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SOCIAL COUNCIL**

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TECHNICAL PREPARATORY COMMITTEE
FOR THE INTERNATIONAL HEALTH CONFERENCE

SUB-COMMITTEE TO STUDY RELATIONSHIP
BETWEEN THE FUTURE ORGANIZATION AND OTHER BODIES

Second Meeting held on Friday, 29 March 1946
at 2.30.p.m. at the Palais d'Orsay, Paris.

Chairman: Dr. CAVAILLON

B. Relations between the Health Organization and
existing international bodies (continued).

b) Office International d'Hygiène Publique

Dr. BAEZ said that for the past fourteen years he had been able to appreciate the work done by that body and therefore hoped that it might survive, perhaps in a still more specialized capacity, after being taken over by the new Organization. It might for example be entrusted with questions connected with quarantine and with the preparation of international conventions on health subjects.

Dr. PIERRET thanked Dr. Baez for his kind remarks in regard to the Office. He himself was not speaking and could not speak on behalf of the Office, as only the Permanent Committee of that body was qualified to do so, and to give advisory opinions to the Governments which it represented.

The Office International d'Hygiène Publique had always maintained the principle of a single international organization in health matters. Before 1921 it had fulfilled that condition, being the only body which had both an international and a world-wide character. The older body, the Pan-American Sanitary Bureau, had only an international character within the bounds of the American Continent. But a single organization did not necessarily imply a single administration, and arrangements were quite conceivable under which, as indeed was proposed in Dr. Parran's draft, international tasks in the sphere of health

might be rationally distributed. Dr. PIERRET paid a tribute to the work done by the Health Section of the League of Nations, but this work might just as well have been undertaken by the O.I.H.P. if the necessary funds had been assigned to it. This problem of funds had perhaps been influenced at one time by political factors.

If a request to this effect was made by the Economic and Social Council, the constitution of the Office would not preclude its activities being extended in any direction in the sphere of health. Article 8 of the Rome Arrangement of 1907 bound the participating Governments, at present numbering about sixty, until 1950.

The purpose of the present committee of experts was to draw up the constitution of a single universal body at the earliest possible moment; but the Office was already a universal body. Could the future organization be established as quickly as seemed to be hoped? The Office, which had been created in 1907, had not begun to operate until 1909; the international conventions of 1944 adopted under the auspices of UNRRA had only, by March 1946, been adhered to by seventeen nations. How long would it take to get the ratifications of some sixty Governments, if it was desired to achieve universality? It therefore seemed that the new Organization would need the co-operation of the O.I.H.P. at any rate during the transitional period, and the Permanent Committee, which was to meet on 24 April next, might study how this question could be solved.

Dr. de Paula SOUZA considered that the fact that there were only seventeen or eighteen accessions to the 1944 conventions was an additional reason in favour of a single world organization which alone could standardize all the rules binding the Governments together on health matters. He thought that the spirit which had prevailed at San Francisco was in favour of the utilization, possibly even by means of absorption, of institutions such as the O.I.H.P. to which particular tasks financed by the World Health Organization might be assigned.

Dr. MACKENZIE said that the constitution of the Office formed a coherent whole, but what would its position be if it was absorbed, what would happen to the Permanent Committee and its staff, and where it would be located?

Dr. BAEZ thought that the O.I.H.P. might stay in Paris, that the Committee might disappear but that the surviving elements of the Office might form an agency entrusted with a distinct and definite task.

Dr. MACKENZIE thought it would be difficult to fix the site of the epidemiological service of the whole new organization hundreds of miles away from the site of the other technical services. He was somewhat disquieted by the turn the discussion was taking. Was the sub-committee seeking to establish a single organization or was it envisaging a multiplicity of more or less independent bodies grouped in a sort of federation? The Committee's task was to set up an organization; it was composed of experts and hence political and juridical factors should be ruled out in dealing with the problem of the absorption of the Office by a single world organization. Until this absorption had taken place, the Office should simply continue its present task until it was taken over by the new Organization and its activities and staff had been transferred to the latter. This was the solution proposed in Sir Wilson Jameson's draft.

Dr. PIERRET, replying to Dr. Mackenzie, said that he did not think there could be any question of a federation of organs; but as the Pan-American Sanitary Bureau constituted a separate entity, similarly any other specialized body might conform to the same type. The Governments signatories of the 1907 Arrangement, some of whom might not become Members of the United Nations were bound by that Arrangement and certain international obligations survived as a result of this legal situation.

