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Eleventh Session

CO-ORDINATION COMMITTEE

SUMMARY RECORD OF THE FIFTY-FIFTH MEETING

Held at the Palais des Nations, Geneva,
on Wednesday, 12 July 1950, at 3 p.m.

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/Present:

Present:

Chairman:

Mr. MURTINHO (Brazil), Vice-Chairman

Members:

Australia	Mr. CUMES
Belgium	Baron de KERCHOVE d'EXAERDE Mr. LERMENT
Brazil	Mr. MACHADO
Canada	Mr. HALSTEAD
Chile	Mr. RODRIGUEZ
China	Mr. TSAG
Denmark	Mr. RICARD
France	Mr. PERIER Mr. ROCHEFORT
India	Mr. SEN
Iran	Mr. ESTANDIARY
Mexico	Mr. CALDERON PUIG
Pakistan	Mr. ASHTAR
United Kingdom of Great Britain and Northern Ireland	Mr. LEDWARD
United States of America	Mr. CATES Mr. ROSEMAN

Representatives of specialized agencies:

International Labour Organisation	Mr. LEMOINE Mr. COX
International Civil Aviation Organization	Mr. MARLIN
Universal Postal Union	Mr. RADICE
International Refugee Organization	Sir Arthur RUCKER Mr. COHEN Mr. BLANCHARD Mr. SHAUGHNESSY
World Health Organization	Dr. HAFEZI Mr. BERTRAND Miss HOWELL

/Representatives

Representatives of non-governmental organizations:

Category B and Register

All India Women's Conference	Miss HADKAR
Catholic International Union for Social Service	Miss de ROMER
Commission of the Churches on International Affairs	Mr. MOURAVIEFF
International Council of Women	Mrs. DREYFUS-BARNEY
International League for the Rights of Man	Mrs. BAER
International Union of Catholic Women's Leagues	Miss de ROMER
Liaison Committee of Women's International Organizations	Mrs. DREYFUS-BARNEY
Women's International League for Peace and Freedom	Mrs. BAER

Secretariat:

Mr. Laugier	Assistant Secretary-General in charge of the Department of Social Affairs.
Mr. Martin Hill	Director of co-ordination for specialized agencies and economic and social matters.
Mr. Urquhart	Secretary to the Committee.

1. REPORT OF THE INTERNATIONAL CIVIL AVIATION ORGANIZATION (item 39 of the agenda) (T/1713 and E/1713/Add.1) (continued)

Mr. SEN (India) said that his delegation approved the report of the International Civil Aviation Organization (ICAO), and, in particular, the general review at the beginning; it considered that the co-ordination that ICAO had effected with the United Nations and the specialized agencies was worthy of commendation. His delegation noted that a new air route now linked Bombay and Karachi with Kenya; such an innovation was most welcome, as was, in another way, the international financing and co-operative operation of facilities.

He thought that ICAO should participate in the joint external audit system of the United Nations and specialized agencies.

Mr. RICARD (Denmark) spoke of the excellent and realistic results achieved by ICAO, referring more particularly to those relating to the international financing of navigation, the air navigation services in Iceland, and the general meteorological services, and especially the meteorological and communications services in Greenland and the Faroes. Without the assistance of ICAO, those services, which, although primarily intended to facilitate the operation of the North Atlantic air routes, were of great value to marine navigation, fishing, and scientific research in general, would be unable to function.

Mr. TSAO (China), also expressing general appreciation of the excellent ICAO report, spoke of the practical work that ICAO was doing in the field of co-ordination, and of its swift action to implement its share of the technical assistance programme that had just been adopted by the Council, despite the fact that that share amounted to only one per cent of the total technical assistance funds. The four considerations that ICAO had set out as a guide in undertaking projects of technical assistance were excellent, but he suggested that a fifth might well be added, namely that

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priority should be given to the least developed areas.

