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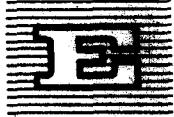
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UNITED NATIONS
ECONOMIC
AND
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UNITED NATIONS CHILDREN'S FUND
Executive Board

Statement by Maurice Pate, Executive Director
to the Executive Board
Geneva, Monday, 2 March 1959

I, too, would like to join with you in expressing appreciation to all those who have made this meeting in Geneva possible. From the standpoint of our daily administrative operations, I believe that the results of our work will be greatly enhanced through bringing the story of the work of UNICEF more closely to Europe and its neighbouring countries. Also, the Secretariat looks forward with expectation to the guidance which will come to it from the large number of distinguished persons here gathered who have had valuable experience in fields of interest to UNICEF.

As one of the participants in the three country visits named prior to this meeting, I would like to express particular appreciation to the countries who so generously invited our Board members to observe UNICEF programmes in action. All three groups report that this first-hand visualization of work in the field has been most valuable to them. I hope, as time goes on, that through occasions of this kind representatives of the countries supporting this work may have more and more actual contact with conditions in the field. I believe that if the humanitarian and economic results of the work of UNICEF can be observed first-hand by those who make the work possible, that our efforts and achievements in the future can only tend to increase.

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Summary of progress in 1958

It is my duty now to present the General Progress Report of the Secretariat to the Board. This report is made once a year and together with the "Financial Report and Accounts", which is issued in May, it is in effect the Fund's annual report to you. The summary figures presented in Part I show that 1958 was a relatively good year. The Fund's income rose by 2 million dollars over the previous year, to the equivalent of 23 million dollars. The Board allocated 23 million dollars for assistance to programmes, and operational services and administrative expenses. Expenditure during 1958 amounted to over 22 million dollars, including an increase of $\frac{1}{2}$ million dollars over the previous year in the value of supplies delivered to programmes.

1958 approved programmes predominantly long-term (98.5 per cent)

Happily there was a decrease of 850 thousand dollars compared with 1957, in what we were asked to expend for emergency aid, so that 98.5 per cent of expenditure for programmes, was for aid to programmes of long-term value. During 1958 over 50 million children and expectant and nursing mothers, benefitted from the principal large-scale disease-control campaigns, and child and maternal feeding programmes assisted by UNICEF in 97 countries and territories.

Since the seven parts of this report will be commented on by my colleagues in greater detail under Item 5 of the agenda, I should like to speak in more general terms of the challenges now facing UNICEF, with special reference to those presented to this session through the documents before you.

The world's increasing child population

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. The Department of Economic and Social Affairs of the United Nations published last year a remarkable report on "The Future Growth of World Population". The preface puts the rapidity of change to which we must now adjust ourselves as follows:

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"While it took 200,000 years for the world's human population to reach 2,500 million, it will now take a mere thirty years to add another 2,000 million."

What the next five years signify

But let us focus our attention simply on the next five years, from 1960 to 1965; and on the hundred countries and territories where UNICEF is at present assisting projects for the improvement of the conditions of children. In the whole world, in 1960 there will be approximately 1,075 million children aged under fifteen. 550 million of these are in the countries and territories assisted by UNICEF. In the five years from 1960 to 1965 there will be a net increase of children under fifteen in those countries of 65 million. That represents an increase of 12 per cent or nearly $2\frac{1}{2}$ per cent per 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. An illustration will show the impact of this growth on types of projects in which UNICEF is assisting. One country where we work plans to extend elementary maternal and child health services, as part of a public health organization, over one-third of its rural area in each of three successive five-year plans. However, during this fifteen-year period the child population of this country will increase by approximately one third. Hence either the tempo of the next two plans must be increased substantially over the present one, or a fourth period of five years of effort and concentration on this problem would be necessary.

Value of the individual life

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 problem of the future should be approached with intelligence, determination, and confidence.

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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 if we observe the present production per hectare in Japan, or even here closer by in Belgium and Switzerland? Besides this we know there is much unexploited food in the seas.

National income levels in UNICEF-assisted countries

The countries assisted by UNICEF fall practically entirely within the category defined by the Population Branch of the United Nations as "technologically under-developed areas". In comparing the national income estimates collected by the United Nations with the population estimates, we find that of the 550 million children in the countries we are assisting, 60 per cent are the responsibility of countries where the average income per inhabitant is under 100 dollars per year.