Dr. de Paula SOUZA thought that the W.H.O. might be subdivided; certain subdivisions might be entrusted with a particular task, and might in theory be established in different countries without

detracting from the principle of unity. For example the Health Organization of the League of Nations might form a nucleus for the epidemiological service, the O.I.H.P. for the quarantine and treaty services, and so on.

Dr. STAMPAR recalled that it had already been decided to set up a single organization. That being so, he did not see why affiliations should be established between international bodies; this was contrary to the spirit of the decision taken by the Economic and Social Council. He was aware of the excellent work done by the O.I.H.P., but he did not see any obstacle to that institution being absorbed; he did not think there should be an unlimited number of specialized agencies. The conventions which had created the O.I.H.P. and had confirmed it in its task were not sacrosanct, and in fact they would have to be revised, for if the Paris institution was retained, the Executive Board would be neutralized by the administration of the Office, the latter's Permanent Committee having attributions similar to those of the future Organization. Moreover, he thought it very difficult to entrust a large organization with a limited task. Why give specialized functions to agencies of universal scope when it would be better to give them universal functions in a limited geographical area? Some international institutions would have to be scrapped. The long standing of the Office was not an argument in its favour, since there was now an absolutely new situation. The Committee must tend towards unification and must not countenance dispersal.

Dr. HANI was disappointed at the turn taken by the discussion, and feared that for reasons of sentiment the Committee might fail in the performance of its task assigned of setting up a single organization. He had already discerned in the Parran draft possibilities of undesirable precedents in the creation of semi-autonomous organizations. If the quarantine service was set up in Paris, why not have the research service in Mexico, a third service in Calcutta and so on?

Dr. DOULL considered that the Office should be liquidated, and that the States which had signed the 1907 Arrangement and which wished to participate in the World Health Organization should denounce that Arrangement. Absorption was necessary; the staff might be taken over and suitably fitted in. Meanwhile, the task of the O.I.H.P. should be carried on, but Dr. Pierret's proposal should be rejected because it was outside the Committee's terms of reference. He took this categorical attitude, not because he belittled the work of the Office but because the very definite task given to the experts must be carried out.

Dr. CHISHOLM agreed with the views expressed by Drs. STAMPAR, MANI and DOULL and asked that all considerations of sentiment and politeness should be waived, and that a single World Health Organization should be set up under the effective control of its Director-General.

Dr. PIERRET stressed that he had not made any concrete proposal except that of asking the Permanent Committee to give its opinion. Being himself in favour of a single world organization, he had not defended the idea of autonomy. Only the Permanent Committee of the Office was competent to decide in what way co-operation should be established.

Dr. DOULL said that this was not the purpose for which the present Committee had been summoned. How could the idea of co-operation be reconciled with that of a single world organization?

Dr. SZE quoted the example of the International Institute of Agriculture which might be taken as a precedent, as had been indicated in Dr. Parran's draft.

The CHAIRMAN considered that, as all the Members had expressed their opinion, it was time to close the discussion. He recalled that, in his draft, Dr. RAJCHMAN had expressed an opinion on the question under debate, and he read the passage in that draft dealing with the O.I.H.P. (see Document E/H/PC/7).

He did not think, however, that the Committee need consider itself absolutely bound by the Economic and Social Council's decision.

Hence the proposals made by Drs. de Paula SOUZA and BAEZ need not necessarily be rejected. He recalled that at San Francisco the solution adopted had been that of the pure and simple absorption of the O.I.H.P.

Summing up the discussion, he considered that it had brought out the necessity of the absorption of the Office, to make way ultimately for a single organization; nevertheless, the O.I.H.P. must continue to exist to deal with quarantine and conventions as long as the Governments Members had not entrusted this task to the new Organization.

The Sub-Committee must also take into account the divergent opinion expressed by Drs. de Paula SOUZA and BAEZ.

Drs. de Paula SOUZA and BAEZ stated that they did not disagree with the other members of the Sub-Committee on the fundamental question of the constitution of a single organization; they had simply confined themselves to suggesting possible solutions to deal with the particular case of the Office.

The Sub-Committee unanimously adopted the opinion summarized by the Chairman.

(c) U.N.R.R.A.