Mr. HAISTEAD (Canada) thought that ICAO had done its valuable work most efficiently and on a relatively modest budget. It had adopted a common form of budget with the United Nations, was negotiating for admission to the United Nations Joint Staff Pension Fund, and had worked to promote the establishment of common administrative standards and practices; he hoped it would also co-ordinate, to the maximum degree possible, its grading, salary and allowance systems with those of the United Nations. He agreed with the Indian representative that it should participate in the joint external audit system of the United Nations and specialized agencies, and felt that the presentation of its budget would be improved if explanatory notes were added to the various items of expenditure included therein.

Mr. MACHADO (Brazil) agreed with the views expressed by previous speakers. ICAO's report had been carefully prepared, and he had no particular comment to make on it. All the points made in the report had been approved by the technical expert of his country's permanent delegation at Montreal.

He also desired to express his delegation's view on the discussion of principle that had taken place at the previous meeting. In his opinion, it was extremely useful for the Co-ordination Committee to examine the reports of the several specialized agencies. Such an examination enabled the Council, and especially the Co-ordination Committee, to get a general view of all the activities of those agencies.

Mr. CUMES (Australia), after expressing his appreciation of the report in general, said he would defer his comments on the details thereof until item 43 of the agenda came to be discussed.

Mr. CALDERON PUIG (Mexico) said that his country participated actively in the work of ICAO, and the experts it had sent to Montreal had

already given their opinion on most of the points discussed in the report. The only general point he wished to raise related to bilateral arrangements among governments on the regular operation of international routes. In his own country, legislation had been enacted to the effect that any concessions and permits already granted would be adjusted, where required, to international agreements. Permits were granted on the basis of equitable reciprocity, a basis differing from that of the bilateral agreements that had been concluded elsewhere in the recent past. If the principle of equitable reciprocity were borne in mind by ICAO, it would, in his opinion, form a reasonable basis for the conclusion of bilateral agreements, and even of multilateral agreements. As a principle, it was more easily applied than simple reciprocity, for the latter was impossible between countries whose civil aviation resources differed greatly.

Mr. FERRIER (France) said he would like to add one comment to those he had made at the previous meeting. So far, ICAO's chief aim had been to bring about better co-ordination in civil aviation on a world-wide scale. He wondered whether it might not be preferable and easier, in order to get tangible results in so complex a field, first to attempt to bring about better co-ordination on a regional basis. He would like to hear the ICAO representative's opinion on the matter.

He had listened with much interest to the Mexican representative's outline of his Government's practice, and the bases he proposed for the conclusion of multilateral agreements.

Mr. CATES (United States of America) thought that the Council should take special note of all the new air routes that had been opened up, as such extension of travel throughout the world would lead to a better understanding between the peoples of the world.

In connection with the question of regional, as opposed to world-wide,

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co-ordination, in 1949 the Transport and Communications Commission had considered whether civil aviation should be included among the so-called inland transport services appropriate for regional co-ordination, but had decided to omit it in view of the existence of ICAO, and because aviation was not, in its opinion, regional in character.

He asked for further details on the trainee information programmes, and also on the reference to the United Nations Film Board; for it was important that knowledge of the specialized agencies should be as widespread as possible.

Perusal of the report appeared to support the view that some progress had been made in securing wider geographical representation in the staff.

Mr. MARLIN (International Civil Aviation Organization), replying in turn to the various points raised, said that he could not speak with authority on the advantages or disadvantages of recruiting technical personnel by rotation. In general, it was true that technical personnel carrying out its expert duties regularly was more likely to be up-to-date than experts doing desk work remote from the field of operations. However, in ICAO, the staff was not cut off from direct contact with operations. In its five regular offices, the primary duty of the technical staff was to visit countries and assist in the implementation of regulations and procedures; at headquarters, international meetings of experts kept the staff up-to-date with the latest ideas of all countries, and technical experts frequently visited State civil aviation departments and gave advice to regional air navigation meetings.

With regard to the question of having the staff supplied in rotation by governments, the latter were not always willing to supply experts, and the difficulty was that few would be willing to join the Organization for a brief period, if they felt that they would not be re-employed on returning

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to their own country. However, the idea was well worth considering, and had in fact been discussed in ICAO.

