Swiss. Some of them were sent to the airport to receive the supplies, and others to the warehouses where the supplies would be stored and guarded. We always prefer to rely on regular local channels for the distribution of supplies instead of doling them out to individuals. In this case, the flour was distributed through Congolese flour wholesalers and bakers. Just as the stock of flour in the city was completely exhausted, we were able to start deliveries to the bakers of Leopoldville, and also to the bakers of Stanleyville. A couple of days later, flour was to Luluabourg and

Coquilhatville. All supplies were sold, and the money was placed, with the approval of the donors, in a special trust fund under the joint control of the office of the United Nations Coordinator of Relief and the Congolese Ministry of National Economy, which would carry on the work after we left. The money would later be used for charitable purposes. We had hundreds of eager helpers, most of them Congolese teen-agers. With their assistance, we set up milk-distribution points in Leopoldville and half a dozen other cities, and a few days after the first shipments of skim-milk powder had arrived at the airport, tens of thousands of hungry children all over the Congo were having their first cup of milk. It took just twenty-four days to get the job properly set up, and then I returned to my regular work."

Maurice Pate was born on October 14, 1894, in Pender, a small town in Nebraska, where his father ran the local bank. Richard Ellsworth Pate was a completely self-educated man who grew up on a homestead farm in Iowa. As a boy Maurice often went back to the farm. He speaks with great warmth of his father, a generous man who taught his children the importance of work and the value of money. Three of Pate's grandparents came from Wales and one from Ireland which may account for his dogged Welsh persistence and a touch of Irish sentimentality that he tries to hide manfully.

When Maurice was three years old, the family moved to Denver, Colorado, where his father eventually owned a large furniture store and represented Eastern steel companies. Of the family's seven children (Maurice was the first-born) three died in infancy of polio, diphtheria and "summer complaint" after drinking non-pasteurised milk. This early experience may account for Pate's deep concern many years later for the welfare of sick children. "To think that these children would live today if more had been known then about children's care," he recently said wistfully to a friend.

Pate went to public grade and high schools in Denver. His family recalls that when the starting grade class was too large for the room allotted to it, on request for volunteers who would skip a grade and move into fifth, Pate's small hand was up first. That brought him to Princeton before his seventeenth birthday. Since he proved to have business acumen, Pate went into partnership with various students of modest means in all kinds of enterprises from selling slickers to pressing pants. His father gave Maurice an unlimited checking account, and always grumbled because his son spent too little on 'amusement'. A classmate describing this period said of Maurice, "We went together to New York, stayed in cubicles at the philanthropical 'Mills Hotel', (25 cents a night), paid 50 cents for the highest gallery seats at the Metropolitan to hear such great artists as Caruso, Chaliapin, and Scotti. And we went to 'Murray's', the most famous restaurant-cabaret at the time, ordering a single dish each, consuming quantities of bread and butter, but always leaving the waiter a generous tip." Pate graduated with a B.S. from Princeton in 1915 in the first division of Phi Beta Kappa.

After graduation he went to the small town of Hartley, Iowa, to work in the local bank where his uncle was the president. As the youngest staff member Pate had to be at the bank at seven-thirty in the morning, start the fires in the stoves, clean up and have everything ready for the president and the two senior staff members. "I liked the work because I gained valuable experience," was the typical patian answer when he was recently asked what he thought of this phase of his life. "But as the First World War



went on, I became very restless so that I went to Denver to talk about my restlessness with my father. It was my intention to quietly take off for Canada and join the Canadian Army. I'd drawn money from the bank and was planning to leave one evening but that morning I felt I should confide in my father who had always given me such freedom and confidence all my life. Father took the news calmly, but not mother who learned it at lunch. 'Who's war was this?' came through her tears. Then father gently brought to my attention an article in the current Saturday Evening Post about Herbert Hoover's relief organization in Belgium. I decided to look into it, and my father agreed it was a good idea. And so I took a train to New York in April, 1916, got myself a letter from President John Greer Hibben of Princeton University and went up to the New York headquarters of the Hoover Organization."

Pate was almost twenty-two but looked like a skinny kid of seventeen. At the Hoover Mission they were kind to him and tried their best to get rid of the boy. He was told he would have to speak fluent French and would have to take an examination with the Belgian Consul-General before there could be any question of his going abroad. Pate said that was alright, he would be back in a month. During the next four weeks he spent all his waking hours studying and talking French with a Belgian soldier who was convalescing in New York from a war injury. Pate's French was perhaps not exactly fluent but he was serious and determined enough to convince the Belgian Consul-General. He passed his examination and proudly went back to the headquarters offices. When they saw they couldn't get rid of him otherwise they sent Pate off to Rotterdam. Later he found out that the Rotterdam office had cabled New York not to send them any more of those little boys. They passed him on to the Brussels office of the Commission for Relief in Belgium where they were even more indignant to have such an inexperienced kid on their hands. A few days later, when the field representative in Tournai had an automobile accident, Brussels sent him there as a replacement.

The job in Tournai was Pate's big break. His job entailed overseeing the distribution of the food - the Belgian did the actual handling of the food themselves - and making sure that none of it fell within the hands of the German. Pate visited every one of the hundred-odd villages in the province and went to see all the flour mills, bakers and other distribution points. By the end of the first month he knew his job inside out. Word drifted back to Brussels that the skinny kid was working out alright.

Another month later Pate was told to meet Mr. Hoover in Brussels. He has a vivid memory of his first meeting with the "Chief". At that time Pate was seriously bothered by the German "requisition of Belgian manpower." The Germans sent off able-bodied men to work in undisclosed places, breaking up Belgian families, among them the families of many men working in the Hoover relief operation. Pate was very discouraged and indicated to Hoover that the whole operation in the Tournai region was in jeopardy. Hoover said little but when Pate came back to the office early the next morning to pick up his mail before going back to Tournai, he found a scribbled note from his boss.

"My dear Pate, I envy your opportunity to work so closely with people in the field. I know that you are doing a wonderful job. Remember that whatever you do I am one hundred per cent behind you. - H.H."

"That little note" Pate says now, "added figuratively six inches to my size and ten years to my stature. I was now fully accepted in the Hoover family. Any man working for Mr. Hoover immediately became three men because of the confidence he gave everybody. I went back to Tournai, had myself announced to the German general whom I'd never dared approach until then, and asked to see him at once. The general's aide-de-camp escorted me straight to the general. I told the general that our food distribution system was seriously disrupted by the German arrests of our Belgian employees, and that Mr. Hoover thought this was most unfair and should stop. The general stared at me open-mouthed. Perhaps no one had talked to him like that for a long time. However, the Germans had a healthy respect for Mr. Hoover. The next day special orders were issued exempting all men working in the Tournai region for our organization from any German requisition of manpower."

Pate is convinced that the Hoover mission saved a great many people in Belgium from starvation and possibly from death. The densely populated country then produced only about half the food needed. On April 6, 1917, the United States declared war on Germany. Six out of forty of the Hoover people, including Pate, remained in Belgium for another month to wind up their work and turn the operation over to Spanish and Dutch neutrals. Pate was not bothered in any way by the Germans, indeed, they told him not to worry, the war would be over in a month. One month later the war was still on, and Pate, after his U.S. training, was in France in January 1918 as a master sergeant with the 29th Regiment of Engineers whose job it was to locate German artillery by flash and sound.

Three days after the end of the war, Pate was made a second lieutenant. He stayed on in France for a while with his regiment and then rejoined the Hoover Organization which sent him to Poland in February 1919. When the American Relief Administration in Poland began its child-feeding operation in April 1919, Herbert Hoover put young Pate in charge of the urgent, large program. "Mr. Hoover's aim was to provide 1,300,000 starved Polish children with one warm meal a day". Pate now says. "I had always thought the situation in Belgium had been serious but when I got to Poland the situation was much worse. Obviously fast work would have to be done to save many children from privation". While Hoover diverted two ships with food supplies in mid-Atlantic to the port of Danzig for Poland, Pate in Warsaw proceeded to organize the distribution of the foodstuffs. His hardest problem was to get locomotives for the freight trains with supplies. Once he was an hour late for an important nine a.m. meeting with Hoover because he'd gone in the early morning with the Polish Minister of Communications down to the Warsaw freight yards trying to scare up a few locomotives.

In the beginning Pate tried to set up a food distribution system with the help of local authorities but he soon got involved in red tape thicker than the mud on the Polish country roads. So he wired and wrote to the mayors of one hundred Polish towns that food supplies would shortly be sent and that supplies would be consigned to them personally and under their trusteeship. They were each asked to send a representative to Warsaw at once to receive instructions for the distribution of the food supplies. The system worked out so well that shortly children all over Poland were getting their first warm meal of seven hundred calories, and after that, one meal a day served either with rice and sugar, and a pea or bean soup followed by sweetened cocoa and bread.

The food situation was particularly critical in the industrial region of Upper Silesia around the town of Katowice where the frontiers with the neighboring states of Germany and Czechoslovakia were not yet drawn. There was great conflict and tension in this area. Instead of waiting for approval from the various governments in Warsaw, Prague and Berlin (which might never have come) Pate rode to Katowice on the locomotive of a freight train with twenty cars of food supplies. He ordered the train to stop in the outskirts of the city, went to see the mayor and told him to form within the day a committee of Poles, Germans, Czechs, Protestants, Catholics and Jews that would assume full responsibility for the foodstuffs and their impartial distribution among all hungry children in the region. The committee was constituted within three hours; then the food train rolled across the frontier; and shortly the children had their first warm meal. Again Pate credits Hoover with the ideas and the technique of distribution. "It was easy to cut through red tape, when you know that Mr. Hoover was behind you." "Cutting through red tape" has remained a favorite pastime with Maurice Pate, and he has attained considerable proficiency at the game.

In the summer of 1920, half the territory of Poland was overrun by Russian troops, and large stocks of American food were in jeopardy. Pate, with his young companion Dr. Hershel Walker, made an effort to cross into Russia in the wake of a Polish armistice commission in order to negotiate for safety of American food stocks and personnel. The commission, and Pate, had to turn around when Polish soldiers by mistake set fire to a wooden bridge across the Pripet River. "That was one of the times in my life when I failed to reach my destination," Pate later commented. He and Walker did get into Russia a few days later, accompanying a second Polish commission. After some delay in Minsk he managed to reach the Russian capital where he started negotiations with the Russians for the safe conduct of personnel and supplies in the Russian-occupied part of Poland. While the talks dragged on, the Polish Army drove the Russian troops out of Poland which solved Pate's problem. Meanwhile he'd made an impression of confidence on the Russian officials so that they asked him and Walker to stay on for a while and to make a study of their own very serious Russian food problem.

"I found appalling conditions of starvation in Russia and their food production and distribution system had broken down. After completing my study Walker and I went to Talinn, the capital of Estonia, and sent a fourteen-hundred word telegram to Mr. Hoover in London. That was the first step of the later large relief action in Russia. Mr. Hoover later went to Moscow himself to negotiate the basic agreement with the Russians."

Among Pate's friends in Warsaw was Ignace Paderewski, the celebrated pianist, who was then the Prime Minister of Poland. "Paderewski and his wife took me in like their own son," Pate says. "Paderewski had a deep sense of responsibility and was passionately devoted to his country, as are all Poles. During the fifteen months when he was Prime Minister, he would often work all night. He never went near his big Steinway in the corner room on the second floor of the Bristol Hotel. I never heard him play. When I asked him, he gently said, 'This is not the time for music.' Paderewski wished the world to know him not as a musician but as a statesman."

When the Hoover American Relief Organization in Poland came to an end after three years in 1922, Pate left but afterwards returned to enter another field. He had come to like Poland and its people; he had learned to speak fluent Polish and made friends there. In those years he was everybody's confidante in Poland. In 1926 Marshal Pilsudski ousted the government of President Wojciechowski after a military coup and Pate became a kind of personal neutral link between the two sides and his car - a red Buick - was permitted to go through all checkpoints.

In 1927 Pate married Jadwiga Pradzywaska, the daughter of an old Polish landowning family, whose grandfather had been one of the Polish leaders of the rebellion against the Russians in 1863. The marriage lasted ten years and remained childless. The Pates were amicably divorced in 1937 but remained friends. Mrs. Pate died in Warsaw last Fall, (1960), and Pate fortunately could be there at the time with her.

Life in Poland was very pleasant between the two world wars, at least after the scars of World War I began to heal. There was good music, good opera, good ballet, good food in the local homes and restaurants, and always good talk. Pate liked to swim in the Vistula, to play tennis in summer and skate in winter. Swimming and walking are still his favorite sports. He worked first for the Standard Oil Company of New Jersey and became assistant to the Warsaw manager of the firm's Polish subsidiary. Then five years later he set up his own import and export firm, bringing in American cars ("especially Packards which were very popular then") trucks and tractors. He also represented two American banks and an English bank.

In 1935 Pate returned to America and spent the next four years in New York city as an investment banker and director of various firms in the machine tool industry and the natural gas business. On September 1, 1939, the Second World War broke out. A few hours later Pate went to Washington to volunteer his help for Poland. With the backing of Herbert Hoover he was named President of the Commission for Polish Relief. He began at once to negotiate with the Germans and the Russians for the shipment of relief supplies to Poland. He brought dried fish and cod-liver oil in Scandinavia and shipped the supplies through Germany to Poland. He bought Russian foodstuffs that were shipped directly from there to Poland. And he bought American supplies that were shipped by way of Portugal and Germany. "It was a typical Hoover relief operation," Pate remembers.

After Pearl Harbor, Polish relief was out of the question - for Americans at any rate - and Pate joined the American Red Cross and was named Director of Relief to Prisoners of War. He kept that job until 1946, working out involved relief deals and engineering large emergency operations. During these five years the American Red Cross shipped over one hundred and seventy million dollars worth of supplies to American and Allied prisoners of war in Europe and the Far East.

Pate's most difficult job was to keep supply routes open. It was a fine time for Pate to practice and perfect what he calls "the Hoover technique." When he decided to open a new supply route "around the North," he had to carry on involved negotiations first with the British commander and then with Count Bernadotte, the Director of the Swedish Red Cross (who was later assassinated in Palestine.) It was a complicated operation.

The supplies were first brought across the Atlantic on three Swedish and several Swiss transatlantic vessels that were run by the International Red Cross. The ships were clearly marked, brightly lighted at night, and immune from attack by German submarines. These ships discharged their cargo at Goteborg, Sweden, from where it was loaded on several small, white-painted Swedish Red Cross ships that shuttled between Goteborg and Lubeck, Germany. The Germans cooperated by having their mine sweepers precede the white ships through the mine-infested North Sea. There remained the problem of transporting the supplies through Germany, then under heavy Allied bombing attacks concentrated on the railways to the prisoner-of-war camps. Pate obtained from the American government three hundred five-ton trucks and negotiated with the German government (through the Swiss International Red Cross) for safe conduct of the supplies through Germany. It was agreed that trucks would be driven by young American prisoners of war with elder German guards sitting next to them. The operation went without a hitch and is believed to have saved the lives of many thousands of Allied prisoners during the final months of the war when food rations in German prisoner-of-war camps were hardly sufficient to keep body and soul together. All in all, Pate's Red Cross organization shipped over thirty-three million eleven-pound food packages.

It took drive, experience and, above all, patience, to carry out these involved mercy negotiations and similar ones for the Far East. All communications went by cable to the International Red Cross in Geneva. The Swiss would transmit them to the Directors of the German or Japanese Red Cross who in turn would send their answers to Pate by way of Geneva. After years of negotiations and hundreds of cables Pate thought he knew his opposite numbers in the enemy countries quite well though he had never even seen their signatures on a letter. All participants in the Red Cross agreements endeavored to carry them out faithfully.

At the United Nations Building UNICEF people have the reputation of realizing their good fortune in working for a non-controversial organization. "We are lucky," an old UNICEF hand admits. "We've had fewer problems than those who carry the more intricate political responsibilities. Every one is ready to help children and mothers." UNICEF has remained small, flexible and unbureaucratic. The human touch is always evident. On the twenty-fourth floor where Pate had his office, the walls in the corridors are covered with large photographs showing children in villages of Africa, Asia and Latin America. Pate's spacious, bright office with its large windows overlooks the East River with Welfare Island in it. On the walls hang photographs showing Herbert Hoover surrounded by children in the destroyed city of Warsaw and pictures of various relief operations in which Pate took part. A touch of austerity is supplies by the linoleum floor, although as UN Under Secretary-General Pate is entitled to a carpet. On a large corkboard in the conference room photographs are mounted showing UNICEF aid around the world but there is also a small Matisse and a larger Dufy, both done for UNICEF Greeting Cards. They are among the fifty-odd artists all over the world who donated their service to UNICEF's world-wide greeting card campaign.