Dr. GAUD recalled that by its constitution U.N.R.R.A. was a temporary organization. He drew attention to the question of displaced persons, the settlement of which was and would for some time remain a difficult matter. The new organization in dealing with it might consider the taking over of the services and specialized personnel of U.N.R.R.A.

Dr. BIRAUD supported the opinion expressed by Dr. GAUD.

Dr. MACKENZIE proposed that the Committee should leave the door open for the future organization to deal, if necessary, with displaced persons.

The CHAIRMAN thought that the Committee was agreed that U.N.R.R.A.'s activities should continue until they were taken over by the World Health Organization. This was approved

Dr. DOULL observed that the question of displaced persons and of persons without nationality was an urgent one; U.N.R.R.A. and the army health services would soon be liquidated, but the problem would remain. Information should be obtained immediately on the specialized services and personnel of U.N.R.R.A.

Dr. MACKENZIE supported this proposal.

(d) Pan American Sanitary Bureau

The CHAIRMAN, as already stated, thought the case of this agency need not be discussed, its special position having already been examined in connection with regional offices.

This was agreed

(e) Interim Measures

The CHAIRMAN called upon Dr. Leclainche to outline his proposals regarding interim measures to be taken to bring into existence the World Health Organization (Document E/H/PC/W.13).

A general discussion ensued on the text submitted by the Sub-Committee. It transpired that the Sub-Committee on Resolutions which had sat on the previous day under the chairmanship of Dr. KACPRZAK, and of which Dr. Mackenzie was a member, had already considered this problem and had formulated parallel resolutions dealing with the same subject. Accordingly, the CHAIRMAN, with the Sub-Committee's approval, asked these two experts to combine the two texts.

Dr. EVANG said that to his knowledge Mr. TRYGVE LIE, Secretary-General of the United Nations, intended to engage a Director of Health who would deal with health questions of an urgent character coming within the general competence of the United Nations.

Dr. EVANG considered that it would be for the June Conference to decide whether or not an interim commission should be appointed.

C. Relations between the Organization and Specialized Agencies

Dr. de Paula SOUZA proposed that this question should be discussed in plenary meeting.

This was agreed.

D. Timetable

Dr. MACKENZIE pointed out that as the Committee consisted only of experts, the question arose as to who could negotiate on its behalf. Would an interim commission have to be appointed for this purpose?

Dr. DOULL recalled what Mr. Calderwood had said as regards procedure at that morning's meeting.

A general discussion ensued on this question and on the date at which negotiations might take place. The general opinion of the Sub-Committee was that all these questions would be solved before September, when the General Assembly of the United Nations would meet.

The meeting rose at 5 p.m.

ANNEXE I

Draft Resolutions presented by Dr. Biraud
to the Sub-Committee on the transfer to
the World Health Organization of pre-existing
agencies

1. The Sub-Committee views with satisfaction the decision taken by the United Nations' Assembly to transfer to the United Nations, among other technical functions of the League of Nations, those of its "Health Section, particularly the epidemiological service".
2. It recommends that the reopening of its Singapore Bureau, for which provision was made in the League's budget for 1946, should take place as soon as possible, and that this Bureau should function, as the present Health Section of the League, under U.N.O. authority until it can be taken over by the World Health Organization.
3. It further recommends that the League's Health staff selected for transfer by the Secretary-General of the U.N.O., should carry on its routine duties until such time as the Director-General of the W.H.O. may decide to transfer them to the latter organization; and that this staff should in addition give technical assistance to the U.N.O. secretariat of the June constituting Conference of the W.H.O., and to the interim health body this Conference may set up.
4. The Sub-Committee is of opinion that: the constitution of the W.H.O. should provide for the transfer to that Organization of all rights and duties under existing international Conventions and Arrangements, of the Office International d'Hygiène Publique, of the Health Division of U.N.R.R.A. and of the Pan-American Sanitary Bureau.
5. Pending practical arrangements to be made for absorption by - or collaboration with - the World Health Organization by its Director-General, acting on the instructions given to that effect by the World Health Conference, the above-mentioned institutions should carry on their routine duties in their customary way, refraining however from undertaking new activities, engaging new staff or in any other way complicating the tasks of the Constituting Health Conference, of any interim authority it may set up or of the permanent organs of the World Health Organization, regarding the absorption by - or the collaboration with the latter of the parent organization.

ANNEXE II

Text proposed by Dr. Mackenzie

"It would be necessary to arrange for the continuation of the collection and dissemination of epidemiological information including that from the Far East."