Regarding the question of co-ordination at regional level, he had said in the Transport and Communications Commission that international civil aviation was a world problem, and that his Organization had been set up to ensure uniform practices throughout the world, so that a pilot might fly round the world safely without meeting the difficulty of separate procedures in separate countries or groups of countries. He could not pass judgment on the commercial aspects of regional co-ordination, for they did not as yet fall within the sphere of his Organization.

Dealing with the United States representative's suggestion that there should be co-ordination in the matter of the production of maps between his Organization and the Bureau of the Map of the World, he said that the information collected by ICAO for aeronautical maps was specialized, and did not duplicate the information found on general maps. The procedure was to take the best maps and superimpose upon them, using standardized symbols, the specialized aeronautical information required by civil aviation.

With regard to co-ordination with the International Meteorological Organization, simultaneous meetings had been held, but their value would depend on the practical results achieved. Meteorological information was of the greatest importance to civil aviation, but it was necessary to co-ordinate the meteorological services' aviation with other operations designed to ensure safety. He hoped that overlapping would be avoided.

The training programme had been warmly welcomed. In the past three years, six young people at a time had gone to Montreal for training for a period of six months. The training was valuable both because of the interest

it aroused in countries, and because it made liaison between ICAO and its Member Governments easier when the personnel in those countries had first hand knowledge of the procedure of the Organization.

The information service could do little because of the small size of its budget and staff. The staff concentrated on the technical journals and on the spread of information through the Press. The work of the Organization had a certain dramatic quality, which had already been exploited by the United Nations information services. His Organization looked to the United Nations to give to its activities publicity that it could not provide itself.

As regards the keeping of accounts, his Organization had been one of the first to come to an agreement with the United Nations on a common form of budget. The question of adopting the same system in regard to external audit, however, had been referred back to the Council of the Organization by the last session of the Assembly for further study, and would be dealt with in the autumn of 1950.

Finally, in the matter of assistance to under-developed areas, his Organization had asked all countries to submit their requests by 1 October next. All the requests would be considered, and it would then be decided which countries should receive technical assistance within the limited budget at the Organization's disposal.

/Mr. FERNER

Mr. PERIER (France) thanked the representative of ICAO for the details he had furnished. With regard to co-ordination, however, he had not been referring to technical co-ordination, which should obviously be considered on a world-wide scale, but to the co-ordination of commercial services. He regretted that disorder was still rife in that field, so that profitable operation was impossible. So far, of course, it was principally governments which had concluded bilateral agreements, but had not ICAO also been entrusted with the task of helping to improve the operation of air services? Article 55 of the Convention laid down that ICAO should co-operate in the organization of air transport on a regional basis.

He therefore considered that it would be desirable for ICAO first to try to bring about better co-ordination on a regional scale, for it would thus be better able to secure practical results.

Mr. SEN (India) pointed out that the geographical distribution of the first-division staff of ICAO was unbalanced, there being far too few members from Latin America, Asia and the Middle East. He thought that something could be done to improve it.

He was prepared to support a resolution taking special note of the new routes that had been established, if the United States representative submitted a draft.

Referring to the statement of contributions by Contracting States in 1949 (E/1713/Add.1), he noted that several countries had over-paid their contributions; he would like an explanation of how that had occurred.

Mr. MARLIN (International Civil Aviation Organization) said that the Council and the Assembly of his Organization were aware of and had discussed the geographical distribution of the staff. The latest action taken had been a request to the Secretary-General to lend his assistance to redress the balance. The difficulty, however, was that the less advanced areas of the world wanted to keep their best experts, and their experts in any case were generally unwilling to leave their own countries to serve an international

/organization,

organization, possibly because the salaries offered did not appeal to them. There had accordingly been difficulty in recruitment. He hoped, however, that there would be an improvement; two officials of Indian nationality had in fact been recruited recently.

He could not account for the overpayments, but thought that they might be the result of currency devaluations. The recording of overpayments certainly reflected no discredit on the accounting system, rather the contrary.

Mr. CATES (United States of America) did not think that a resolution was required to cover the additional air routes opened; it would be sufficient for the Council to note the fact.