Pate confesses that initially he vetoed what has since become one of UNICEF's successful operations, known among American children everywhere as "Trick or Treat for UNICEF". He thought "it was just one more complication in an already complicated operation". What really sold the idea ultimately to Pate was not only the substantial

income which ultimately came from the campaign, but its educational value - a value also of the greeting card operation. Through millions of children their parents had learned something about a non-political, humanitarian aspect of the United Nations. Once before he became Secretary of State, Dean Rusk said to Pate "I thought I knew something about UNICEF but I found out more when my youngsters started on their Halloween children's crusade."

Seven years ago Maurice Pate and Danny Kaye, the comedian, were brought together for lunch at the United Nations Building in New York. Pate and Kaye had met briefly a year before, as fellow passengers on a flight across the North Atlantic when one engine of their plane caught fire, fortunately without dire consequences. Kaye, who had for a long time been interested in UNICEF's work, was about to travel around Africa and Asia, and he suggested to Pate that he take a camera along and photograph children in remote villages where UNICEF teams had been active. By the end of the lunch, Kaye and Pate had built up the idea into a large-scale enterprise. Instead of a simple camera, Kaye would take along motion-picture equipment and a couple of cameramen, and would make a film in color. Kaye, of course, had offered his services free of charge, and later Barney Balaban, the president of Paramount Pictures, agreed to produce the picture and distribute the movie free of charge. The completed picture - a twenty-minute documentary called "Assignment Children" - was seen by over a hundred million people. Once the film was ready for showing, Danny Kaye went on tour again, to introduce it and, incidentally, to entertain children. C.B.S. television cameramen followed him through the Middle East and Africa on his trip, and ultimately the network turned the results into a ninety-minute show called "The Secret Life of Danny Kaye." Its producer, Edward R. Murrow, contributed his fee to UNICEF.

Pate spends several months every year in the field "to see how wisely our money is spent" and during the rest of the year stays close to his office in New York. He keeps a small room on the sixth floor of the Union League Club on Park Avenue and Thirty-eighth Street, but he doesn't pretend to live there, he just goes there to sleep. Pate tries to be in bed by nine o'clock, writes down "twenty things to do tomorrow," turns out the light and thirty seconds later is fast asleep.

The room has a bed, and an armchair, a small table with a radio, a writing desk, a small closet and a bathroom, and might be luxurious for a Trappist monk but is rather modest by Park Avenue standards. "Since in all comfort I have the smallest room in the Club I can afford to give a larger Christmas contribution to the stewards and attendants," Pate explained one evening recently to an acquaintance who expressed some concern about Pate's humble pied a terre.<sup>2/</sup> No wonder the staff at the Union League agrees with the staff of UNICEF that there is something saintly about Maurice Pate.

Pate rarely entertains but he is a gregarious man and likes to have a friend for dinner at the Club. Afterwards he may take him to the library to show him the sumptuous solid-gold service that the late J. Pierpont Morgan donated. "Very nice," Pate is likely to murmur. "But personally I prefer to eat on simple china." He is a modest man in his needs. He will take a drink or two before dinner and again insists on a vintage brand of bourbon; Old Fitzgerald is his favorite. After all these years he still causes some consternation among the waiters - they know - by ordering his coffee, with cream, in a large glass. For him it's an old Slavic custom.

Pate likes the Union League Club because he can walk the one mile distance to the United Nations. On the way to and from his office he often stops for a few minutes of quiet meditation at the Catholic Church of our Savior, across the street from the Union League Club. (He is member of the interdenominational Riverside Church in New York.) Pate reads The New York Times from beginning to end every morning, and almost nothing else, by his own admission. "Maurice is intelligent and well-informed but not an intellectual and no reader," a friend says.

No one at UNICEF's headquarters ever contemplates the possibility of Maurice Pate's resignation or, for that matter, of UNICEF's ability to go on without him, but Pate himself takes a more detached view and is not convinced of his own indispensability. He has told his friends he will quit when his usefulness becomes doubtful. His friends consider this a mere manner of speech but Pate has even made plans for the improbable contingency. In his rare, wistful moments he has been heard to say he wishes he could spend the last years of his life pleasantly and peacefully as postmaster in Centerville, Cape Cod.

He says, "I realize that UNICEF has only begun with the job. Today we try to give children a chance to grow up, be healthy and have enough to eat. Some day we'll have to give them a chance to make a better living for themselves. In some of the underdeveloped countries only one child out of ten learns to read and write. Personally it is my fondest hope that the day will come when so many people everywhere will be educated and gainfully employed that they will be able to look after their own children. Then there will be no need for UNICEF"

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**Helping children during armed conflict: the Hoover/Pate experience**

**Commentary**

*This section, based on Herbert Hoover's writings, has been prepared because of the current interest in UNICEF in "zones of peace" for relief and other services for children during hostilities.3/*

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**Belgium during World War I**

Maurice Pate began his experience with relief operations in the midst of the First World War as a volunteer, at the age of 21, with the newly established Commission for Relief in Belgium headed by Herbert Hoover.

The Allied Blockade had shut off the import of food to German-controlled territories, including Belgium, as well as Germany itself. What the Commission needed to get started on relief operations in Belgium was British permission to pass food and clothing through the blockade, German guarantees of non-interference of food supplies, an agreement by the German government to contribute agreed amounts of stocks for relief purposes, and neutral observation. This was a wholly uncharted field of international relations. It required agreements on politically sensitive matters.

Military people, and others, on both sides opposed the idea. On the German side there was a feeling of not weakening the pressure which a threatened starvation of the Belgium might bring and which could in the end secure relaxation of the food blockage against the German. On the other side it was felt that it was the duty of Germans to feed the occupied populations and nothing should be done which could relax the Allies' food blockage on the Germans.

A deep sympathy for the Belgians had spread over the whole neutral world. The Commission mobilized the religious leaders of the neutral world and obtained statements from the heads of a score of neutral nations and resolutions of support from local and national legislative bodies in many nations. Committees of leading citizens were set up in a number of countries. In each belligerent government there were civilian leaders who believed in the righteousness of the Commission. The opposition was overridden and operations began, financed by a great outpouring of contributions from private sources and later government subsidies from the United States, France and Great Britain.

The operations of the Belgium relief operation set a pattern for relief work in subsequent years in a number of European countries. Soup kitchens were a vital part of the relief organization which also extended to Germany-occupied Northern France. They were operated by local women and served every section of the towns and cities. The soup was an economical means of supplementing the communal ration with meats and fats, and wherever possible it was accompanied by a small extra bread ration.



As the war continued, the Commission found that the regular rations and the supplemental soups were insufficient for children. There was a growing spread of rickets, certain glandular diseases and tuberculosis. A system of canteens was set up to supply a noon-day meal including more meat, milk, sugar and salts to infants, children and expectant mothers and also the aged. Some 2,500,000 children were reached.

Much of the work of the Commission's staff was concerned with logistics (purchase of foods, overseas transport, shipping by rail and canals to warehouses and processing of food), and with overseeing the distribution system to ensure its smooth functioning and making sure that none of the food fell into the hands of the Germans. The latter job was given to Maurice Pate for the province of Tournai where he visited every one of the over one hundred villages in the province inspecting warehouses, looking into inventories, records and bookkeeping systems, making suggestions to the local staff involved in the actual distribution, and assuring that Belgian employees of the Commission were exempted from being requisitioned by the Germans.<sup>c/</sup>

Shortly after the United States declared war on Germany in April 1917, the Belgian relief operation was turned over to Spanish and Dutch neutrals and the Americans, including Pate, were withdrawn.

### Poland during World War II

With the outbreak of the Second World War in 1939 a number of the smaller European countries were caught between invading armies and the British blockade and no longer could import the food supplies upon which they had previously depended.

The experience with Belgian relief in the First World War had shown that on the basis of suitable agreements with combatant countries it was possible to provide food relief without favouring either side. In response to a request for aid from the Polish Government-in-Exile, a Commission on Polish Relief was organized with Maurice Pate as President and Herbert Hoover as Honorary Chairman. It took on the two-fold task of providing food and clothing in the congested districts and ghettos of Poland and to care for the Polish refugees scattered all over Europe. Permits for the delivery of relief shipments through the blockade were obtained from the British Government, at that time headed by Neville Chamberlain. The Germans through their Embassy officials in Washington issued certificates of immunity from submarine attacks provided neutral vessels were used.

Special meals were provided daily to 200,000 undernourished children and aged persons, in centers run by Polish women. Food and clothing were provided through the Polish Government-in-Exile which had set up refugee relief. Financing of the relief came from appeals of Polish-American organizations and the Government-in-Exile.

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<sup>c/</sup> See page 16 in the Pate Profile for more detail.

When Winston Churchill succeeded Neville Chamberlain as Prime Minister in May, 1940 he soon stopped all permits of food relief to Poland. In the meantime appeals for supplies for local relief committees were coming in from Norway, Holland and Belgium. Hoover who had organized a National Committee on Food for Small Democracies to promote negotiations and promote public opinion for food relief, including special foods for children, tried to meet the view of Churchill that easing the blockade would prolong the war. He proposed a number of safeguards, including limiting the stocks of imports at any one time so that it would have no military significance if seized, and by assurances that if the Germans did not live up to their guarantees to permit adequate control of distribution by a neutral non-governmental organization, relief would be stopped instantly. Mr. Churchill, however, was not persuaded and the relief pattern which had been developed for Belgium during World War I could not be put into effect.

For Poland however, due to the tenacity of Pate, food and medical relief was purchased and sent through channels outside of British control. Pate made arrangements to buy dried fish and cod-liver oil in Scandinavia and ship them through Germany to Poland. He bought Russian foodstuffs and had them shipped directly. He bought American medical supplies and got them to Poland by way of Portugal and Germany. Relief trickled into Poland for nearly two years, reaching several thousand persons. In the end, however, the blockade closed in and aid to Poland came to an end.

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### III. MAIN FORCES LEADING TO THE CREATION OF UNICEF

#### Commentary

*This Chapter has been written in order to give an impression of the atmosphere and motivating elements which had a profound influence on UNICEF in its beginning and early years - its Executive Board, Mr. Pate, the staff, and its many supporters both inside and outside governments.*

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Prior to the inception of UNICEF, Maurice Pate had worked closely with two of UNICEF's main founders, one of whom was very much concerned with the urgent need for relief to child victims of war, and the other who, in addition, emphasized enhancing countries own capacities to improve the situation of their children on a long-term basis. The first was Herbert Hoover, former President of the United States, who had prompted and directed large-scale relief operations following both World Wars, and to an extent during the wars d/, and the second, Ludwik Rajchman, a Polish physician and epidemiologist who for eighteen years had been head of the League of Nations Health Section, and was one of a handful of public health pioneers who believed in social medicine and the potential of medical discoveries to combat endemic diseases. Both Rajchman and Hoover played key roles in the selection by UN Secretary General Trygve Lie of Pate as Executive Director of UNICEF.

#### The Hoover/Pate role

Between March and June, 1946, former President Herbert Hoover undertook a world food survey at the request of President Harry Truman. Maurice Pate, who was on a small team which accompanied him, was given the specific responsibility of reviewing the situation of mothers and children in the 38 countries visited.

Having been given country-by-country appraisals by Pate, Mr. Hoover, writing about this at a later date stated: "We determined to make the civilized world aware of this problem". Mr. Hoover in statements in Washington and Ottawa deplored that no widespread post-war relief organization was being set up for children and he suggested that this be done with all nations called upon to contribute to its cost, "Civilization", he asserted, "marches forward upon the feet of healthy children". The relief needs of children in post-war Europe and the "millions of children in Asia (who had been falling far short of full life since long before this famine)" was "a primary job for the United Nations".<sup>4/</sup>

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<sup>d/</sup> See pp. 23 to 25. For a description of Pate's initiative in providing UNICEF aid to children on both sides of the Civil War in China (1948-1950) see The Children and the Nations, by Maggie Black, pp. 56-59, and the UNICEF in Asia: A Historical Perspective by Wah Wong, UNICEF History Series, Monograph X, 1988 pp 3-13.

The United States Government which had been the principal financial contributor to the United Nations Relief and Rehabilitation Agency (UNRRA) and then took the lead in what many thought was the premature closedown of the UNRRA, was seen to be the main contributor to the proposed international children's agency if it were to become a useful operation. Mr. Hoover's speeches were therefore felt to be especially important in building up support in his own country for the creation of UNICEF.

In addition, Hoover used his influence elsewhere. Following Hoover's Ottawa radio broadcast, Canadian Prime Minister Mackenzie assured him that he would instruct Canadian officials, at the United Nations to support the establishment of a children's agency in the United Nations. Mr. Hoover also urged this proposal on friends in British, Belgian, French and other delegations 5/.

Following his advocacy of an international children's fund, Mr. Hoover, with whom Mr. Pate was in close contact, intervened actively with the American Government and the U.S. Congress to have the United States become the first country to set an example by contributing to the newly established agency. Besides conversations on the subject with President Truman and Congressional leaders, Mr. Hoover appeared before the Committee on Foreign Affairs of the House of Representatives in February 1947 to support this idea.

#### UNRRA and Dr. Rajchman

Aside from the Hoover/Pate influence, the other immediate major impetus for the creation of UNICEF came from the experience of UNRRA and the efforts of its Director-General, Fiorello La Guardia, his deputy Sir Robert Jackson, and other senior UNRRA officials, to assure that some essential functions of UNRRA's work, including post-war child feeding, would be continued by the United Nations. At its final meeting in August 1946 the UNRRA Council voted that UNRRA's residual assets be utilized for children and adolescents, a purpose which might be "effectively and appropriately served by the creation of an International Children's Fund".6/

Taking this statement of intent and turning it into a reality was principally the result of the skillful and persistent efforts of Dr. Rajchman. As representative of Poland on the UNRRA Council and later as a delegate to the United Nations, he was chairman of committees concerned with the continuation of post-war relief work for children after UNRRA liquidation. He became the key drafter and negotiator of the General Assembly resolution creating UNICEF. As Chairman of the UNICEF Executive Board from 1947 to 1950 he worked closely with Mr. Pate.

#### Growing world ethic

Overall a general impetus for the creation of UNICEF came from a growing ethic in society - which had its roots in the aftermath of the Industrial Revolution - to establish mechanisms for humanitarian efforts, especially for children. This reshaping of social attitudes was accelerated by the First World War and its devastating effect on the "innocent victims" of both sides of a conflict. The idea that the child should be above political and military frays was dramatized by Eglantyne Jebb, of England who defied the law on the basis that there was no such thing as an "enemy child". This ethic became an underpinning for the Declaration of the Rights of the Child and the creation of UNICEF.

Maurice Pate reflected all this very deeply in his own personal philosophy, enhanced by his experience in the Hoover relief effort. Pate agreed to accept appointment as UNICEF Executive Director as he stated in a letter to a friend, "on one condition, namely that it include all children of ex-enemy countries: Japanese, Finnish, Austrian, Italian, and German". This condition was privately agreed to by the leaders in the UNICEF Board, and in UNICEF's early years aid became available to children of these countries.

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#### IV. UNICEF: THE FIRST PHASES

##### Programme Aid, 1947-1950

##### Commentary

*No short summary of UNICEF aid from 1947-1950 is available in Mr. Pate's words. This section has therefore been prepared by the editor. During this period eighty percent of UNICEF programme expenditures was for children in Europe. At the same time in line with its mandate not only to help the children of those countries who were "victims of aggression" but to extend its work to others "for child health purposes generally", by the end of the period aid of some kind had been extended to children in over forty countries and territories outside Europe.*

*From the outset there was a close accord between Mr. Pate and the Executive Board on the main goal of UNICEF aid - a goal which has continued to be operative throughout the years - namely, to encourage and support the efforts on behalf of their children by the countries themselves, and to make it possible for the countries to use this encouragement and support as a lever for mobilizing and increasing local efforts on behalf of children.*

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##### Child feeding

UNICEF in its first four years, under the leadership of Mr. Pate, provided child feeding aid for children to fourteen European countries. At the peak of the operations, which were carried out by schools and existing organization, six million children each day received a balanced supplementary meal with dried milk and other protective foods (codliver oil, fats, meats, fish, cheese) provided by UNICEF, and locally provided grains, potatoes and vegetables.

The need for supplementary feeding in Europe was related mainly to post-war rehabilitation. As this diminished, supplementary feeding shifted to the Middle East for mothers and children among the Arab and Jewish refugees, and for refugees in India and Pakistan. At the same time child feeding with another purpose began in some countries in Asia and Latin America. It was for demonstration purposes, to teach the value of milk and other protective foods, along with better use of a country's own supplies of fruits and vegetables. A related purpose was to encourage attendance at the maternal and child health centers.