These figures may be compared with the 50 million direct beneficiaries of UNICEF aid, to whom I have already referred. By direct beneficiaries I mean the 50 million children and mothers who receive from UNICEF - through programmes nationally administered and largely nationally financed - some drugs, insecticides, inoculations, or milk. The cost to UNICEF on the average was 23 cents per beneficiary for one year. Beyond this circle of direct beneficiaries are many other children who benefit less directly from UNICEF assistance. For example, they may drink safe milk bought from a pasteurizing plant that received technical equipment from UNICEF. They may attend health centres that have received UNICEF equipment. These cannot be counted.

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However, it is clear that we are not meeting the need for international aid. From certain points of view we are making a start in reaching a total of 50 million beneficiaries. We may also remind ourselves that UNICEF is not alone in aiding projects that help to improve the condition of children. We may remind ourselves of the investments of the World Bank and of private capital, of the regular and technical assistance programmes of the United Nations and Specialized Agencies, of the Special Fund, of bilateral aid from a number of countries, of work of private foundations, and of the help of voluntary agencies which, for example, are now distributing several times as much milk as UNICEF. Many of these activities, although not directed specifically to children, are nevertheless of great benefit to them. Nevertheless, it is clear to anyone who knows the under-developed countries, or travels in them, or studies the documentation about them, that we are not meeting the need at the present time, let alone making provision for this very large growth in the child population.

Conclusions for UNICEF action

The conclusions which I suggest you may draw from the demographic situation are stated in Part II of my report, and in the "Draft Programme Appraisal for the Period 1959-1964". Some of the conclusions are also given practical application in several of the documents before you, and in particular in the policy recommendations relating to primary education, and social services for children.

Training

The first conclusion I suggest to you is that the disproportion is such between our 50 million direct beneficiaries and the 550 million under-privileged children in the countries we are assisting, that we cannot hope to reach all the needy children with direct benefits, however small. But we can give more emphasis to what is already an important aspect of UNICEF assistance, by helping countries to organize their own permanent services to look after their own children's needs. One of the most effective ways for us to do that is to assist in the training of national personnel for the direction and supervision

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of those services. This is nothing new to UNICEF, but I think it would be appropriate to give it increased emphasis in the light of the present situation.

Thus, in the proposal before you relating to primary education, the main emphasis would be on the training of teachers. In the proposals relating to social services for children, the main emphasis would be on the training of personnel who would be responsible for those services. The report of the FAO/UNICEF Joint Policy Committee states that a major obstacle in many countries to the development of nutrition work, is the lack of personnel suitably trained in nutrition; and the report recommends increased assistance for training. In the presently approved categories of programmes relating to health and nutrition, an increasing part, I believe, should go to training of personnel. Out of the 10 million dollars which you are asked to approve in assistance to the 71 projects placed before you, 700,000 dollars, or seven per cent, would be for various aspects of training - for teaching aids, the equipment of hospital wards and practice fields for students, transport for students, and stipends.

Primary education

The second conclusion which I suggest to you may be drawn from the demographic situation is this. 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. Hence I believe it was a fortunate initiative that was taken in our Board at its last session, asking for a study of the appropriateness of UNICEF aid to primary education. The report and the recommendations which I have made, in full agreement with the Director-General of UNESCO, on "The Possibilities of UNICEF Assistance to Primary Education in the Under-developed Countries" recommends to the Board that it approve, in principle,

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aid to certain aspects of primary education with particular reference to teacher training. The effect of this approval would be that government requests for such assistance would be receivable for future sessions.

In one sense this would not be very new for UNICEF, because we are already helping health education and nutrition education, in the school as well as elsewhere; and one of the objectives of assistance to primary education would be, with the technical guidance of UNESCO, to help countries adjust the content of primary education to meet the needs of daily life. The new element would be assistance directed to the extension of formal education. In all our countries there is a great deal of local and national initiative and effort in this direction, but some essential elements are beyond the reach of the local community - and first of all teacher training.