Regarding the geographical distribution of ICAO's staff, he doubted whether the other specialized agencies had as good a record, or had even supplied such information.

Mr. SEN (India) said that the difficulties in ensuring a more equitable geographical distribution of the staff had been mentioned repeatedly in the case of the United Nations, and some improvement had taken place. He thought there might be improvements in ICAO too.

The CHAIRMAN thanked the representative of ICAO and proposed, with the support of Mr. CATES (United States of America) and Mr. FERTIER (France), the following draft resolution:

"The Economic and Social Council

Expresses its appreciation of the report of the International Civil Aviation Organization on the activities of that Organization in 1949, and

Requests the Secretary-General to transmit to the Organization the record of the discussions on the report which took place at the eleventh session of the Council."

The draft resolution was adopted unanimously.

/The CHAIRMAN,

The CHAIRMAN, before passing to the next item on the agenda, drew the Committee's attention to a problem which he considered to be of some importance. At the meeting which had dealt with the report of the International Labour Organisation, he had observed with surprise that several delegations had sent their technical experts to represent them in the Committee. He wondered whether that was not a mistake, for, by following such a procedure, the same technical experts always examined the same reports, and necessarily made the same comments. He thought that it had been intended that all the reports should be examined by one and the same group of representatives, who would thus be in a better position to see what could be done to bring about better co-ordination between the various specialized agencies.

2. REPORT OF THE UNIVERSAL POSTAL UNION (item 41 of the agenda) (E/1664)

The CHAIRMAN called upon the representative of the Universal Postal Union to present the Union's report (E/1664).

Mr. RADICE (Universal Postal Union), in submitting the report of the Union (UPU) to the Committee, said that it followed the same lines as previous reports and, having been ratified by the Executive and Liaison Committee of the UPU at its session of May 1950, was now authoritative.

He hoped to answer any questions put to him by members of the Committee, and had only two general points to make. One was that help rendered by UPU to under-developed countries took the shape of pamphlets on certain aspects of Post Office work. Four of those pamphlets had been printed and issued, others were in print, and yet others were in preparation; the allotment for that work would be increased in 1951. The second point was that, while co-ordination and uniformity were undoubtedly important, there was a danger that the two terms might come to be regarded as synonymous. Co-ordination should be supported to the utmost extent, uniformity only so far as was wise.

Mr. CATES (United States of America) recalled that UPU was one of the oldest of the specialized agencies to have been brought into relationship

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with the United Nations. He noted from the report that the geographical distribution of the staff had been widened, despite the difficulty of achieving satisfactory distribution. Co-ordination with ICAO was close, which was a matter for satisfaction. It also appeared from the report that, despite its traditional modesty, UPU was launching a sort of publicity-campaign through the general sale of directories of post offices, and its periodical "Union Postale", which was published in no less than six languages. He thought, too, that other specialized agencies should note UPU's methods for the exchange of information and technical methods and standards.

He wondered whether there was any co-ordination with the United Nations Film Board on the films made by UPU, or with the United Nations Educational, Scientific and Cultural Organization, the Food and Agriculture Organization and the World Health Organization on audio-visual material, or with the International Labour Organisation on hours of work, mentioned on page 29 of the Report.

Another point, which members might feel ought more properly to be brought up in the Social Committee, in connection with the consideration of the report of the Sub-Commission on Freedom of Information and of the Press, was the question of the part UPU could play in promoting the free flow of information over the frontiers of the world. He himself thought that part a ritual one, and would therefore be grateful if the representative of UPU could give him any information on how the Union envisaged carrying it out.

Finally, he thought it might be desirable in future to ensure that all the reports of the specialized agencies were submitted in such a way as to enable comparisons to be made easily.

Mr. BÉRIER (France) was in full agreement with what the United States representative had just said.

He also agreed with the representative of UPU that while it was desirable to seek improved co-ordination, too great uniformity should not be sought among all the specialized agencies. The UPU was the oldest international body,

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and had been in existence long before the League of Nations; for that reason it was desirable that it should keep a considerable measure of independence and its own particular character. It had to be recognized, moreover, that it had always co-ordinated its activities with those of other organizations, in all fields where such co-ordination had been found useful.