##### Clothing

Cotton, wool and leather were supplied for processing in the receiving European countries into clothing, layettes, blankets and shoes for some six million children.

### Milk conservation

In order to increase the supply of good milk available for children, UNICEF had begun to help a number of European countries for the development of their own milk conservation plants. The objective was to bring production of locally produced milk - much of it wasted in flush seasons for lack of means to conserve it - through drying or pasteurizing schemes; the intention was for the countries themselves to provide free or low-cost milk, at least to the neediest groups of those who had received milk from UNICEF imported supplies.

### Maternal and child health

By the end of 1950 although large number of children were still receiving post-war relief, the Fund's help was beginning to be given to countries to enable them to deal with long-standing maternal and child welfare problems. This emphasis, apparent in the types of programme aided in Asia, Latin America and the Middle East, also became marked in the programmes for which UNICEF aid was being continued in Europe. During this period it provided equipment and supplies for rural health centers and other units of maternal and child health services, and assistance for local training of child care personnel. In European-assisted countries UNICEF provided specialized equipment - X-ray; orthopedic supplies and installations; incubators for the care of premature infants; and the like. In the Asian and Latin American countries it provided simple supplies and equipment for maternal and child health centres - maternity kits, common medicines, vaccines, scales, thermometers, needles and syringes, soap and disinfectants, and, in some instances, vehicles, including mobile clinics. Short-term training constituted an important part of UNICEF's work in the Asian countries.

UNICEF also provided help for anti-syphilis campaigns to reach mothers and children in countries in Europe where syphilis was rampant. In addition in Europe, and elsewhere, UNICEF provided supplies and equipment for immunization against diphtheria, whooping cough and measles, and in some cases equipment for the production of vaccines and sera. These were often for separate projects or campaigns rather than as part of maternal and child services.

### Anti-tuberculosis vaccination

Early in 1948 UNICEF joined forces with the Danish Red Cross and Norwegian Relief for Europe, for the purpose of giving international aid to a mass BCG vaccination campaign against tuberculosis (subsequently called the "Joint Enterprise"). By the end of 1950, approximately 8,500,000 persons had been vaccinated in Europe, and campaigns were started in a number of countries in Middle East, North Africa and Asia. UNICEF also assisted in the development of laboratories for the manufacture of the BCG vaccine in a number of countries.

### Mass disease campaigns

During this period beginnings were made in campaigns against the diseases accounting for much of the ill-health of children, especially malaria and yaws. The mass disease campaigns which became predominant in UNICEF's programmes in the 1950s had some of their beginnings during this period.

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**Pate's views on continuation of UNICEF**

**Commentary**

*By mid-1949 with recovery well under way in Europe, some governments, including the largest contributors to UNICEF, believed that there was no reason for UNICEF to continue to exist as a separate organization. They proposed instead a modest advice and training programme for children as a part of the regular UN and specialized agency structure with provision also made for relief to be given in catastrophies and other special emergencies. In this change they were encouraged by some of the agencies in the UN system. However, most governments especially those from Asia and the Middle East, did not agree. They argued that children in developing countries had been in a "state of emergency" for many years and that UNICEF, which had made a start in helping them and had helped focus a considerable degree of attention on large-scale international action to meet children's needs should not be terminated or curbed. Material aid for the long-standing problems of children in the developing world, they asserted, was no less important than it had been for children of post-war Europe. After an extensive running debate on this, which included the Secretary-General's office, inter-secretariat groups, the Social Commission, the UNICEF Board, and the General Assembly, the Assembly in an interim decision in 1950, and finally in 1953, unanimously agreed to continue UNICEF with a mandate to concentrate on the needs of children in the developing countries.*

*Dr. Rajchman, the Board Chairman, and some Board delegates and some of Mr. Pate's UNICEF colleagues had, from the start envisaged the continuation of UNICEF. Pate, however, took his time coming to the conclusion that UNICEF should go on. But by early 1950 he had definitely reached that point. The letters below to his friends, influential in US Congressional circles, illustrate his views.*

\* \* \* \*

**March 1950 7/**

I conceive that this Fund was originally created to give assistance to children whose countries suffered either the direct ravages or the impact of war. Last summer I made it clear in all quarters that I thought this emergency phase of the Fund would be in large part completed by the summer of this year.

Those who contribute to and support the Fund should know that our new resources from now on will be going in largest part into medical supply and child health training programs. The bulk of this work will be in Asia, Latin America, and the Middle East, although relatively small amounts of assistance may be given in other areas where we can calculate that such a step will result in some highly valuable initiative on behalf of children.

It is true that the work we envisage constitutes a beginning of the tackling of age-old problems, but I feel this gradual beginning could not be at a more modest, sound and appropriate point.



November 1950 8/

I was asked in Washington this week how long the work of the Fund in some form should go on and what kind of future commitment is implied. Personally, I believe that the Fund should have no certainty of tenure. Each year governments and individuals who may wish to support the Fund should examine its work and decide whether funds entrusted to it are used in a way that results in a real value. In my view, there should be no continuing commitment of any kind, and new contributions in the future, whether governmental or private, should be on a voluntary basis.

Our work is going over more and more now to medical and long-term programs. Last year I had some preoccupation as to whether the U.N. Children's Fund should go forward because when I went into this work I had principally in mind the meeting of the emergencies growing out of the war. However, when a number of countries, particularly Australia, New Zealand, and Switzerland, all of whom have been relatively large contributors, asked that the work go forward in meeting long-range needs, I put this matter up to the Chief, (Mr. Hoover). He felt these countries were right and that it would be well for the work to go forward.

\* \* \* \*

Mass disease control campaigns: objectives

Commentary

*Mass campaigns against malaria, tuberculosis, yaws, trachoma, leprosy had their peak in the 1950's. The way they were carried on, their successes, their set-backs and the lessons learned are set forth in Ms. Black's book The Children and the Nations in Chapter IV entitled "The Mass Onslaught Against Disease". Mr. Pate had much to say about these campaigns at their varying stages but these statements are not included here because they were mainly concerned with the progress of campaigns and are not germane to the purposes of this Monograph. This section is confined to setting forth the justification Mr. Pate felt for devoting a large proportion of UNICEF resources - almost half by the end of the 1950's - to mass diseases campaigns.*

\* \* \* \*

Pate's views

March 1957 9/

From time to time questions have been raised as to the proportion of UNICEF resources devoted to large-scale campaigns especially organized to control a single disease largely affecting children, in contrast to the resources devoted by UNICEF to the establishment of permanent rural services for maternal and child welfare.

The conflict, however, between these two approaches in most instances is likely to be more apparent than real. It is generally recognized that it is necessary to clear away major endemic diseases before permanent services can function effectively. Otherwise the rural health services will be so swamped by problems of these diseases and their aftermath in infants and children that they would have no resources to devote to work of a preventive character.

One of the most fruitful long-range by-products of the malaria eradication campaigns may well be the building up of a cadre of personnel capable of deployment in other public health work in areas where the public health structure is still unorganized and scanty. In a number of countries it has been demonstrated that a successful mass campaign opens up the way for a more co-operative relation between the population and the health services and thus acts to make the services acceptable, and bring the required local support for their extension.

At the same time, however, it is being increasingly emphasized by WHO, through its Expert Committees and other channels, that the beneficial effects of the mass campaigns can be retained only if there is a consolidation and integration of the work into permanent health services. This is best done by including this concept in the original planning of the campaign and starting as early as possible to lay a solid base for post-campaign activities.

#### February 1961 10/

When UNICEF began applying its main resources to long-term problems, it gave priority to diseases which took a heavy toll in child mortality and sickness (malaria, tuberculosis, yaws, trachoma and leprosy), and for which prevention or mass treatment seemed possible. It was recognized that most of the campaigns had to be on a large scale (although in some cases they might begin as pilot projects), and that they had to be carried on continuously over a number of years if they were to be successful. It was hoped that the campaigns would pave the way for a more fundamental long-term objective; namely the more rapid creation and effective functioning of permanent health services benefiting children. It was realized that no government could hope to establish a broad permanent health structure providing preventive health services if its resources were constantly drained to treat chronic sickness.

#### November 1963 11/

It has already been noted that, with the maturing of a number of campaigns against specific diseases, the desired objective of incorporating "maintenance" or control measures into basic health services is gradually being achieved. For immunization against an important group of childhood diseases - smallpox, diphtheria, pertussis, tetanus - UNICEF has helped countries through the support of basic services - sometimes equipping national laboratories to produce vaccines and sera, and often providing refrigerators for storage of vaccines, and other equipment (such as syringes, needles) and transport. UNICEF however continues substantial support of a number of mass campaigns against specific diseases.

## V. EXPANDING THE SCOPE OF UNICEF

### Commentary

*The major emphasis in UNICEF at its creation and in its early years was on the provision of material aid. However, the basic General Assembly resolutions on UNICEF allowed leeway for cooperation beyond material aid. The resolution establishing UNICEF in December 11, 1946 provided that its resources were to be used for "supplies, material, services, and technical assistance". As can be seen from the first excerpt below Pate as early as 1952 saw the UNICEF field staff providing a form of technical assistance - a type of cooperation which has very considerably expanded over the years although the term "technical assistance" has been avoided. In addition, Pate advanced the view that it was not enough to save the children from hunger and disease; it was necessary to help them become better prepared for life. UNICEF aid, to be effective, needed to take into account the interrelationship of children's needs. This concept, and its implications touched on in the excerpts below, has constituted the fundamental basis of present day UNICEF - the country approach, planning for children in national development, strengthening the family and community, and advocacy.*

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### Beginnings in the 1950's

#### Statement at Opening of Programme Committee, April 1952

We are tending in a slight degree more in the direction of a certain "type" of technical assistance. Our administrative expenses for the past year rose to 9 per cent in spite of all efforts made to hold our expenditures at a minimum, but it is only fair to point out that a substantial part of our administrative expenses are now going to what I would term a very useful form of technical assistance for the development and analysis of values.

Before any recommendation is brought before this Committee, there is a long and careful study and screening process on the part of the officials in the countries concerned, on the part of our own staff in the countries in the first place, through various stages by the staff in our regional offices, and then at Headquarters. I think that funds we expend in administration to achieve a sound analysis of all plans brought forward is one of the most fundamental forms of practical technical assistance.

#### February 1959 12/

The essential needs of children, particularly in the under-developed countries, have often been described. The main causes of childhood suffering - sickness, chronic hunger or even famine, poverty and ignorance - vary in importance from place to place, but are always closely associated, each being part cause and part consequence of the others. UNICEF's policy decisions have been taken in the light of these basic needs and bearing in mind the prospects of success of the various programmes in the countries concerned. In view of the enormous disproportion between existing needs and the available resources, moreover, the policy preferred by the Board has usually been designed to produce catalytic action in strategically chosen sectors.

With regard to priorities, it may broadly be said that there exist at present two currents of opinion. Some believe that effective action cannot be obtained if aid is spread over too many fields, and that it would be better to concentrate on one or two spheres of social improvement such as health and nutrition, or even several limited and particularly important sectors within those spheres. Others hold that priority does not mean the exclusion of all other needs and that a United Nations Children's Fund cannot confine its assistance to one of the fields of action open to it. They suggest that UNICEF should intervene wherever practical possibilities of action arise within the framework of priorities defined by the United Nations. They point out that there are few if any spheres of social endeavour in which positive results can be obtained without concurrent action to deal with the other causes of suffering among children.

Beside the general priorities in children's needs throughout the world, there are other priorities which have their roots in the particular needs and the economic and social conditions of each country. Consequently, a type of programme which is of major importance in certain regions of the world may be given lowest priority in others. Accordingly, the programmes to which UNICEF contributes are always and above all governmental programmes designed to meet the particular needs of the receiving countries.

There is a third factor which has to be taken into account in deciding priorities. UNICEF aid is based not only on a country's particular needs but also on the facilities available for carrying out the projects envisaged (staff, financial resources, organization etc.). A programme which mobilizes latent resources that might otherwise remain unused affords excellent opportunities for international assistance, provided of course that it meets a real child need.

From a humanitarian point of view no-one can deny the importance and the value of efforts required to relieve the sufferings of unfortunate children and to protect them against hunger and disease. But perhaps that is not the only function of an organization concerned with the future of children. It seems necessary to prepare them for a better life, to give them a chance not merely to survive, but also to live, in a world where the struggle for existence is liable to become more severe as time goes on. Should not these children be given the means to prepare themselves better for their adult life so that they will no longer be "dependent" elements adding to the burden of public assistance, but, on the contrary active, productive elements of the community, able in their turn to increase its economic, cultural and social resources? It will be of little value to achieve a considerable reduction in infant mortality if nothing can be done to provide children with better nutrition and education and to equip them to face life.

It may well be asked what an international organization having only \$20 or \$30 million a year at its disposal can do in the struggle against the main scourges that assail the children of the world, even though it combines its efforts with those of the specialized agencies, which, moreover, have only comparable budgets; and even though Governments contribute their financial and human resources to the programmes. May it not be that this division of activity among various fields of social improvement is a sign more of goodwill than of effective action in the field?

In the face of this legitimate anxiety for the future there is only the experience of the last twelve years, which, however, does give some idea of the importance of what can be accomplished in the field. An increase in the possible types of assistance does not necessarily entail dispersion of effort. On the contrary, the most effective concentration of effort, and hence the most effective results, will probably be obtained from a multi-purpose programme in which various types of economic, social, health and cultural action, each beneficial but by itself inadequate, are brought to bear on a limited area. This type of assistance, moreover, should not be evaluated merely by its direct results and immediate benefits, but even more, by its catalytic action, which gives rise to new activities.

It is quite clear that this assistance must not be given in the abstract from theoretical concepts, but must be based on the practical results which may be expected.

In view of the immensity of the needs which UNICEF should be able to aid, the impossibility of direct action in all of endeavour and in all parts of the globe must be recognized. Aid should be given first of all at the strategic points where it would have the broadest catalytic effect. Since professional training of personnel and the education of the people to whom the programme is addressed have a direct bearing on the continuation of the work in future, they would seem to offer the best opportunity for accomplishing the most with limited assistance.

Thus, to sum up, our action on behalf of the world's children should be commensurate to our resources and take the form both of single-purpose programmes of direct action, and of multi-purpose programmes in which our assistance can mobilize forces, encourage a general awareness of problems, and arouse initiative and stimulate co-operation. This assistance, being directed towards such essential needs of children as health, nutrition and education, should be designed not only to achieve a maximum early catalytic effect in under-developed areas but also to provide a better future for children.

**Statement by Mr. Pate at American Public Health Association Annual Meeting  
October 1959**

The opportunities for UNICEF to help improve the health, nutrition and welfare of children might be summarized as follows:

- We appear to be at the threshold of a number of new medical and technological developments in health and nutrition which may create possibilities for large-scale practical application in the technologically underdeveloped areas, provided that international aid is available.

- There will be increasing emphasis on training local staff in order to improve the quality as well as the quantity of service; on programmes which have prevention as their principal objective; on programmes which have an enduring educational effect on the population, particularly the mothers and children, and in whose work the people actively participate.

- The welfare of the child is not divisible into separate compartments; specific measures for health, nutrition and social services of the child should be an integral part of broader measures for the improvement of family and community levels of living.

- While it is important to save children from hunger and disease it is equally important to find ways in the future for international aid to contribute to the better intellectual and emotional growth of children in order to help them grow up to a more productive and worthwhile life for themselves and the succeeding generation.

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**Country Approach and National Planning  
for the Needs of Children: First Half of 1960's**

**Pate's views**

**April 1961 13/**

In 1960, the Executive Board requested the Secretariat to make a Preliminary Survey of the Basic Needs of Children. The background materials submitted by Governments showed how valuable it was for many countries - particularly those which only had "annual programmes", to review the needs of children in their different aspects and to pave the way for long-term planning for them within the general framework of each country's economic and social development.

But there are other considerations which also merit attention. They arise from the fact that certain Governments, when consulted on the different types of assistance currently offered by UNICEF, have indicated that they would like UNICEF policy to be deliberately directed towards what they themselves regard as priority needs, (i.e., needs considered not on a world scale but purely in their own domestic context) without taking into account the limitations imposed by the Executive Board. This point was given special emphasis in the report from Senegal:

"It would be difficult to deny that in the past UNICEF has sometimes, perhaps unwittingly, 'steered' the requests of the assisted countries towards one or other specific programme. In submitting requests States seemed to have been influenced - wrongly, no doubt - by the fact that certain objectives were believed to 'interest UNICEF', while they have refrained from making requests involving other activities which, they believed, would probably 'not be accepted by UNICEF'. It would be much more rational to allow each State to define its own needs and its own priorities."