Inter-relationship of needs of children

I have spoken at some length about the demographic situation because the recent estimates are higher than any made before, and they must strike all of us with great dramatic force. I would like to turn now to a second factor which was discussed by the Board one year ago, and subsequently referred to, by a number of representatives in the Economic and Social Council. This may be summed up in the phrase "the inter-relationship of needs". It is a truism that the age-old needs of children arising from hunger, illness, and ignorance are inter-related, and that each evil is part cause and part effect of the other. Attention has been drawn in the United Nations report on the "World Social Situation" to a corollary of this observation, namely that concentration of effort on one of these evils whilst leaving the others untouched, has proved less successful than efforts to attack these inter-related ills together. A recognition of this inter-relationship by the countries we are helping, is found in the spread of community development. I believe that it should be recognized more fully in our own assistance policies.

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In fact, these have been progressively extended since the beginning of UNICEF. We began with assistance to emergency needs arising from hunger. Then our assistance was switched to long-term projects, mainly for the improvement of health. At the same time, some assistance was given to long-term projects for the improvement of nutrition, through milk conservation; and since 1957 we are engaged in expanding the scope of nutrition projects.

Social services

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 in 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.

The proposals for the extension of aid to primary education to which I have referred above 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.

The objection of lack of resources

The objection may be made that if UNICEF assistance is inadequate for the rapidly growing child population of the countries we are assisting, it is illogical to propose an extension of the categories of assistance. I believe that the contradiction is only apparent. Because the needs are so great we must concentrate more on helping countries to start up their own permanent services. This is often called catalytic action. At the same time we should help countries to tackle their problems in a balanced way, and the growth of community development is one evidence of their desire to do that. If we are assisting only in the improvement of health and nutrition, we are helping to keep children alive and healthy, but with the handicap of ignorance they cannot become fully productive members of the community, who can help effectively in the development of their own country, and in the care of their own children.

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In all countries several ministries are interested in children

Even from the narrower point of view of UNICEF itself, it is not the most practical arrangement to channel our assistance only through one national ministry. UNICEF can help children in a country only when that country has its own plans for a programme benefitting children, and some personnel and local finance to carry them out. This results in the sad paradox that very often we cannot help the neediest countries as much as we should. This difficulty is sharpened by restricting our assistance to fewer channels, outside of which local initiative may exist but cannot be given our support.

Priorities

Therefore, my answer to the problem of lack of resources would be as follows:

- a) Our first priority would go to the completion of country projects in which the Fund is already engaged. We will certainly have more resources than are needed for this purpose.
- b) Our second priority, which would be our first priority with regard to free resources, would be catalytic action in the fields relating to health, nutrition, education, and social services. This would mean help for the training of personnel and in other ways to get new types of activity commenced, or existing services strengthened.
- c) Our third priority would be material assistance for carrying projects to a further stage of country-wide implementation. We can confidently expect to have some resources for this most valuable purpose but, on the other hand, we have no real prospect of giving this form of aid for all the basic needs of children in the countries we are assisting.

Needs in health and nutrition

The policy which I have just proposed, and the rounding out of our categories of assistance to make a more balanced approach to the fundamental needs of children, should not be interpreted as a lessening of interest in the types of activity we are now assisting in the fields of health or nutrition. The "Draft Programme Appraisal" to which I have already referred, has been prepared

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for the Secretary-General in response to a resolution of the Economic and Social Council. It sets out needs falling within the assistance policies at present approved by the Board, and it should be modified to include assistance to primary education and social services to children if the Board approves of them in principle. I shall refer now only to four important areas of opportunity which are described in that report.

Firstly: Basic maternal and child welfare services: While the Fund is ready to assist national plans for maternal and child welfare services on a national scale, not more than half a dozen of the countries we are assisting have had the resources necessary to plan such services. The remaining 60 projects we are assisting in other countries are on a pilot or district scale. Undoubtedly, these small projects are laying the basis for extension in the future, which can be accelerated if international aid is available.

Secondly: Malaria: The Board has decided that our assistance policy for malaria is to be reviewed next September and, at the present time, we do not have the information necessary to give good estimates for future needs. It seems however, to be increasingly clear that we will be asked to maintain assistance to the country projects we are at present helping, at a cost of eight to nine million dollars annually. This will be for several more years than had been planned, either for additional years of total coverage spraying, or for consolidation.