Mr. SEN (India) said that his Government approved the report of the Universal Postal Union, and expressed the hope that, instead of going into technicalities, the Council would leave it to the Union to progress along the lines it had mapped out. He would only like to know what explanation there was for the fact that whereas a large number of countries had ratified all the agreements set out in the table of ratifications on pages 40 and 41 of the report, a few had ratified only one or two agreements.

Mr. RADICE (Universal Postal Union) said that in the matter of geographical distribution, a staff of eighteen did not leave much scope for action. Recently, some progress had been made in the matter and the question would continue to receive due attention. In the very nature of things, the junior staff had to be recruited locally. Of the eight senior posts, four were held by Swiss nationals and the other four by a Frenchman, an Englishman, a Latin American and an Egyptian.

The Union was collaborating closely with ICAO on the question of air mail statistics. The problem was simple; the work involved and the solution complicated. ICAO, which had undertaken the task, was, however, hard at work on it.

In the view of the Union, the question of publicity was a matter for individual postal administrations, and hardly concerned the Union. The directory of post offices, of which mention had been made, was not so much a matter of publicity, as of providing for the technical needs of postal administrations. The "Union Postale" was the technical journal of the organization, and was published in six languages. He thought that it was not too highly technical, and hoped that the linguistic effort it represented was proving justified.

/The question

The question of an exchange of technical personnel between administrations for the purpose of studying the various methods used in different countries was under consideration, and one member of the Union had even suggested that it should attach a technical representative to the Universal Postal Union.

With regard to the production of films, those already produced had been the work of individual administrations. At the last meeting of the Executive and Liaison Committee, the matter had been discussed and referred to a sub-committee for further consideration. The sub-committee had been assigned the task of examining the Union's film library, which had been set up to enable films to be exchanged and had proved surprisingly successful, and to see what could be done about informing the public on the subject of postal operations. The Union's idea, however, was to educate postal staffs rather than to enlighten the general public, and it had been suggested that a film should be made bringing out all the technical processes entailed in sending a letter from Australia to somewhere in Scandinavia. The question of films had also come up at a recent meeting of the Consultative Committee on Public Information, which he had attended on behalf of the Union, and where he had explained what the Union had done. He had been greatly encouraged by that experience.

The Union had no dealings with the International Labour Office on the question of conditions of work, for all questions of that nature were settled by administrations themselves. One country, however, had asked the Union for information as to the practice in other countries, and the Union had circulated a questionnaire and transmitted the replies to that country. The Union had also provided information about the average pay of postal workers in European countries, in reply to a request by the Economic Commission for Europe.

As for the question of the free flow of information, the Union considered it had no responsibility in that direction, and Article I of its Convention made it clear that there were no frontiers so far as the Union was concerned.

In the same, although perhaps more literal, connection, some anxiety

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had been expressed at the last meeting of the Executive and Liaison Committee that certain bodies might take it upon themselves to grant free postage facilities. The only authority authorized to do so was the Universal Postal Union, to whom any request for free postage facilities should therefore be addressed. It would be unfortunate if a convention were drafted including an article providing for free postage, which, without the sanction of the Union, would be illegal.

As for obstruction to the free transmission of mail, that was due to the action of countries and to wars. The Union had satisfactorily survived the last two great storms.

He hoped that his answers satisfied the representative of the United States of America. With regard to the point made by the representative of India, he observed that while the Universal Postal Convention was obligatory on every member of the Union, the rest of the agreements listed in the table of ratifications were optional. There were various reasons why countries did not subscribe to them, the chief being that international agreements did not always fit in with domestic arrangements, and that the postal charges laid down in some international agreements did not correspond to those in the domestic agreements. There appeared to be some indications of a change of mind on the part of some countries, and two countries on the committee dealing with the revision of the parcel post agreement, the United States of America and the United Kingdom, which had not acceded to that agreement, had been specially asked to express their views in the hope of ultimately obtaining their accession. The comments of other non-signatories had also been solicited.