The problem of UNICEF's assistance has in the past been that of selection by the Executive Board of certain areas or types of activity in which the concentration of UNICEF's resources would make it possible to obtain significant results.

However, the point of view of the Governments requesting that child assistance should be based not on policies established on a world scale but on the priority needs recognized by them and on the opportunities for action, within the general context of a national policy of economic and social development, finds fresh support in the results of this Preliminary Survey, which show the extreme diversity of conditions throughout the world, where, against a common background (poverty, ignorance, hunger, disease), one or another special factor predominates, and where government plans of action reveal very different orders of priority.

The fact that UNICEF, in order to provide as effective assistance as possible to the various countries, has increasingly embarked upon many-sided programmes aimed simultaneously at several of the basic permanent needs of children, has been pointed out in previous years. The preparation of such programmes necessitates preliminary field surveys calling for the participation of various ministries, experts of different types and several of the specialized agencies. The preparation and finalizing of the resulting

operational plans for providing Governments with various forms of assistance in personnel and equipment is a lengthy task. The result is that such programmes do not yet form as large a part of UNICEF's general activities as they will in the future. Nevertheless, in the opinion of Governments they represent one of the best possible forms for international assistance when, through a simultaneous attack on several different aspects of the miseries besetting children, they contribute, by concentrating means and by the encouragement which they give to the peoples, to a general improvement in the children's living conditions.

In this respect, one thing is certain: however valuable the technical measures proposed may be, they cannot and must not be forced on the population. Real improvements can only be obtained with the support and participation of the beneficiaries.

The need to establish the closest liaison possible with every source of finance available for various kinds of economic and social programmes in the under-developed countries and those in process of development.

Such liaison, essential though it is, will not in itself suffice for the establishment of a policy for children unless there is planning by the country itself, in the light of priority needs as seen at that country's own level; and such planning must itself be based on the prior recognition of those needs.

It would thus seem that UNICEF assistance could be of great value to many countries by helping them to undertake such planning, which should always take into account the general experience acquired in other countries.

May 1961 14/

UNICEF would be ready to assist countries in making surveys of children's needs and planning comprehensive long-term programmes for the improvement of the conditions of children. This would include financial help and the help of the UNICEF representative, one of whose main tasks is to help such planning as a generalist. If projects (health, nutrition, social services etc.) were, in this way, worked into a comprehensive annual programme for the country, this should lead to an improvement in the quality of the projects and to better co-ordination of the programmes at higher levels of government. Such plans might also provide a framework for bilateral aid.

March 1962 15/

In June 1961, the Board decided to increase the flexibility of UNICEF aid. Under this new approach, well established policies of UNICEF support for programmes in the fields of health and nutrition will continue to receive major emphasis. At the same time new opportunities have been opened up to help meet other needs as well - in education, vocational guidance and training, and broad family, child and youth services. These needs must be met if children are to acquire the skills, attitudes, knowledge and social habits required to enable them to benefit from social progress and become assets rather than liabilities to a developing society.



The task of UNICEF is to assist countries with their planning in order to ensure that the greater resources that are being made available for development shall include means for overcoming the grave child and youth problems associated with rapid change, and enable children and youth to have increasing opportunities which would, in turn, make them feel a part of the progress of their society and enable them to make the greatest possible contribution to it.

If this objective is to be successfully attained, not only in UNICEF but the other agencies of the United Nations family, bilateral aid agencies and voluntary organizations have an important role to play.

If planning by countries to meet the needs of their children and youth is to be successful, it will require a focal point for initiative and leadership at a high level of government responsibility, ordinarily of an interministerial character. Such an arrangement would bring together departments and agencies responsible for education, health, agriculture, social welfare, finance, planning, and community development to work out plans in areas where joint action is required, and to review the progress of the action taken. In this process the participation of voluntary organizations and leaders in various aspects of professional and community life should be enlisted.

There are many areas in which economic and social elements are closely interwoven; governmental action is often required for both economic and social reasons, but economic development may, especially in its earlier stages, intensify existing social problems and create difficult new ones. What must be emphasized now much more than in the past is that nowhere are these considerations more important than in matters relating to children and youth. Opportunities lost for a growing generation are, for the most part, irretrievably lost.

Basic services must be planned to keep pace with the growth in child population. They are becoming increasingly necessary because the protection afforded by traditional patterns of family and communal life is diminishing, or no longer suffices to give the basic stability and variety of opportunity required for a growing generation in a developing society.

Wherever possible, projects should be more comprehensive in nature, strategic in their impact, and so related to the general problems of the country as to command attention at the policy-making or cabinet level of the country concerned. It means also that projects would be encouraged which would provide experience and leadership for new and expanding activities. It may mean increasing aid for projects which lead to activities which may later in their turn become important enough to warrant bilateral aid for nation-wide services. It may sometimes mean extending the scope of a bilaterally aided project through aid to additional activities relating to children and youth.

May 1962 16/

Even in the short time since UNICEF aid for surveys and planning has been available, significant experience has been gained in how to approach the planning process. The keynote is flexibility.

The structure, orientation, administrative skill and continuity of governments varies greatly in the developing countries. The officials of each country, in contemplating how to plan for children, will have to build within national tradition, national institutions and the ongoing national process. They will need to work with the agencies, public and private, which are already helping families and children. This is not to say that plans must be confined to short-term goals attainable merely through readjustment or extension of work already in progress. Plans must try to encompass broadly all phases of child health, education and welfare. But many a plan has failed because it has been too grandiose, too theoretical; because the planners have not been close enough to the executives and the actual milieu in which they were planning. The value of a plan lies not only in its visionary quality, but also in its viability.

In practice this means that there will be a wide variety of country plans for children, ranging from comprehensive five or ten year plans to short-term and incomplete plans. UNICEF should be able to respond sensitively to each unique situation, providing such help and encouragement as may be appropriate. To insist on fully-developed plans in all countries would be to ignore and frustrate many drives to begin the planning process in a modest but realistic way. Indeed, such an approach would be contrary to the interest of these countries most in need of international help, for it is the countries in greatest need which usually have the greatest difficulty in planning.

November 1963 17/

The major theme of the Board's policy meeting in 1962 was planning for children in national development. At the national level this meant influencing the policy makers, the planners. The needs of the child cannot be compartmentalized and that consequently a country must plan for the development of the child as an organic whole. Departmental plans in fields such as health, welfare, education and nutrition need to be conceived and co-ordinated within a national policy for the child.

What success has been achieved in introducing this practice into governmental planning? Judged by tangible evidence, there has been little success to date. This is clearly a long-term task. The technical poverty of many countries has made it difficult for them to create instruments for national planning. Very often the planning organization and the plan itself are only embryonic. It is still a fact that the dominant voice in development planning is the voice of the economist who has his eye on capital formation and on economic productivity in the classical sense. The idea of balanced social and economic development, while established United Nations doctrine, is far from being generally accepted in practice.

Planning for children and youth is a special aspect of planning for social development, so that it has seemed best for UNICEF to add its efforts to the efforts of other United Nations bodies to promote the idea of social planning and to help train a new cadre of social development planners. Proposals for a series of measures to bring UNICEF resources into play in this field are now before the Board for consideration. The process, however, is bound to be slow and the means are inevitably indirect and undramatic.

November 1963 18/

One of the general questions is whether projects of benefit to the whole community can be justified as appropriate for UNICEF support. It is, of course, the view of the Executive Director that community problems without special significance for children should not find a place in the UNICEF programme. Children have special needs which should receive help from UNICEF. At the same time, it is clear that many of the services for children cannot be provided effectively without involvement in conserving the integrity and welfare of the family, which in many cases requires the strengthening of social institutions and community resources.

Needs and opportunities vary from time to time and from place to place. For example, one country may be gifted with a particularly strong and imaginative Minister of Education who will in his time energize national resources for educational development. Another country may have a brilliant Health Minister and this will offer different opportunities for UNICEF assistance. Hopefully an increasing number of countries will be interested in a more comprehensive approach, involving several ministries. It is in the countries, with their varying interests and opportunities, that projects are planned and initiated. The UNICEF of 1964 and 1965, although reaching into new fields and supporting advanced approaches to social planning, will not lose touch with the day-to-day work and the many opportunities for service in the developing countries. Indeed without this work there would be no practical, base for the broader social planning to find translation into reality.

It is clearly of the highest importance that UNICEF should select projects and forms of aid which will achieve long-term benefits for the largest number of children and youth; at the same time, UNICEF must retain sufficient flexibility to enable it to evolve in the light of experience and in ways which developing countries consider important; where appropriate, UNICEF should be able to encourage certain pioneering efforts.

Commentary

*In April 1964 a round table conference was convened under UNICEF's auspices at the Rockefeller Foundation Center in Bellagio, Italy bringing together a number of leading development economists and planning specialists and a high-level of representation from developing countries to discuss planning for children in national development. It was a landmark conference marking a formal essay by UNICEF into the development community with status as a full-fledged member. Following is an excerpt from Mr. Pate's Introduction to the report of the Conference 19/ written in January 1965, shortly before his death.*

This report summarizes the work of an international round-table conference, the first ever of its kind, held in Bellagio, Italy in April 1964. The results of this meeting have put us in a better position to focus attention on the place of the younger generation within the framework of national development plans. It has become increasingly clear in the United Nations Development Decade that there is no definite line separating economic development and social development because national development truly includes both. The place of children in development plans, likewise, has both economic and social aspects, a point made abundantly clear by this conference.

One of my strongest impressions from the conference is that specialists in the "economic" fields can see eye-to-eye with those in the "social" fields. One may detect in the report that the individual participants did not feel bound to represent their respective disciplines. All participants joined in presenting matters of common concern, in which all had a stake and to which all could contribute. In this respect, as well as in others, the conference gave promise of increased communication and co-operation in the future when such discussions continue at the regional and country levels.

We are, of course, mindful of the fact that each country will chart its own course with respect to the place of children in its development plans. Our task is not to duplicate the work of others, not to set directives. It is rather to illuminate, and focus attention on, the area of our major concern - the well-being of children. This conference has enabled all concerned to undertake the future task with greater understanding of the relation that problems concerning children and youth have to over-all national planning.

Two regional conferences will be held in 1965. We anticipate that these conferences will work out more specific guidelines on the basis of special conditions which confront the countries in these regions. Plans are also under way to incorporate into the training of planners greater consideration both of the needs of children and of ways to help them grow into adults who can make the greatest possible contribution to the progress of their country.

In the Bellagio Conference we have been concerned with a wide range of needs of children in the developing countries - with their health, nutrition, education, vocational training and social welfare. Together with its sister agencies in the United Nations family, UNICEF helps countries analyze priority needs and plan projects which can make most effective use of the aid which they can provide.

UNICEF has shipped tens of thousands of items to support country projects. In co-operation with the specialized agencies and the Bureau of Social Affairs of the United Nations Secretariat, it has assisted in a host of programmes designed to aid the developing countries in their efforts to cope with the problems besetting the growing generation. Training of national staff has become an increasingly important aspect of these programmes. These activities will be continued. However, the results of this conference will enable us, as well as other sources of external aid, to provide help in a way which will be more effective.

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## VI. PROGRAMME FIELDS AND EMPHASES

### Health

#### Commentary

*While supplementary child feeding had been the major field of UNICEF assistance in Europe, when it began concentrating on aid for children in developing countries most of it went for child health, at first for mass campaigns against endemic diseases largely affecting children and then increasingly for maternal and child health. At the end of the third year under the revised mandate given UNICEF by the General Assembly in 1950, Pate presented to the Board the following brief overall view on the status of UNICEF's work in the child health field.*

\* \* \* \*

#### Pate's views

September 1953 20/

In all countries health projects have been the ones that governments have been ready to tackle first, with the technical help of WHO, and they have absorbed almost a third of UNICEF's aid for long-range projects allocated under the new mandate. Broadly, the health projects have been either mass campaigns for the prevention of communicable diseases or the improvement and extension of permanent maternal and child health services in rural areas.

In the nature of the case the control of communicable diseases brings the quicker results and some can be seen already. UNICEF aid has gone mainly for control of malaria by residual spraying of DDT, the prevention of tuberculosis through BCG vaccination, and making yaws cases non-infectious by treatment with penicillin. An essential feature of these campaigns has been the solution of technical problems enabling the main operations to be performed by "auxiliaries" without full professional training. Thus the work could proceed at an important scale despite the universal shortage of trained personnel.

UNICEF aid for the extension of permanent maternal and child health services to rural areas began somewhat later, and takes longer to produce results, which however are more fundamental in that a rural organization is a basis for many health services and essential for the permanent prevention of mass diseases. A key feature of these projects is the training of the indigenous midwives who can be reached through the rural health centers.

Although the mass health campaigns have proceeded to the point where the problems are now being solved in some countries, international aid to countries continued to be needed for both types of health programmes.

While the achievements of the country BCG vaccination campaigns in reaching large numbers are truly remarkable, there remains a child population of about 300 million not yet reached in UNICEF-assisted countries, compared with the some 20 million to be examined in 1953. The whole child population will only be reached over a longer period of years, if at all, but a more modest objective is to cover at least the new births each year, which in these countries amount to 33 million.

For yaws, 2,800,000 cases have been treated in UNICEF-aided campaigns and 9 million more need treatment in UNICEF assisted countries in Asia. The possibility of controlling yaws in the Caribbean area - in addition to Haiti - is now under study, and there is an unknown number of cases in Africa, running into millions.

The need for the control of trachoma and of intestinal parasites is also very widespread, and international aid will be needed when the techniques for mass control, now being tried out, are more fully elaborated.

### Maternal and child health

#### Commentary

*UNICEF aid in the field of maternal and child health began in 1948 with short-term group refresher courses in Europe for professional workers to make up for their isolation during the war years, and in Asia with some post-graduate fellowships for study abroad pending the work out of projects. The first UNICEF supplies and equipment for maternal and child health projects were given to European countries as part of the provision of medical supplies to these countries.*

*In many places UNICEF aid for MCH was envisaged as the starting point of more comprehensive local health services including leading the people to appreciate health services and preventive medicine. Mr. Pate's main views about maternal and child health from the mid-1950s on are given below.*

\* \* \* \*

#### Pate's views

February 1955 21/

Emphasis is being put on extension of services of MCH services to new areas in countries which have not yet developed national coverage, rather than on aid for the elaboration of services in areas already covered. The goal in these cases is to assure at least elementary services as widely as possible, at the same time planning for supervision and trained personnel to raise the standards. This latter is especially important if the preventive functions of maternal and child welfare programmes are to be achieved and the centres themselves are to help consolidate the results of the mass campaigns.

The main obstacles to more rapid progress in maternal and child welfare are lack of trained staff and lack of money. Nearly all countries are short of trained personnel; some are still barely replacing their wartime losses. Lack of money slows up training of more staff and causes many of even the few who have been trained to take posts unrelated to their specialities because the pay is better. Furthermore, the villages cannot support many highly trained personnel, with salaries necessarily much higher than the village level. Some countries are making progress by using their few well-trained personnel as supervisors of a much larger number of auxiliaries, who can be trained more quickly and cheaply - and who are sometimes more useful in the village than those who have been too long away from it - or never came from it.

But however carefully the personnel budget is planned, good rural health programmes will cost considerably more than most countries have been putting into their public health budgets. It is essential that some more money be found - and that it should not be put mostly into expensive buildings, but primarily into personnel and services. But, in densely populated countries, where jobs are scarce, care must be taken not to make two positions grow where only one is needed. The goal should be the simplest and least expensive set-up that will do the job. Some countries that are "unable to find new money" could find much of it by consolidating their multiple organizations into a single rural health service. But, generally, the extension of MCW work to rural areas will inevitably mean additional recurring costs. These will often seem large only because the previous maternal and child health budgets were so infinitesimally small in relation to other Government expenditures.

February 1956 22/

UNICEF aid for permanent health centres is required not only in basic equipment for the village centres but at the intermediate and higher levels to assure adequate training facilities and supervision of the subordinate village centres.

Such basic services are also essential for consolidating and extending the gains of the mass disease control campaigns. It will be some time, however, before many of the countries aided by UNICEF have rural health services sufficiently well established to assume the full burden of what needs to be done in integrating the consolidation work of the campaigns. Considerable planning is required to ascertain the most economic and effective arrangements in each country and to develop transitional measures which can serve until the more permanent schemes become an actuality. It is important in these transitional measures not to encourage over-specialization to the detriment of the general public health service and, on the other hand, not to overwhelm the rural health services with additional responsibilities at too early a stage.