Thirdly: Nutrition: In the course of last year WHO has announced plans to appoint five additional nutritional officers and FAO is in process of filling six additional posts. All these people will be able, amongst other duties, to help countries prepare projects relating to nutrition education and activities at the village level, and the use of new protein-rich foods. The interest which the Board has shown in these activities in recent years can, therefore, have a larger application in future.

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Fourthly: I would like specially to mention trachoma and related eye diseases because I think we have done too little to stimulate action in this field. There are estimated to be 400 million cases in the world, many resulting in blindness. A great deal could be done to cure many of them, if it were possible to organize the distribution and proper use of a tube of antibiotic ointment costing about 20 cents for each case. To go forward in this work would necessarily place more demand on WHO for technical help.

New governmental administrations

The Board will notice that among the project recommendation papers at this session are some new names relating to new republics in the French Community in Africa: the Republic of the Chad, the Republic of the Congo, the Central African Republic, and the Gabon Republic. Aid has been requested by France for these projects, which also receive substantial support from French metropolitan funds. Aid is also recommended for the independent Republic of Guinea, and for some parts of the West Indies Federation.

The political and economic changes taking place in Africa have some important implications for UNICEF, as they do for all international organizations concerned with social conditions. These changes mean generally a greater degree of local responsibility for the type of project UNICEF assists. In view of the intense desire for rapid social development, there is an increased need for international assistance. The building up and manning of new government administrations, including autonomous health administrations, has brought with it problems of insufficient staff for leadership and supervision, and also some problems of maintaining continuity for UNICEF-aided programmes. Some adjustments and expansion in UNICEF field organization may well prove to be necessary to deal with the larger number of separate governmental authorities and for programme expansion.

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Financial situation

I will refer briefly now to our present financial situation and prospects. Over the past five years UNICEF's annual income has grown with ups and downs, but altogether by the equivalent of six million dollars. 1958 was one of our better years, in which we obtained two million dollars more than in the preceding year. The prospects of increase for 1959 are not so good. Some countries' budgetary provisions for this year were planned during the recession of 1958, and it appears that our income may remain in the vicinity of the 23 million dollars we received last year. It is urgently necessary that the upward trend be resumed in the year 1960, for which budgetary provision will soon be under consideration in government ministries. In view of the amount of your time which I have taken drawing attention to needs, I believe I should not detain your attention longer on this obvious point.

Recommended allocations to this session exceed \$10,000,000

At the present session, the Board will have before it 71 project recommendations with allocations totalling over ten million dollars. Seventeen projects would provide UNICEF aid for the first time; for 54 projects the recommendations are for the purpose of extending project activities for a further one or two years, and in a number of cases to enlarge their scope either geographically, or in terms of activities, or both. I am sure that these recommendations will receive the serious examination of the Programme Committee.

We expect to have a somewhat larger volume of recommendations to place before the Board at its next session in September. Together with the funds required for operational services and for administration, this would make total allocations for the year of the order of 25 million dollars.

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Collaboration with Specialized Agencies

Having spoken of needs and of money, I turn to another essential condition for practical assistance and that is the close collaboration we have with the Specialized Agencies interested in the programmes we are assisting, and the technical assistance which the countries draw from them. I am deeply grateful that our meeting in Geneva enables the Director-General of WHO, the Deputy Director-General of FAO, and the Director-General of UNESCO to speak to the Board. I hope the Board members in the course of this meeting held in Geneva will have the opportunity to see the reality of the inter-secretariat collaboration which we enjoy. The technical leadership of the Specialized Agencies is necessary to assure that UNICEF resources are used most effectively. But more than that, the work of the agencies in a wider context than the interests of UNICEF, lays the foundation for much of our assistance.

Voluntary agencies

I am glad that our meeting here also gives us the opportunity to come closer to the headquarters of some of the voluntary agencies whose work is complementary to ours. A meeting of many non-governmental organizations affiliated with UNICEF took place at the end of last year in Tokyo. This gave a wide audience an opportunity to learn at first hand of the work of UNICEF, and to give us their counsel.

The national committees for UNICEF in Europe will also be meeting during the time of the Board session and their support for our work is, as always, increasing. At its last session in September, the Board approved a report calling for more effective liaison between UNICEF and the non-governmental organizations. An expanded UNICEF Liaison Office is the first result of that report, in regard to actions to be taken by UNICEF. We hope this will lead to various practical areas of collaboration, and that they will grow progressively.

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