Mr. LEWARD (United Kingdom) felt he could not let the opportunity pass of welcoming the Vice-Director of the International Bureau of the UPU, and of expressing his delegation's appreciation of the report he had submitted and of the delightfully informal way in which he had provided the Committee with a further insight into the workings of the Union. The Union had spent another useful year in its long history, and his delegation would support a resolution approving the report which he trusted would be unanimously adopted.

/Mr. CATES

Mr. CATES (United States of America) referred to the fact that the United States had provided a representative to serve, as the personal representative of the Director of the International Bureau of the Union, on the Administrative Committee on Co-ordination (ACC) at Lake Success, and hoped that the Union would ultimately find it possible to send someone from headquarters. He understood that the ACC and its committee of deputies had more recently met from time to time in Geneva and other European cities; he hoped that that practice could be continued, so that organizations such as UPU, which had their headquarters in Europe, would have a better opportunity of participating. He further wished to emphasize his delegation's desire that the work on films for public information and for educating technicians should be pressed forward vigorously.

Mr. RADICE (Universal Postal Union) replied that the procedure for UPU representation at meetings of the ACC held at Lake Success had been adopted in order to save money. Whenever questions of too technical a nature arose, however, the Union would send one of its own officials. The point made by the United States representative would be kept well in mind.

After having expressed the Committee's thanks to the representative of the UPU, the CHAIRMAN put to the vote the following draft resolution proposed by the French delegation and supported by the United States, Indian and United Kingdom delegations:

"The Economic and Social Council

Expresses its appreciation of the report submitted by the Universal Postal Union on the work of that Organization in 1949, and

Requests the Secretary-General to transmit to the Universal Postal Union the records of the discussions on the report which took place at the eleventh session of the Council."

The draft resolution was unanimously adopted.

3. REPORT OF THE INTERNATIONAL REFUGEE ORGANIZATION (item 42 of the agenda) (E/1675 and E/1675/Corr.1/Rev.1).

The CHAIRMAN called on the representative of the International Refugee Organization to present its report (E/1675 and E/1675/Corr.1/Rev.1).

Sir Arthur RUCKER (International Refugee Organization) expressed regret that, for the second time in succession, it fell to him as Deputy Director-General to present the Organization's report to the Council, as the Director-General himself was in the United States of America on important business for IRO. He hoped the Committee would accept his apologies on behalf of the Director-General.

His remarks would be confined to bringing the report up-to-date. Since the report had been presented to the Council, the work of the Organization had gone on apace. Up to 1 June 1950, 774,790 persons had been resettled, and 69,921 repatriated. Thus, in all, since the Organization had begun work, over 800,000 people had been enabled either to go back to their own homes or to find new homes; the majority had taken the second course.

Since 1 July 1947, almost 1,500,000 persons had been registered with, and had received some sort of assistance from IRO. Of that total, 950,000 had received care and maintenance. But, as a result of re-settlement and repatriation operations, the number receiving care and maintenance was, at the moment, only 261,000.

At a recent meeting of the General Council, plans had been made for the termination of the Organization in 1951. Those plans included date lines, which had been adhered to.

Of the 400,000 refugees eligible for IRO assistance, it should be possible to re-settle at least half; 100,000 of the remainder would not require any special assistance from the Organization other than legal protection; 25,000 were old, or sick, or the dependents of such, and there were good hopes that approximately half of the remaining 75,000 would be found new homes.

In view of the contributions from certain governments, and particularly

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from the United States of America, it was hoped to send from 120,000 to 130,000 more refugees to the United States of America, some 30,000 to Australia, and substantial numbers to Canada, South America, New Zealand and elsewhere. Some of the 100,000 difficult cases would have to stay where they were, but negotiations were in hand with the local authorities for making satisfactory arrangements for them; some might be settled elsewhere and offers had come forward from various countries.

He paid special tribute to the voluntary societies which had given the Organization such valuable help in its task.

IRO had noted with satisfaction the United Nations' decision to set up a High Commissioner to succeed the Organization, with the function of providing protection to refugees; any assistance or information the IRO could provide in that connection would be willingly given.

The meeting rose at 5.25 p.m.