March 1957 23/

It is more difficult to arrive at an evaluation of the results of a maternal and child welfare programme, where much is in the intangible terms of education of the mother in better child-care practices, rather than in disease control programmes, where measurement of results can be more precise.

Although, as noted above, it is premature to arrive at definite conclusions regarding the programmes assisted by UNICEF, the following points have been noted by a number of observers.

- a) Considerable progress has been made in maternity work through emphasis on midwifery training, training of traditional birth attendants, and improving the delivery services they offer. However, it is apparent that the midwives are insufficiently trained in paediatrics thus limiting their great potential usefulness in the field of infant and child care.
- b) One of the greatest problems is lack of qualified supervision indispensable for an effective programme.
- c) Another problem lies in the lack of paediatricians, and knowledge of paediatric principles and preventive medicine within both the programmes themselves and the facilities which train the supervisory staff and workers for the programmes.
- d) The high prevalence in many places of diseases largely affecting children such as diphtheria, whooping cough and tetanus requires immunization activities. However co-ordination often is lacking between the services organized to carry on these activities (either as a mass campaign or through existing facilities) and the regular public health and maternal and child welfare programmes.
- e) Health education, particularly health education of a type bearing on the well-being of children, is not given sufficient emphasis in the programmes.

**October 1959 23/**

Most of the children of the world face a short life, a sick life and a hungry life. Of the estimated 1 billion children in the world, about 750 million live in economically under-developed areas. About 80 per cent of these children live in countries where the income per person averages less than \$100 a year.

This, of course, is quite an old situation. But these days there is something new about it. What is new is that the fatalistic attitudes in these countries toward poverty and disease are giving way to new hopes and efforts and awareness of the need to share materials and experiences. In the field of health, war and post-war discoveries of miracle drugs and chemicals enable a great deal to be done by simply-trained auxiliary personnel working under the direction of the limited number of fully trained doctors and other health personnel.

The first emphasis in maternal and child health programmes aided by UNICEF and WHO was in safe delivery of babies; the goal now is to have services go beyond this, at the very least to give more pre-natal care and to reach young children in the especially vulnerable age from weaning through to pre-school period. The objective is not to help single centres, but rather to help in a network of services which are an integral part of local, provincial and national public health services.



It is hoped that these in turn will be co-ordinated with nutrition, agricultural and home economics extension, schools, social services and public works programmes within the country. In a number of countries community development movements have started to foster a comprehensive approach to strengthening community and family levels of living, combining the initiative of the people themselves with the help given by technical and other services. Wherever possible UNICEF seeks to aid maternal and child health services within this broader concept.

February 1961 24/

A major goal of many Governments, encouraged by UNICEF aid, is to develop comprehensive maternal and child health services integrated into the health structure of the country, and provided through networks of multi-function health centres and sub-centres accessible to the whole population. The centres have a vast potential for the provision of education - particularly to mothers - in child rearing, nutrition, sanitation and preventive health measures. In addition to providing direct benefits, these services are essential to the consolidation of the gains of the disease control campaigns once the mass phases are completed.

The establishment of networks of local, provincial and national health services on a permanent basis is a more complex undertaking than the launching of large-scale disease control campaigns. It requires capital expenditures and the creation of various levels of administrative organization. It requires also the creation of new posts for doctors, nurses, midwives, sanitarians and auxiliary workers as permanent budgetary items, the amount of which is likely to increase from year to year. It requires trained personnel and new, or considerably expanded, within-country training schemes to raise the standard of the personnel in the existing services as well as to train those who are to be recruited for the expanded services.

Despite the availability of UNICEF aid, these problems cannot be solved quickly. Moreover, they are made more difficult in some countries because of the demands made on their health budgets by other programmes, such as anti-malaria campaigns.

November 1963 25/

The infant mortality rate of developing countries is still two to three times the rate in the industrially advanced countries. And equally important is the fact that the rising generation of the developing countries is still exposed to the ravages of many diseases which are practically unknown in the industrially advanced countries. The average family, particularly the rural family, of the developing countries has little or no access to even the simplest health service.

But the fact that a health centre exists in a community does not necessarily mean that the community uses its service. Often attendance at public health facilities is pitifully small. It takes work, imagination and time to put the health service across to the families.

And what does the simple health service mean for them? The service is a public health service with a large emphasis on maternal and child health. Mothers and children are the basic clientele and the service is mostly provided by nurses, midwives, health assistants, and their para-medical and auxiliary staff. Doctors usually serve only in a consulting or supervisory capacity and often are submerged by problems of medical care. The rural community seldom has a resident doctor; the doctor is in the district hospital, in the health administration, or in the city. The village health centre offers regular clinics where mothers may learn from the nurse or midwife how to bathe, clothe and feed young children; it is a place where some inoculations are given and where perhaps a few drugs and some milk powder are available. Severe illness is a disaster: it means a trip to the hospital in the county town, a hospital which is over-crowded and understaffed, where patients must be fed by their own families, and where physical facilities are taxed to the breaking point. Hospitals usually have some maternity beds, but seldom do they have paediatric wards. In many countries paediatrics is only beginning to find its place in the basic training of medical students so that doctors often have little skill in treating children.

There is no single solution to this complex of problems. Solutions are being sought on many levels and in many ways. Trained intelligence, commitment and concern, physical technology, a good administrative structure, and communal support, these are all prerequisites. UNICEF, together with WHO, is involved in helping all of these processes. The work that has been done so far is only a beginning. It will take many years to train and retrain the staff, to build and equip the health centres, to organize and mould a service which can begin to bring the benefits of modern medical science to the ordinary family.

#### Water supply and sanitation

##### Commentary

*Although Mr. Pate believed that child health was closely related to safe water supply and adequate sanitation, some Board members doubted that water supply was a field into which UNICEF should enter because of potentially high costs; some thought aid to this field was largely outside of UNICEF's mandate. In 1953 the Board agreed that UNICEF could help "demonstration" projects for safe water and excreta disposal in rural areas. UNICEF aid was at first restricted to water supply and sanitation in health care facilities and in schools, and during the Pate era UNICEF experience with projects in the field was limited. In the early 1960's, as the excerpt below indicates, Pate was foreseeing an increase of aid in this field. e/*

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e/ A more detailed account of the period is given in Water and Sanitation, 1946-1986, by Martin G. Beyer (UNICEF History Series, Monograph VIII, 1987).

Pate's views

February 1961 26/

As part of its aid for health services, UNICEF helps environmental sanitation projects through the provision of safe water, the improvement of excreta disposal and related community health education. UNICEF is providing such aid in thirty-two countries. Allocations are likely to increase in the future as greater emphasis is placed upon aid for environmental sanitation as part of integrated rural health services; upon improvement of sanitation in schools, health centres and community centres; and upon the provision of more water fountains and stand-pipes at public places in villages and small towns.

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Nutrition

Commentary

*It became clear at an early stage in UNICEF that mass supplementary child feeding programmes such as those carried out in post-war Europe were not practical in developing countries, although as can be seen from Mr. Pate's statement in 1953 there was some carry-over of a interest in school feeding from the European experience. The problem of expanding milk conservation in developing countries led to an interest in food processing based on other products. At one period there was much emphasis on the importance of protein in a child's diet. Gradually it began to be seen that the problems of malnutrition were more complex and a number of approaches needed to be tried.*

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Pate's views

September 1953 27/

Undernourishment of children in the economically under-developed countries is certainly no less basic a problem than child health, but the mass of the need has hardly been touched by UNICEF aid, despite the importance of milk conservation and the effect of mass health campaigns in increasing food production. The reason is a lack of types of project that appear to be within the financial possibilities of countries to continue. The areas that UNICEF is now aiding are predominantly tropical. Milk conservation is being attempted despite heat, rather scattered milk supplies, and absence of refrigeration in the community. It is being extended to buffalo milk, and now it is proposed to encompass milk of vegetable origin based on the soya bean. We believe that the individual projects will have great importance in raising standard of milk handling in the country, encouraging the consumption of milk, and providing for special groups such as infants. But with individuals and their governments having low money incomes per head it is doubtful if either can afford a mass use of any product of industrial food processing.

The Administration believes that UNICEF should continue aid to economical projects of food processing or child feeding either with milk, vegetable milk, fish flour or other products yet to be recommended. There will be an urgent need for other approaches as well, and the Administration is seeking further technical advice, in collaboration with FAO, to see if ways cannot be found for UNICEF really to aid on a mass scale the problem of child malnutrition.

The school population also constitutes a group which has not yet been aided by UNICEF on a mass scale in the under-developed countries. The maternal and child health centers will serve the infants and the pre-school children within their districts. Aid for school feeding as it was done in the war-devastated countries of Europe has not been widely applied because the countries appeared to lack the possibilities of taking over and carrying on such a program after a few years, except in certain areas such as Central America.

We have under study an approach at once simple but more comprehensive, which would include elementary aid in the fields of school feeding, school gardens, school water supply and latrines and personal hygiene and health education. Such a project would in the main fall within the policies and types of aid already on the school as the institutional channel for reaching the 6-12 age group.

**February 1956 28/**

UNICEF'S milk conservation assistance, which goes mainly to Southern Europe, the Eastern Mediterranean and American countries south of the United States, corresponds largely to the under-developed milk-producing countries of the world. There is a striking lack, or absence, of milk in large areas of the world where milk conservation assistance cannot be given but where protein malnutrition is considered to be most severe in the child populations.

It is these countries, plus some of the countries in the intermediate milk-producing categories, that will have to depend on developing protein-rich foods other than milk to meet their children's needs for added protein. The problem of developing such indigenous foods suitable for use by children in the lowest income groups is a most important, difficult and challenging task in the years ahead.

**August 1957 29/**

Extensive consultations among the secretariats of FAO, WHO and UNICEF have resulted in the preparation of a plan to help governments in programmes which would penetrate into and be effective at the village level. It represents a complement to present aid in milk distribution and conservation, and to the finding of other suitable manufactured sources of protein. It would encourage governments to develop long-range, broad-scale programmes which would at the same time be simple and practical, consistent with the local needs and possibilities, and in harmony with the governments' overall plans for long-range development.

The proposed plan would provide for UNICEF support to five related national measures for the improvement of maternal and child nutrition:

- a) nutrition surveys to establish the facts on which practical programmes must be based;
- b) training of appropriate national personnel to carry out the programme;

c) a broadened support to nutritional education to reach mothers at the village level with simple, practical recommendations directed at the nutritional practices most in need of change;

d) practical nutritional activities in the villages;

e) limited vitamin supplementation directed against endemic deficiency diseases seriously affecting children and pregnant women and nursing mothers, as an immediate measure pending adequate changes in food habits.

The measures themselves are not new. An extension of UNICEF material aid in this field would help countries to apply them to rural areas now being reached by community development, rural health services, schools, or extension services. The proposals make no claim to cover all the types of international assistance required for raising levels of maternal and child nutrition.

#### February 1959 30/

Programmes for the improvement of nutrition must be based on as wide a knowledge as possible of the social environment, dietary practices, and social, economic and cultural factors with a direct influence on nutrition, as well as on a knowledge of the existing or potential sources of food. The Board has agreed that UNICEF could provide assistance for the necessary surveys.

Training should be given not only to all workers who are in direct contact with the people for extension work relating to production, consumption and social questions, but also to all directing and supervisory personnel who are in a position to promote necessary nutrition policy at the level of a province or district. At a higher level, "animateurs" need broad training to promote within their own countries the combination of measures required for a concerted nutrition policy.

It seems, indeed, more important to promote effective participation by the more advanced elements of the population and by the government departments in a concerted effort on both the economic (industrial and agricultural) and the social (health and educational) levels, than to increase year by year the number of persons receiving direct benefit from distribution programmes.

International assistance, even when it remains limited, should always be given within the framework of a broad nutrition policy intended to meet the needs of the country not only in the immediate future but also as they will evolve as the result of population growth. The first aim, or in any case one of the essential aims, of international assistance, is to bring into play and to mobilize the resources of the country behind this policy.

#### June 1961 31/

Because of the food problem, complicated by the rapid growth of population which the world now faces, a large effort will go into agricultural development. The starting point is usually the need to promote greater production of marketable crops and to save foreign exchange. Important as this is, it will not necessarily solve the problem of

malnutrition. With forethought and planning and a small amount of additional resources, such programmes can simultaneously be used to encourage the supplementary production of greater amounts of protective foods for local consumption by the village and farm people themselves, and cultivators can be taught the elements of better nutrition for their children.

August 9, 1963 31/

I would like to bring home one vital point of deep concern to UNICEF, namely the problem of nutrition for the pre-school child. Under the auspices of this Nutrition Conference there has been just concluded, day before yesterday, at the Rockefeller Foundation Center in Bellagio, Italy, a meeting<sup>f/</sup> of 25 individuals of great experience from a dozen countries of various backgrounds. The purpose of this meeting was to consider: "How to reach the pre-school child," and this with particular reference to his required daily bread and, above all, proteins and protective foods.

I wish to give two striking figures. If we take the developing countries as a group and also the more developed countries as a group, the average 0-1 year mortality rate is more than five times as large in the first category as in the second. This is serious enough. But please consider the lot of the group of children from the first year (after weaning) through the fourth year of life. The approximate mortality rate in this group is around 1 per 1000 in the developed countries; but in the developing countries this figure rises as high as 40 per thousand. May I repeat: the average mortality ratio reaches the startling proportion of 1 to as high as 40 in the age 1- 4 group. This vast difference is due in largest part to the quality and quantity of food received by the pre-school child with emphasis on the factor of quality. It is clear that this problem constitutes a great challenge both to national governments and to the nutrition profession, on both the national and international levels.

Of course the solution of this problems involves numerous fields, including: education, health, economic improvement, agricultural development, as well as the burning questions arising from the world's population expansion. The strongest possible spotlight should be focussed on the goal that human life be conceived only when it has a fair , fighting chance for healthy, constructive, and happy survival. I do not speak of methods: there are many; and each nation and individual must conscientiously seek its and his-and-her own honest solution.

November 1963 32/

Our emphasis in nutrition is undergoing some change. Training is receiving even greater emphasis. Aid to milk conservation projects is slowly declining, with the search for other sources of protein-rich foods receiving new impetus. The greatest expansion has been in the number of applied nutrition projects, combining nutrition education with the production, through school and community efforts, of more protective foods.

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<sup>f/</sup> Assistance for this meeting was provided by the Rockefeller Foundation and UNICEF. The symposium brought together specialists in the field of nutrition, child health, agriculture, community development, anthropology and social work.

Applied nutrition projects have been undertaken most extensively in Africa, Asia and the Americas. These are among the more complex projects to carry out. Difficulties range from problems of co-ordination at the inter-ministerial level (since these projects involve Ministries of Agriculture, Education, Health, etc.) to such practical problems as maintenance of poultry brooders in the village and watering the school garden.

One by-product of many applied nutrition projects is their enlivening effect on the spirit of self-help in rural communities. This has been notable true when committees of village women have been given an active role, particularly in distribution of some of the newly produced foods.

These efforts are directed primarily to the rural family. There has been less success in finding ways to help the poor urban family. A number of city dairies have been equipped and put into operation but this solution is feasible in only a few of the developing countries. Other approaches are being explored. Among the more promising are trial projects which have been planned jointly with the World Food Program. These projects are aimed expressly at making available a balanced food product for weanlings and pre-school children at a price within reach of the average urban family.

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### Education

#### Commentary

*Although by the early 1950's Pate was in favour of aid to education there was opposition in the Board for this on the ground that it would spread UNICEF's modest resources too widely, and that it should be provided by other agencies with larger funds. As a start he proposed a programme of school health services in 1954 g/ which the Board approved with the understanding that the first projects would be undertaken on a relatively modest scale to gain useful experience. In March 1959, Pate recommended aid for primary education but the Board agreed only to provide for teacher training related to existing sectors of UNICEF assistance. It was not until 1961, as a result of the Survey on the Needs of Children (See p. 38 above) and the growing pressure from developing countries to have a greater range of options on the aid they could have from UNICEF fitted best to their own perception of their particular priorities, that the Board opened the way for UNICEF aid to education. Underlying this was the evolving strong sense of necessity for UNICEF to deal with "the whole child" - a position underscored by the UN Declaration of the Rights of the Child adopted in 1959. h/*

*Concern with the quality of education and non-formal education did not arise as issues during the Pate era. Non-formal education, however was an element in mothercraft/homecraft programmes assisted by UNICEF (See section on "Women" below).*

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g/ E/ICEF/249, February 1954

h/ For a more detailed discussion of the subject see UNICEF in Education: A Historical Perspective, by H.M. Phillips (UNICEF History Series, Monograph IX, 1987).

Pate's views

March 1959 33/

Earlier this year I stated: "Children must be made capable of looking after themselves, and making their own way in the world for themselves and for their own children. It is not enough to save them from disease and hunger. They should be prepared for life, and become active, productive members of their communities. Yet in the countries that UNICEF is assisting with respect to health and nutrition, only one third of the children aged between five and fourteen years are enrolled in school."

The proposals for the extension of aid to primary education to which I have referred are, of course, vital to round out the categories of UNICEF assistance, so that we may help countries develop their services in a balanced way, to meet children's needs arising from hunger, illness, and ignorance.

I recommend aid for primary education, initially in rural areas, along the following lines:

The aid would be mainly in the form of teacher training, aid to education of young girls, the provision of basic supplies for the production of teaching materials (audio-visual aids, reproducing equipment, etc.) and the provision of equipment directly to normal schools and for certain primary schools. In a limited way, but one which it is hoped would have wide catalytic effects, it would make possible a practical application of the knowledge given, thus preparing the child to make fuller use of his potentialities for improving his standard of living and contributing more effectively to community life.<sup>i/</sup>

November 1963 34/

The most remarkable development in the pattern of UNICEF aid during the past year has been the increase in requests for support of education. The rate at which sound projects have been presented is a reflection of the fact that much Government and UNESCO groundwork had already been done since 1961, when new UNICEF Board policies made it possible to entertain requests for helping education. All geographical regions are represented, attesting to the universal demand for more and better education.

Educational planners in the developing countries are faced simultaneously with the problem of improving curricula to meet the needs of children in their present environment and increasing the output of teachers properly trained to teach them. Meantime there remain the problems of overcrowded classes, irregular school attendance and the premature school-leaver. These problems, baffling indeed in countries where educational budgets are always far short of the needs and where experienced trainers, administrators and supervisors are usually insufficient, are further complicated by the back-log of untrained or semi-trained teachers who must be given minimal training in the concepts and methods of the revised curricula. The developing countries are facing energetically this dual problem of training new teachers and re-training old ones and this most urgent and most fundamental need is the basis of many of their requests for UNICEF aid in education.

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<sup>i/</sup> As indicated in the Commentary, the Board at that time did not approve the recommendation; it approved only aid to training teachers in health, nutrition and in the traditional sectors of UNICEF activity.



It is encouraging that UNICEF should be asked in so many cases to participate not only in a quantitative expansion of educational services to bring education to an increasing number of children, but also, through the support of educational planning in teacher training (including in-service training), and the quality of educational programmes now being worked out in the developing countries.

This fresh appraisal of the content of teaching in the light of changing needs in place of traditional standards, is a feature of the developing countries, not only in Africa, where new nations are looking searchingly at their educational systems, but also from the needs of life today and tomorrow.

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### Social services

#### Commentary

*Supplies and equipment, the main component of UNICEF aid in the early days precluded much aid for social services; only when it became possible to use UNICEF funds for local training costs did it also become possible to conceive of useful projects in this field; trained local staff could be combined with some UNICEF supplies and services and the countries' social services could be upgraded. Moreover, social services began to be seen as a means of helping repair or minimize the effects of social change in developing countries, and later as a means of strengthening family life. The excerpts below from statements by Mr. Pate indicates an evolution of attitudes about the role of social services from 1959 on when the Board adopted a policy for aid in this field. This policy constituted a breakthrough for UNICEF although it was initially limited in outlook. UNICEF worked closely in this field and that of the related field of mothercraft/homecraft (see section on "Women" below) with United Nations Department of Social Affairs.*

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#### Pate's views

##### March 1959 35/

Some start has also been made with assistance to social services since 1957, when assistance was first given to the women's sections of community development. Now there is a recommendation before the present session, asking the Board to approve the principle of UNICEF aid for social services for children, with special reference to the care of children needing part-time or full-time care outside their own homes. I hope that those services would be a beginning, and from them would grow a wider form of assistance for social services for children in under-developed countries. The migration of population to urban areas creates a growing need.

November 1963 36/

It may be recalled that one of the stimuli for the Board's original interest in family and child welfare services four years ago was its concern about the situation in many custodial institutions in emerging countries. Although these institutions represented a human response to the plight of homeless children, often they were staffed by untrained personnel. In-service training of staff has already begun to make an important change in many institutions. But even more important is the effort of several countries to deal with this problem in other ways which will place the child in a more normal setting.

There is a growing recognition of the fact that the best solution is to preserve and strengthen the family. Day-care centres which are receiving UNICEF aid in many countries are helping take some of the burden from working mothers or to provide a safer environment for young children of the shanty towns. In other places UNICEF is supporting the work of community centres and similar group methods. Such group methods offer great promise and practical means to support the urban family and, to some degree, to deal with social problems arising from the influx of rural families into the city.

There is still a high proportion of the population in the countries receiving UNICEF aid who continue to live in the rural areas. The family and child welfare services needed may be different, but they are not neglected. There is a steady increase in requests for aid with programmes to increase the knowledge mothers have of child-care, homemaking and their role in the community. UNICEF continues to give aid the "Homecraft/Mothercraft" projects, and to projects in community development in which this element is almost always an important one.

February 1965 37/

There is increasing agreement that social services should not be exclusively provided for disadvantaged children and youth but should be available to all of them, and should have as a major objective improving the adaptation of families to changing social conditions and social demands.

While the social service programmes assisted by UNICEF try to repair or minimize the injurious effects of social change on children and family life, they also build on the eagerness of mothers to obtain for their children the advantages which will help to prepare them for life in a changing society. In addition they try to build on the opportunities which community life may offer for the personal development of the mothers. Many of the projects include elements for the strengthening of the services and facilities provided by day-care centres, neighbourhood and community centres, family agencies, youth clubs, and recreation programmes. While special provision is made to protect abandoned or neglected children, emphasis is directed, in an increasing number of projects, towards improving parental understanding of children's needs, and improving methods of child-rearing through parent education, family counselling and group activities involving others.

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## Women

### Commentary

*Improving the health of the mother as well as the child was regarded as a major UNICEF goal from the outset. Later women were also seen as important in the delivering of services and most of those locally trained with the support of UNICEF were women. This view was broadened as UNICEF entered the field of education and services to strengthen the family and the community. This is reflected in the following excerpt from a report by Mr. Pate prepared late in 1964 and published early the next year. It was not until a later period, however, that UNICEF moved to a view that women could be helped most by combining the objectives of training, better child-rearing, community improvement, and income-production, where possible as part of larger schemes. i/*

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### Pate's views

February 1965 38/

It has become increasingly clear in the experience of UNICEF that the welfare of children and the advancement of women are inextricably bound together. It is with this realization that UNICEF has been increasingly favouring aid for projects which form part of larger programmes of economic and social development, and which must inevitably become deeply involved with the advancement of women.

Women play a dual role in UNICEF-assisted projects. The education and co-operation of mothers is essential if the children are to be reached and the projects are to have a long-range impact. At the same time, women are indispensable both as workers and as volunteers for the success of most of the projects. This requires that the women be trained. The training schemes aided by UNICEF not only contribute to an improved quality of community services for children but help create new opportunities for women. They are giving young women in many countries a new outlook for a career in a socially useful occupation. Moreover, the attitudes and approaches which the young women learn in their training will inevitably carry over into their own family life.

<sup>vi</sup> While projects to be aided by UNICEF are considered primarily from the point of view of their benefits to children, UNICEF is aware that help for children and young people must be related to the improvement of conditions in the family and the community. Mothercraft/homecraft programmes helped by UNICEF provide informal educational opportunities for women and girls to learn homemaking, child-rearing, nutrition and sound health habits, and to encourage them to participate in community betterment schemes. The programmes are of particular value in communities which do not provide formal schooling for girls and young women.

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i/ For a more detailed discussion of the subject see UNICEF and Women - The Long Voyage: A Historical Perspective, by Virginia Hazzard (UNICEF History Series, Monograph VII, 1987)

In a number of places, the projects are a specific part of community development programmes. Often the activities may be linked with voluntary organizations which promote active women's club movements. In other places, particularly French-speaking African countries, a similar education of women is carried out as an integral part of maternal and child health work. Because mothercraft/homecraft programmes cut across a number of technical fields, they have generally proved more successful when they are closely associated with more comprehensive programmes. Community development centres in which women participate are being strengthened and also provide courses in homecraft.

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### Population

#### Commentary

*Family planning did not arise as an issue for extended Board debate until the Board's 1966 session, the year after Maurice Pate's death. Pate, however, was concerned with the effects of increase in child population and raised it on several occasions in the Board, of which the following is illustrative.*

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#### Pate's views

##### March 1959 39/

The most important fact I have to draw to your attention, as members of the Board responsible for the United Nations Children's Fund is the rapid increase to be foreseen over the next few years in the number of children in the countries we are assisting. In the five years from 1960 to 1965 there will be a net increase of children under fifteen in these countries of 65 million. That represents an increase of 12 per cent or nearly 2 1/2 per cent a year. This means a need for substantial investment in the "social capital" of these countries, to provide the larger scale of services necessary. This comes on top of all the needs to improve the present level of services for children.

On the subject of future population increase I would like to express some personal views. Should this increase result in a lower standard of living the purpose for which UNICEF strives would in some degree be negated. But I think the problems of the future should be approached with intelligence, determination and confidence.

In the first place UNICEF in all of its actions stands for attaching a high value to every single individual human life. The greater the value attached to life, the more educated people become, the more they become aware that a life from the moment of conception should have at least a chance to strive for health and happiness, the better are the chances that the population problem will be solved. Along with this -- if we think of increasing food production for more mouths -- who can deny the fact that the world could through better imagination, methods, and work, double or more than double its food supply.

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### The urban child

#### Commentary:

*By the 1960's Mr. Pate began voicing his concern to the Board about the condition of children in poor urban areas and his desire to find effective ways in which UNICEF could help them. Earlier it had been generally assumed that children living in urban areas were more privileged than those in rural areas because of a greater availability of services for them. This was partly because a distinction had not yet been drawn between urban areas generally and their informal settlements ("slums and shanty-towns").*

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#### Pate's views

##### February 1960 40/

No systematic programme of action has as yet been undertaken to protect children in the large cities, where conditions are often worse than in rural areas. The problem is of great importance, especially in towns which have grown so rapidly in recent years that Governments have been unable to provide the barest municipal amenities, or social services. This growth has resulted in the creation of immense new suburban agglomerations, known by a variety of names, in which a large child population lives in dangerously overcrowded and grossly unhygienic conditions.

Pending the solution of the major problems by measures of town planning and civic improvement, it seems possible that UNICEF assistance could promote the welfare of children by contributing to the establishment of child care centres, creches, day-care centres for the children of working mothers, welfare centres and the equipment of playgrounds and parks.

##### April 1962 41/

Cities are growing the world over; and the effects of this growth are everywhere in evidence. In Asia, between 1900 and 1950, the population living in cities of 100,000 or more increased from about 19.4 million to 105.6 million; and in Africa from 1.4 million to 10.2 million. At present in Asia, Africa and Latin America urban population is increasing by about 4 per cent every year, which is much higher than the rate of general population growth. World travellers seldom see the unplanned shanty town clustering around every developing city, with no public utilities, no sanitary facilities and practically no community services of any kind. People live in the most primitive conditions, crowded into make-shift shacks, a prey to every sort of infection. Perhaps even worse is the disintegration of the family in this alien and insecure setting, where the father comes and goes, promiscuity is common and children roam through town unschooled and uncared for. The children, who need protection in their years of physical and emotional growth, suffer greatly, not only in their daily lives but also in enduring effects on mind and body.

So much has been written in recent United Nations documents about the special effects on the child of the social environment, whether urban or rural, that there may be growing up the illusion that UNICEF must establish priorities and make choices in terms of urban versus rural children. Children in towns have their special and acute problems, of which UNICEF is becoming increasingly aware; and at the same time the village child has his special problems too. UNICEF can and does help both. Country plans must be laid for all the children, wherever they are. Although cities are growing rapidly, still by far the greater number of children remain in villages and this will long continue to be the situation. The pathetic lot of uprooted slum dwellers cries out for emergency action, but the village family remains with its ancient burden of ignorance and disease.

To improve family life in the village, through better education, health and nutrition, is essential for the welfare of the whole society. Even in relation to the urban problem, this can have a preventive salutary effect since to some degree, better life in the village will check the flow to cities and in any event it will give better preparation for those who migrate. Moreover, members of a family may often travel back and forth between village and town, sharing their meagre economic resources. When national plans for the child are made the interrelatedness of city and country should always be borne in mind.

November 1963 42/

The Executive Board has been concerned for some time with the unhappy condition of children and youth in the burgeoning cities, and there has been the constant hope that a way might be found for UNICEF to participate in broad programmes for family and community welfare in the city. Although a number of cities are struggling valiantly with this difficult problem, it is disappointing to note that no comprehensive scheme is yet receiving UNICEF support. It is to be hoped that opportunities will soon appear for UNICEF to make a more effective contribution to this distressing problem.

This is an exploratory period when the emerging countries seek to fashion new means to solve new problems. The impulse to act often comes from the presence of some painful evidence of human need - homeless children, maladjusted young people, broken homes - so that the immediate pressure is to provide direct services. It is clear that these services on any significant scale are beyond the resources of the state, and that consequently some way must be found to prevent or at least to ameliorate the worst of these social dislocations. Somehow the burden must be carried largely by the evolving community directly, rather than by the government alone. In such circumstances the task of the trained professional, in government and in private agencies, is to help communities protect themselves through group organizations which will rely largely on self-help, with a minimum of professional and governmental support.

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## Training

### Commentary

*From UNICEF's inception, training was an important goal for UNICEF. It was high in the priorities of Pate and was often mentioned by him in his statements to the Board. He considered UNICEF's work in training a major long-range, albeit non-spectacular, contribution to the health and welfare of children.*

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### Pate's views

#### April 1952 43/

The key to the extension of services into rural areas is local personnel - people who are willing to live in the village at the standard of village life, who are known by local people, know their customs, and speak their language. At present time people of this type, even with training at a "practical" level, do not exist in anything like sufficient numbers.

The aid which UNICEF has given so far for training is divided into three levels: auxiliary, fully-trained, and graduate. Whereas the only hope for a mass solution of the problem is the training of auxiliary personnel, UNICEF has given practically a negligible amount of assistance to this level of training.

In the light of the importance of local training on the one hand, and on the other, the little that has so far been done, we need a serious examination of new means for aiding and encouraging local training. As far as UNICEF's part is concerned, it is the only agency able to give material assistance. It so happens that training equipment required for the auxiliary level is necessarily very modest - the people will have to work in their villages with local or improvised equipment, and it is even harmful to use elaborate imported equipment for their training. Hence the imported supplies that UNICEF could give under existing policies represent a very small proportion of the training costs.

Hence we recommend that UNICEF should be willing to contribute to the local costs of training. We do not believe that such a modification of policy would be sufficient, alone, to help local training expand to a more adequate level. Other means also need to be devised. Nevertheless, this does seem a logical step for UNICEF. (See section below on "Payment of local costs")

#### February 1958 44/

It may be questioned whether the training of auxiliary personnel is effective. Experts suggest two ways of correcting this defect. The first is to improve supervision by increasing the number of courses for training supervisory personnel. Subsequently, numerous refresher courses should be organized for isolated personnel in rural areas who, in many cases, may have quickly lost the basic knowledge they acquired in the course of their unduly rapid training.

February 1959 45/

In recent years there has been a steady growth in various training programmes, to which UNICEF has given considerable assistance from the outset. During the period 1948 to 1950 UNICEF assisted in refresher courses for paediatricians working in public health services and nurses and social workers occupying positions of responsibility in maternal and child welfare programmes.

UNICEF also provided assistance in establishing the International Children's Centre in Paris, whose activities included training for all categories of personnel engaged in public health and social welfare work for children. At the All-India Institute of Hygiene and Public Health in Calcutta, UNICEF aided the expansion of training in maternal and child welfare, providing courses for nationals of Asian countries, more particularly in India.

Needs, however, are immense, and the under-developed countries suffer from an overall shortage of doctors, especially paediatricians and public health doctors, in rural areas. For this reason, UNICEF decided in 1957 to provide assistance for the establishment or strengthening of chairs of pediatrics and preventive medicine. Since that time assistance of this kind has been given to a number of universities in Asia and Africa.

The difficulty of training doctors, who require long periods of study necessitating the establishment of expensive medical schools with teaching staffs that are hard to recruit, has led Governments to seek means of providing speedier and simpler training. In this way, international assistance for programmes of training for health officers has been provided to certain countries, particularly in Africa. Such programmes provide for a period of study of at least three years and the training of young people of adequate secondary education to do at least some considerable part of the work of qualified doctors in rural areas. The chief concern is to help meet the most pressing needs.

Increased aid has also been granted for the training of the supervisory staff on whom the efficiency of rural health organizations partly depends. They are responsible for on-the-spot inspections and for giving guidance and advice on new methods to personnel working in isolated areas, which is an essential role in each field of work - child-birth, maternal and child care, social work, health education and environmental sanitation.

November 1963 46/

It was often found that existing training schemes gave little emphasis to children's problems. Medical training gave little place to paediatrics, and human nutrition was neglected by medical, agricultural and teacher-training institutions alike. It was also apparent that there was also a lack of persons qualified to teach paediatrics and nutrition at the college and university level.

The same pattern was evident when UNICEF entered into such fields as education and social services. Assistance was required for the training of school teachers and child-care workers dealing directly with children, but there was also a need to train teaching and supervisory personnel.



After a review of existing aid, the UNICEF Board in June 1961 concluded that training required more urgent attention. It adopted a policy which broadened the scope of UNICEF aid for training and allowed it to be used more extensively for staff in all the various fields of service for children, and for all levels of work: planning, directing, teaching, professional and auxiliary. UNICEF is thus able to assist in certain ways to help training at all levels, from primary schools through university and post-graduate training.

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## Local Costs

### Commentary

*In 1952 the Board approved in principle UNICEF aid in local currency for stipends to instructors and trainees for auxiliary personnel, such as midwives and nurses' aides. This was extended in subsequent years to cover the local costs of training of high-level workers, supervisors, and teachers in all fields which UNICEF aided. The payment of local costs, however, in addition to being closely related to an emphasis on local training also encompasses the additional objective of making possible more effective help to fields such as social services and education which, in order to get going, require a substantial component of aid for personnel and for materials purchased locally. Nevertheless, a number of Board members were reluctant to enlarge UNICEF policy on local costs believing that this would involve UNICEF too much in subsidizing local budgets and establish a precedent for other aid agencies. The change in policy was a cautious one and gradually expanded as it became increasingly clear that while the lack of foreign exchange to purchase supplies and materials for programmes constituted a problem, the difficulties of getting local budgetary provision for services and supplies was an equally important problem in many countries.*

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### Pate's views

#### May 1961 47/

It has become evident that there are a great variety of circumstances in which relatively small amounts of UNICEF help in providing essential local supplies or services may make the difference between success and failure of a project, its timely implementation or its delay and possibly its breakdown. The increasing number of types of such requests have indicated the broad variety of circumstances in which Governments, otherwise prepared to go ahead with projects, find themselves unable to provide funds for essential materials and services even though these are locally available.

In line with my general recommendation for increased scope and flexibility in determination of types and forms of UNICEF aid, it would seem appropriate to permit greater flexibility in the provision of UNICEF funds to meet local costs.

#### April 1962 48/

Although local costs are only a minor part of total UNICEF assistance, they are often the critical part which makes a programme viable. The possibility of UNICEF's providing such aid often advances an entire programme by several years. This is true of all types of work, but especially of training. It will give UNICEF special advantages in helping governments plan and carry forward more complex programmes in the future.

## Evaluation

### Commentary

*In the 1950's a number of evaluation or special progress reports on various fields of aid were submitted to the Board (e.g. BCG vaccination; malaria campaigns; maternal and child health; environmental sanitation; milk conservation; training) Most of these were prepared jointly with the relevant specialized agencies, often by experts engaged for the purpose, and were often based upon field studies of projects in individual countries. In the health field these reports were usually reviewed first by the UNICEF/WHO Joint Committee on Health Policy before going to the Board. In the early 1960's it began to be clear that while global programme assessments were useful, UNICEF should also stimulate project evaluation by the countries themselves. This new element was set forth by Pate in 1963.*

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### Pate's views

November 1963 49/

It is necessary, of course, to observe economy in evaluation. In particular, it is not worthwhile to continue to evaluate the same question, or to establish again what has already been established. An example will make this clear. If it is accepted or established that a clean and plentiful water supply reduces diseases among children and contributes to personal hygiene, subsequent "evaluations" may confine themselves to finding out whether the water supply has been cleaned up and made more plentiful without attempting to show in each case that this has reduced disease.

The Executive Director suggests the following as a basis for a programme of more systematic evaluation:

a) The Board should consider at each policy session one or two special reports evaluating a type of programme assistance about every seven years. These reports should be prepared in co-operation with the agency concerned on the technical side, generally with the use of consultants selected in agreement between the two agencies.

b) More careful attention should be paid to built-in evaluation in each project by making specific provision for it in the plan of operations. Assistance should be available to create or strengthen appropriate units in administering departments, planning commissions, or national or regional institutions or agencies in relation to their capacity to evaluate programmes benefiting children and youth. Assistance could, where necessary, include supplies and equipment, transport, grants towards salary costs for an initial period, and the services of advisers.

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**Emergency relief**

**Commentary**

*The predominant task of UNICEF, at its inception, was post-war relief for children. As has been set forth earlier in this Monograph, Maurice Pate had an outstanding experience in operations of this type and this was put to successful use in UNICEF's early days. As UNICEF moved increasingly into assisting programmes of long-range benefit it also continued to provide emergency relief in disaster situations. Pate himself responded in a personal "hands-on" way in two situations (Hungary in 1956 and the Congo in 1960) which are graphically described in the Profile on him (Chapter II above). By the 1960's, however, the general policy of UNICEF help in emergencies had undergone a change. This is set forth below in a statement to the Economic and Social Council by Pate.*

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**Pate's views**

**February 1961 50/**

When the General Assembly in 1950 directed UNICEF to turn its attention to the long-range needs of children, it did not preclude emergency aid from UNICEF to help alleviate the suffering of mothers and children in times of disaster. Particular attention in emergency aid is paid to the timing and scale of aid given in order to ensure that it shall be distributed in co-ordination with aid available from other sources, and shall not duplicate it. In many cases UNICEF provides a type of aid not given by the other agencies assisting in the emergency. Wherever practical, UNICEF tries to encourage a return to normal living by aiding in the rehabilitation of disrupted health and other services.

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## VII. FINANCING AND FINANCIAL PLANNING

### Commentary

*Pate's ability to exhort financial support from governments and individuals alike was the most important factor in the creation of UNICEF as a viable organization. He never forgot that UNICEF was dependent on their goodwill. He relied on his business experience, which had given him a keen sense of financial values and helped him arrive at an approach for combining risk with caution. He also believed in the self-evident moral duty of everyone who could to give a helping hand to those who were less fortunate, and the way in which he projected this belief conveyed a conviction which often overcame resistance.*

*He realized at the outset that while the United States was the only possible source of large infusions of financial aid in the early years, as other countries recovered from the war, their governments and citizens might also become generous, induced in part by a generous matching formula by the United States Government. Pate's idea of how to build up UNICEF's fortunes was pragmatic. If the results for children were convincing and cost-effective, UNICEF's reputation would be its own best advertisement.*

*During its first three years, 1947- 1949, UNICEF had an income of \$141 million. Excluding the one-time revenue of UNRRA residual assets of \$32.3 million, income came to \$108.7 million, or an average of \$36 million a year. By 1950, with the future of UNICEF uncertain, income dropped to \$22.7 million. It dropped further and it took several years until UNICEF's new lease on life, confirmed by the General Assembly in 1953, resulted, under Pate's prompting, to a gradual increase in financing of UNICEF.*

*In 1964, the last year of Mr. Pate's stewardship it reached \$33 million. This income viewed in terms of its purchasing power in 1988 dollars is, of course, considerably greater than would appear at first glance. UNICEF's 1964 income of \$33 million, the last full year Pate was Executive Director, was equivalent to over \$261 million of purchasing power in 1988. k/*

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### Pate's views

#### October 1952 51/

The first condition for achieving our target budget is an increase in the flow of contributions into the Fund. Many contributing countries, particularly those whose national budget revenue is substantially affected by the prices of raw materials on world markets, are at present trying to reduce budgets and this makes added effort necessary for UNICEF contributions. In these circumstances it is more than ever important that public opinion should be informed about the needs of child welfare for international assistance. The national campaigns for raising private funds for UNICEF are particularly valuable in this regard.

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k/ Based on the world wholesale price index in 1988 dollars.

July 1955 52/

One element in strengthening the financial position of the Fund would be for all contributors to establish a pattern of regular annual contributions. About one third, it would appear, have not yet adopted this as a firm concept. The greatest need, however, is to lift the level of support from governments where it is now relatively low.

In this connection, it is relevant to note that a number of underdeveloped governments have made unusual efforts to support the work of the Fund, often contributing a relatively higher amount percentagewise in relation to the UNICEF annual target of allocations than their proportionate assessment for the support of the United Nations budget. With a low average per capita income and facing commitments of internal matching funds for UNICEF-assisted projects (currently averaging almost \$2 for every \$1 allocated by UNICEF) these governments are at the same time giving sums to the external resources of the Fund which compare favourably with, and are often more substantial, than the relative support from a number of governments economically more favoured.

This undoubtedly reflects an understanding of the values of UNICEF aid which may sometimes be greater in assisted countries than in those whose sole role is that of a contributor. While the humanitarian objectives of UNICEF aid are readily understood in all countries, it seems evident that the economic values of UNICEF activities need to be more widely explained in some countries where contributions have been on a relatively low level, particularly the importance of UNICEF aid as an essential element in the whole scheme of international aid for underdeveloped countries.

February 1961 53/

The Executive Board has recognized the desirability of encouraging greater support for the work of UNICEF from private sources as well as from Governments. One of the benefits to be derived from the raising of funds from individuals, even in modest amounts, is that it provides an opportunity for making both adults and children aware of the need of children in economically under-developed areas.

June 1963 54/

When UNICEF was established it adopted the policy of allocating funds for its share of a project as specified in the plan of operations and setting them aside. In 1961 the Board adopted a new procedure to approve a project in its entirety but to spread the allocation for it over several years. In 1959 this had been adopted for health and milk conservation programmes. During 1962, 1963, and 1964 we have been able, because of the change in financial procedure, to make or to plan allocations in excess of our income, reducing operating funds to a minimum safe level. Henceforward the amount of the next contribution which each government decides to make to UNICEF will affect directly the volume of allocations we can afford. This is reflected also in the procedure of basing allocations on the income we expect to receive during the next fiscal period.

November 1963 55/

A problem which faces UNICEF in trying to look into the future is its inability to control its future income. UNICEF lives on voluntary support; and while this has been a challenging factor for the life of the organization, it also complicates forward planning. Fortunately there has been a stable, indeed a gradually increasing level of income over many years so that this source of uncertainty is somewhat mitigated. Nevertheless, it is not possible to know with certainty what UNICEF's income will be two, three or five years from now. Forecasts about UNICEF's future programme assistance must rest on hopes and anticipation of future income.

The attempt which UNICEF has made since 1956 to forecast its future assistance pattern is unusual for an international agency. It is common for an international agency to define major areas of work and to define in more or less quantitative terms the unfinished tasks in its particular sphere of responsibility. What is uncommon is to predict in some detail, as UNICEF has, how the organization would use a hypothetical income several years ahead. This effort is in some ways analogous to long-range planning by countries, but it also differs in some ways because of the limitations on UNICEF's influence on programmes which are the responsibilities of some 112 countries, and because of UNICEF's dependence on voluntary contributions. While all these factors make UNICEF forecasting rather hazardous, yet the exercise is salutary and necessary if UNICEF aid is to mesh with the planning of countries.

June 1964 56/

It had been hoped to reach a total income of \$40 and even \$45 million by 1965. But it appears now that the \$40 million level may not be reached until later. From a fund-raising point of view, has anything gone wrong? Are governments not responding to UNICEF's appeal, or are they doing so inadequately? This is what an analysis shows.

The financial support of UNICEF is more universal than ever; and last year 118 governments, while there are several important exceptions, more and more are lifting their support to levels which can be regarded as appropriate. Last year 63 governments contributed proportionately as much or more in relation to total government contributions to UNICEF than to their assessment for the UN regular budget. An outstanding fact is that more than half of the governments of developing countries which contributed to UNICEF were in this group in 1963. However, in the case of governments of industrialized countries, this was true only in regard to a fourth of the number contributing to UNICEF. Though speaking of the United Nations assessment yard-stick, it will be a happy day when we can get away from it. The industrially developed countries might wish to rise well above this standard and a number of them already do.

Whatever the importance to us of Government contributions to UNICEF, they represent a small proportion of the external assistance that could go to the developing countries for projects benefiting children and youth. In accordance with the Board's instructions of two years ago, we have been trying to strengthen our relations with bilateral sources of aid.

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## VIII. NATIONAL COMMITTEES AND NGOS

### Commentary

*The General Assembly resolution establishing UNICEF recognized the importance of cooperation by UNICEF with private agencies and groups and support by them of UNICEF's objectives and work. Maurice Pate was very much imbued with the importance of cooperation with citizens' groups - a view he had which went back many years before he became UNICEF's Executive Director. It was, of course, enhanced by the fact that because of the voluntary financing of UNICEF, both from governments and private sources, it was clearly necessary to mobilize public interest in the needs of children.*

*At the time UNICEF was established, a United Nations Appeal for Children (UNAC) was also created which was assisted by UNAC national committees set up in 1948-1949 for the purpose of fund-raising. Drawing in part on this experience and, in some cases on the people who had been active in the UNAC committees, a number of UNICEF Committees were established in Europe. The United States Committee for UNICEF was the first UNICEF Committee created in 1947. By 1965, at the time of Pate's death, eighteen National Committees had been created.*

*In 1949, a group of international NGO's formed a Committee to co-operate with UNICEF and in 1952, it was accorded consultative status by the UNICEF Board and in the following year the members of Committees were also given consultative status.*

\* \* \* \*

### Pate's views

#### September 1959,

We started in 1946 with a handful of friends; these friends in all nations and in all walks of life are legion today. The voluntary character of UNICEF opens the door to the widest public participation and welcomes the partnership of all. The bigger we can make the family of UNICEF friends the better.

### National Committees

#### February 1958 57/

The basic purpose of a National UNICEF Committee is to secure widespread interest in and understanding of the world-wide needs of children and support for international assistance through UNICEF. In addition to utilization of the various media of public information and education and the sale of Greeting Cards, some National Committees find projects to raise funds from private sources to be an effective means of winning friends for the Children's Fund.



The Administration provides assistance in the establishment and operation of Committees in countries desiring to develop National Committees. Though the structure and activities of National Committees vary from country to country, in all countries the approval of the government is essential to the proper functioning of a Committee.

January 1964 58/

Some years ago UNICEF Committees started in a very embryo stage. Year by year their work has grown. They have done a great deal in their respective countries to educate the public and to educate their governments in the work of UNICEF. Now they are playing a very vital role in our work and their work goes beyond support for UNICEF. As such in accordance with the policy of our Board, these Committees in the more developed countries are carrying on educational work on the general needs of less privileged children in other parts of the world. During the course of this Board session a special meeting will be established in order to set up a more formal relationship with the National Committees and to give all due recognition by the Board to the work of these Committees.

Non-Governmental Organizations

September 1954

We are deeply indebted to the NGO's for the educational work on behalf of UNICEF which they carry out in all countries. This educational work has its value in stimulating greater interest both on the part of governments and of individuals to contribute to UNICEF and to child welfare work generally.

A number of projects being assisted by UNICEF at this time involve the participation of non-governmental agencies working in cooperation with the governments of their own countries. UNICEF continues to faithfully carry out a policy stressed in the Board since the beginning, of encouraging all forms of initiative in the field of child care whether governmental or non-governmental. I have been interested to see on my trips in all parts of the world how the emphasis which UNICEF places on the care of children has inspired a great deal of private action.

February 1958 59/

UNICEF has continued to receive valuable support and assistance from the international non-governmental organizations in consultative status with the Executive Board and from other voluntary groups. The distribution of information through conferences, seminars, publications and other media has made people in many parts of the world increasingly aware of children's needs; endorsement and support have been expressed by co-operative activity; assistance has been given in the promotion of UNICEF greeting card sales and in fund-raising projects.

\* \* \* \*

## IX. PATE LOOKS TO LABOUISSSE AS A SUCCESSOR

### Commentary

*Following are excerpts from a letter of Mr. Pate to Mr. Henry R. Labouisse on 13 November 1964 expressing the hope that Labouisse would consider being his successor. Labouisse at that time was US Ambassador to Greece 1/.*

\* \* \* \*

Dear Harry,

A month ago I passed my seventieth birthday. I am still fit, but for some time now I have been thinking of the matter of succession in the Direction of UNICEF. In another two months I will have been at the helm here for an even eighteen years. Whether in business or other forms of service, this has been the most interesting and congenial work I have ever done.

It has been strenuous. Once I knew that UNICEF was going to be more long-term than a postwar emergency organization, I set out to draw the best possible quality people into the work. I think we have a generally very good crew; each year because of increasing recognition of the work we are able to draw in more and more highly qualified people; and every year our financial support increases.

Then there is the angle of fund-raising. I have enjoyed this because, as a former businessman and investor, I have been able to sell the work of UNICEF as a good long-term investment.

Besides voluntary Government contributions (where the total increases each year; and where UNICEF is now in the established annual budget of practically all countries) the support of the private sector increases from year to year. Whereas just a few percent of our resources came from private funds a dozen years ago, this year approximately 20 per cent of our income will be from other-than-Government sources.

Now I come to the point. Already a couple years ago, at the time you were initially leaving for Greece, I had in mind "looking ahead" with you on this matter of succession. Somehow we did not connect at that time. In the meantime time has rapidly sped by. I do a fair amount of traveling and that makes things all the busier during my periods here.

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1/ A UNICEF History Series Monograph (XI) is devoted to Mr. Labouisse, Second UNICEF Executive Director, 1965-1979.

Our UNICEF Executive Board meets once a year, now in June. I hope it may be possible for my successor to take over on the occasion of the next meeting in June 1965. After this longer period of time and the acquirement of the deep conviction about the value of the work of UNICEF, with even greater prospective values ahead, naturally I am very concerned to turn over my responsibilities to the best possible hands. On my part I can only say that I consider you the ideal person for the job.

After so many years in the field of private enterprise, I have never felt myself in such a free position as I have in UNICEF during these past eighteen years. I have tried to bring the spirit of free initiative in the organization. This has been warmly welcomed by our thirty-nation governing body; never any problems about budget restrictions, and approvals of every kind to get the job efficiently done.

If given a choice between the Presidency of the US or the UN General Assembly, or the Directorship of UNICEF, I would certainly choose the last ...

Maurice

\* \* \* \*

**Annex A: Selected statements made about Maurice Pate following his death**

**Commentary**

*These extracts were taken from statements which were made either at Memorial Services held for Mr. Pate on 22 January 1965 or at a Special Meeting of UNICEF Executive Board on 2 February 1965. Because of space limitation they have been selected from a much larger number. They were made by persons who had worked closely with Pate over a number of years.*

\* \* \* \*

**U Thant, Secretary-General of the United Nations**

It is through Mr. Pate's vision, dedication and perseverance that UNICEF has grown from an emergency operation at its birth to an integral arm of the United Nations with world-wide activities.

This has not been an easy accomplishment. One special challenge is that UNICEF is financed by voluntary contributions. UNICEF has, to a large measure, depended on Mr. Pate's ability to raise funds for its activities, a task which he discharged with eminent success. By far the largest source of UNICEF income has been contributions from governments. Heads of state, prime ministers and cabinet members have felt - and responded to - the gentle persuasion of Maurice Pate. A significant part of UNICEF's income has come from people; the results of UNICEF's fund-raising campaigns reflected his imaginative and sensitive leadership. But Mr. Pate always regarded the educative value and the opportunity for citizens to participate in a United Nations activity as being as important as the funds he raised. He considered UNICEF a concrete example of the larger purpose of the United Nations.

Some men may be endowed with the imagination and dedication which UNICEF's cause demands; others may display the intelligence and ability to fulfill such a purpose. The United Nations Children's Fund was very fortunate in finding in Maurice Pate a person who uniquely combined all these qualities.

**Mrs. Zena Harman, Chairman of the Executive Board of UNICEF**

People loved Maurice - people trusted Maurice- people respected Maurice. The passions that breed dissension, intolerance and distrust were silenced in his presence, rendered impotent by the strength of his unquenchable faith in man's ultimate goodness, in the power of love and friendship. He believed that all people everywhere sought peace in a better world through the well-being of their children. His confidence and conviction were vindicated in the record of UNICEF's work and achievement, never deflected by extraneous issues from its central purpose of service to the child.

**E.J.R. Heyward, Deputy Executive Director of UNICEF**

Maurice Pate was a man of great capacity and great simplicity. He was not much concerned with the prerogative of the organization as such - he was interested only in the results of action, which in this case he saw as concrete benefits for children. He tried to find simple ways around obstacles, in order to devote his energies to essentials. He liked to place responsibility as near as possible to the point of action, and he gave wide scope to the talents of his colleagues.

It is a professional hazard of those who serve humanity in general not to love it in the particular. This was not at all his case. His human kindness went out to the people working with him and to their families, both our own staff and officials of the countries with whom the Fund is working. He made UNICEF a family in a sense not often found in large organizations.

His mind was open. Nobody ever thought they had to tell Maurice Pate what he wanted to hear. Thus he kept the organization alive and growing.

His pragmatic approach to the needs of children led him far. He began in UNICEF with food relief to children, and he became successively concerned with their needs in the fields of health, social services, and education and vocational training. In the later years of his life he was working to help the non-industrialized countries of the world include in their great efforts toward development, provision not only to protect children, but also to prepare them to play their part in building a new life. This noble concept - obvious as it may seem when so stated - is still in advance of what nations are able to practice.

He believed - and this was very important to him - that work for children was a unifying force in the world. He could not accept that political considerations should interfere with it.

His character did not lack the necessary firmness. He was a shrewd judge of people, and had a sense of financial values. He felt that he derived great support throughout his life from his early training as an investment banker. We may see his achievements as investment in human beings.

**Miss Julia Henderson, Director of the Bureau of Social Affairs of the UN Secretariat**

I want to give my testimony to the qualities of mind and heart which Maurice Pate gave to this enterprise for children and, in particular, to UNICEF's work in child welfare and in national planning for children and youth. These qualities seemed to me to be characterized by his particular combination of pragmatism, simplicity, and warmth of human feeling.

As the problems of Europe began to recede in the face of united efforts for rehabilitation and economic revival, Maurice turned his practical energies to the age-old problems of hunger and ill health in the under-developed regions of the world. It was this same quality of pragmatism which led him to sense when the Organization might broaden its activities to include welfare, education, vocational training of youth and in the end to see the importance of tying these activities together in a common national plan. Maurice would never have come to believe in the desirability of national planning for children and youth through economic models or doctrines about planning but only through a conviction that many countries would do more for their children and youth if they properly understood the relation of their investments in youth to their future as nations.

The quality of simplicity in Maurice Pate was in my view one of the most endearing and refreshing of all his characteristics. I am sure that all of you have felt relief, as I have, at the simple, uncomplicated way in which Maurice cut to the heart of a problem - the way in which he was able to cut through bureaucratic terminology and procedures and to make a crooked way straight.

**Mrs. Helenka Pantaleoni, President, United States Committee for UNICEF  
on behalf of the National Committees for UNICEF**

Maurice Pate dealt delicately with human sensitivities and foibles, and at all times gave utmost encouragement. When cases of over-zealousness were criticized, he usually replied that "Sins of commission are preferable to sins of omission." When situations reached a seeming impasse, he invariably suggested that we "Let nature take its course." One might call Maurice Pate a cautious innovator. He never closed his mind to new ideas but he wanted to make sure that the ideas were solidly reasoned out, nor was the door to his office ever closed.

\* \* \* \*

**Annex B: A Brief Curriculum Vitae on Maurice Pate**

Maurice Pate was born in Pender, Nebraska, on October 14, 1894. After attending Princeton, where he was elected to Phi Beta Kappa, he served briefly in a small country bank in Iowa. This career ended when he volunteered for relief work with Herbert Hoover in Belgium.

Mr. Pate's association with Mr. Hoover was a life-long influence. It began when Mr. Pate, fresh from Princeton University, went to work for Mr. Hoover's Belgian Relief Commission. At the end of World War I, Mr. Hoover assigned him to head the child-feeding operation the American relief administration was undertaking in Poland.

In 1939, only a few hours after Hitler's Army entered Poland, Mr. Pate was on his way to Washington to volunteer for relief work. With Mr. Hoover's backing, he organized the privately operated Commission for Polish Relief, which shipped supplies to the Poles. Later, he joined the American Red Cross as director of relief to prisoners of war.

In 1946, Mr. Hoover summoned Pate again, this time to accompany him on a survey for President Harry S. Truman of the war-devastated countries. They visited 27 countries and out of this trip came the recommendations for the creation of UNICEF.

UNICEF was set up by the United Nations General Assembly on December 11, 1946 and Pate was named its Executive Director by the Secretary-General.

Mr. Pate died of a heart attack on January 20, 1965 while walking with his wife in New York City.

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**Annex C: List of publications prepared under auspices of UNICEF  
History Project relevant to the Pate UNICEF period.  
(As of June 1989)**

This list is included because developments during the period Maurice Pate was Executive Director are set forth in various places in these publications.

**BOOKS**

**The Children and the Nation: Growing Up Together in the Postwar World**, by Maggie Black, UNICEF Edition, December 1986

**We Are The Children: A Celebration of UNICEF's First 40 years**, by Judith Spiegleman, Atlantic Monthly Press, December 1986

**UNICEF HISTORY SERIES MONOGRAPHS**

- I. **Development Education in UNICEF**, by Jeanne Vickers, April 1986
- II. **A Historical Perspective on National Committees for UNICEF in Europe**, by Doris Phillips, May 1986
- III. **UNICEF Programme Assistance to European Countries**, by Burhan B. Ilercil, June 1986
- IV. **UNICEF in the Americas: For the Children of Three Decades**, by Kenneth E. Grant, October 1986
- V. **NGO/UNICEF Co-operation: A Historical Perspective**, by Dr. Alba Zizzamia, March 1987
- VI. **UNICEF in Africa, South of the Sahara: A Historical Perspective**, by Michel G. Iskander, March 1987
- VII. **UNICEF and Women: The Long Voyage**, by Virginia Hazzard, March 1987
- VIII. **Water and Sanitation in UNICEF, 1946-1986**, by Martin G. Beyer and John Balcomb, October 1987
- IX. **UNICEF in Education: A Historical Perspective**, by H.M. Phillips, October 1987
- X. **UNICEF in Asia: A Historical Perspective**, by Wah Wong, June 1988
- XI. **Henry R. Labouisse - UNICEF Executive Director, 1965-1979**, by John Charnow and Sherwood G. Moe, June 1988
- XII. **UNICEF in the Middle East and North Africa: A Historical Perspective**, by Michel Iskander, March 1989
- XIII. **Maurice Pate - UNICEF Executive Director, 1947-1965**, by John Charnow, July 1989

Three other Monographs were being prepared, as of July 1989, and are expected to be published during the course of the year. The subjects are the UNICEF Greeting Card Operation, Child Disability, and the Urban Child.



Author's Notes

The author wishes to express appreciation to Mr. E.J.R. Heyward and Ms. Joan Dydo. Mr. Heyward made a number of helpful suggestions and comments on a draft of this monograph. Ms. Dydo's extensive collection and classification of existing papers by and about Mr. Pate were drawn upon in the preparation of this monograph, along with UNICEF documentation and the publications in the UNICEF History Project Series (See Annex C). Ms. Dydo's collection, now in the UNICEF archives, is available for reference.

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The UNICEF documents listed in the Sources unless otherwise identified are those of Statements by Mr. Pate to the UNICEF Executive Board, usually his General Progress Report or his opening statement to a Board session.

1/ UNICEF was awarded the 1965 Nobel Peace Prize shortly after Maurice Pate's death. Speaking on behalf of the Nobel Committee at the Award Ceremony in December 1965, Mrs. Aase Lionaes said: "It was a blessing to UNICEF and the millions of children it took to its heart that from the very first day of its existence it should have had a leader like Mr. Maurice Pate. He was UNICEF's never-slumbering conscience. He never allowed formalities to impede him in his work; in his opinion the essential object was that good deeds should be carried out as swiftly and as effectively as possible. He recruited his fellow-workers from among those who were prepared uncompromisingly, to quote Bjornson, to pursue "the policy of compassion". Maurice Pate was the head of UNICEF for eighteen years, up to his death in January. He was an unassuming person, but on the road that leads to peace, and where politicians are still groping their way in the dark, Maurice Pate has lit many a candle." At a Special Session of UNICEF Executive Board held in November 1965, the Board decided to set up a Memorial Fund honoring Maurice Pate. This fund, which makes annual Maurice Pate Awards, was financed initially with the Nobel Prize money.

2/ This austere style of living was changed when Pate married Martha Lucas in October 1961. Martha Pate, a former college president was a leader in promoting international cooperation through education. She and Maurice Pate were married for four years before his death. In his extensive travel on behalf of UNICEF following their marriage, Mrs. Pate accompanied Mr. Pate in trips to fifty-four countries. The Pates had an apartment in New York City near the UNICEF offices and a home in rural Connecticut. When Martha Pate died in May 1983, she left the bulk of her estate, in tribute to Maurice Pate, for the establishment of the Pate Institute for Human Survival. The Institute serves as a link between organizations working for peace and survival and helps them coordinate their efforts.

3/ The main sources for this section are Herbert Hoover's. Addresses upon the American Road and An American Epic, Vol.IV

4/ Speech by Herbert Hoover under auspices of Famine Emergency Committee, 17 May 1946; Radio broadcast from Ottawa, Canada, 28 June 1946. Earlier Mr. Hoover had made public statements on the subject from New York, Prague, Warsaw, in March, and in April from Helsinki, London, Brussels, Vienna, Cairo, Bangalore, and in May from Washington and Chicago. Addresses upon the American Road by Herbert Hoover, Van Nostrand, 1949.

- 5/ Herbert Hoover, An American Epic, Volume IV, p. 279.
- 6/ UNRRA Council Resolution 103
- 7/ Letter to US Senator H. Alexander Smith, a strong supporter of UNICEF in the Senate.
- 8/ Letter to Edgar Rickard, a close associate of Herbert Hoover.
- 9/ E/ICEF/336/Add.1
- 10/ E/ICEF/408
- 11/ E/ICEF/480/Add. 1
- 12/ E/ICEF/376/Add.1
- 13/ E/ICEF/409/Add.1
- 14/ E/ICEF/409
- 15/ Statement of Executive Director to ECOSOC, E/ICEF/443/Rev.1
- 16/ E/ICEF/447/Add. 1
- 17/ E/ICEF/480/Add. 1
- 18/ E/ICEF/485; E/ICEF/485/Add. 1
- 19/ Planning for the Needs of Children in Developing Countries (Report of a Round Table Conference) Ed. Herman D. Stein, 1-7 April 1964, Bellagio, Italy, UNICEF 1965.
- 20/ E/ICEF/236
- 21/ E/ICEF/281
- 22/ E/ICEF/309
- 23/ E/ICEF/336/Add.1
- 23/ Statement by Mr. Pate at American Public Health Association Annual Meeting
- 24/ Executive Director's Report to ECOSOC, E/ICEF/408
- 25/ E/ICEF/480/Add.1
- 26/ Executive Director's Report to ECOSOC, E/ICEF/408
- 27/ E/ICEF/236
- 28/ E/ICEF/309
- 29/ E/ICEF/348
- 30/ E/ICEF/376/Add. 1
- 31/ E/ICEF/430
- 31/ Excerpt from statement by Mr. Pate to Sixth International Congress on Nutrition, Edinburgh
- 32/ E/ICEF/480/Add. 1
- 33/ E/ICEF/379
- 34/ E/ICEF/480/Add. 1
- 35/ E/ICEF/379
- 36/ E/ICEF/480/Add. 1
- 37/ Report to Secretary-General on UNICEF Assistance to Women, E/ICEF/Misc 100
- 38/ E/ICEF/Misc. 100
- 39/ E/ICEF/379
- 40/ E/ICEF/397/Add. 1
- 41/ E/ICEF/447/Add. 1
- 42/ E/ICEF/480/ Add. 1
- 43/ E/ICEF/R. 319
- 44/ E/ICEF/356/Add. 6
- 45/ E/ICEF/376/Add. 1
- 46/ E/ICEF/485
- 47/ E/ICEF/418

- 48/ E/ICEF/447/Add. 1
- 49/ E/ICEF/486
- 50/ E/ICEF/408
- 51/ E/ICEF/205
- 52/ E/ICEF/300
- 53/ Executive Director's Report to ECOSOC, E/ICEF/408
- 54/ CRP/1963-A/2
- 55/ E/ICEF/480/Add. 1
- 56/ E/ICEF/499
- 57/ E/ICEF/356
- 58/ CRP/1963-A/2
- 59/ E/ICEF/356