

graph 2 of the operative part of the Belgian resolution amended to read:

"Requests the Economic and Social Council to review the terms of resolution 58 (I) and to submit to the General Assembly, as its session in 1950, a new draft resolution that might serve as a basis for the continuing organization of those services."

39. Miss BAERS (Belgium) accepted in principle the suggestions made by the Lebanese representative but wished to consider them in detail.

40. Mr. BOKHARI (Pakistan) suggested and the CHAIRMAN agreed that the Belgian and Lebanese

representatives should prepare a joint draft resolution.

41. Mr. CHA (China) said, with reference to the note by the Secretary-General, that he would be grateful if the Secretariat could publish information on the following additional points: the number of experts requested and the number of experts sent, the number of fellowships requested and granted, the sums spent on literature which had been requested and the total amount spent by the United Nations in connexion with the advisory social welfare services.

The meeting rose at 1 p.m.

## TWO HUNDRED AND FIFTY-THIRD MEETING

*Held at Lake Success, New York, on Wednesday, 19 October 1949, at 10.45 a.m.*

*Chairman:* Mr. Carlos E. STOLK (Venezuela).

### Advisory social welfare services (A/975 and A/C.3/521)

1. The CHAIRMAN drew attention to the amendment (A/C.3/L.21) submitted jointly by the Lebanese and Belgian delegations to the draft resolution presented by the Economic and Social Council.

2. Sir Raphael CILENTO (Secretariat), referring to the comment that the list of social welfare experts had been too restricted from the point of view of nationality, said that that situation had been progressively remedied. The preponderance of United States experts had been reduced from fifteen out of twenty-four in 1947 to ten out of twenty-one in 1948 and there would probably be only seven out of seventeen in 1949. Certain of those United States appointments, moreover, were for a limited period. The remainder of the appointments would comprise two experts each from the United Kingdom, Belgium, Chile and Canada, and one each from New Zealand and the Philippines. The existence of the single-year programme had considerably hampered that reduction. The delays involved in processing the experts meant that they could be used only for very short periods. That, in turn, exercised a bad effect upon requests, because the countries most in need of experts felt that they should be able to count upon their services for a considerable period—a guarantee which the Secretariat was unable to give. Furthermore, many highly qualified experts were unable or unwilling to leave their regular work for such short periods. It had even occasionally been necessary to reject requests, because it was impossible to ensure the availability of properly qualified persons.

3. The single-year programme, furthermore, precluded the use of the same expert by two or more neighbouring countries and the use of teams of experts who might collaborate with the specialized agencies concerned. It thus increased the cost of administration and reduced efficiency.

4. The sole restrictions on the types of expert advice supplied were the proviso that it must fulfil a specific request of a Government and the existing limitations imposed by the short-period programme and small budget available. The type

of advice specifically requested usually varied with the degree of development of the country requesting it.

5. The difficulties felt by the Belgian representative might have arisen from the fact that the term "social assistance" was variously interpreted and did not mean the same system as the *assistance sociale* known in Belgium.

6. The Belgian representative's objection to seminars on the grounds that their value was not proportionate to their expense was not borne out by the results of the three seminars held since 1946. They had contributed considerably to the increase of social awareness in the twenty-seven countries concerned and had led to the establishment of a school of social work, with a member of the United Nations Secretariat currently acting as its expert adviser.

7. That the Belgian representative was wrong in believing that only government officials attended such seminars was shown by the fact that out of eighty persons who had attended the recent seminar at Beirut only eleven had been officials, ministers or former ministers for social affairs or education, and of the latter many had been experts in their own right. Moreover, the overwhelming majority of the four hundred other persons attending had been specialists in that field. That seminar had led to a request that another similar meeting should be held in 1950, and one of the Governments concerned had offered to print, without charge to the United Nations, 5,000 copies in Arabic of the report of the entire work.

8. With regard to the comment that the qualifications for fellowships should be broadened to include private individuals in addition to officials, the Secretariat had always regarded itself as bound to be guided by the requests of the Governments. Fellowships would be granted to an individual engaged in private social welfare assisting the Government, if no suitable official were available and if the Government concerned so requested. On the other hand, grants had been refused to private persons proposed by private agencies, since they would work only with private agencies on their return.

9. The programme had already diverged widely from the terms of reference laid down in resolution 58 (I) of the General Assembly. That had occurred with the consent of the Social Commission, of the Economic and Social Council and of the General Assembly at all stages. There had been no provision for seminars, for example, in resolution 58 (I), but experience had shown the value of organizing them. A gradual change had already developed and would continue so long as the programme was adapted to the growing needs of the countries concerned.

10. The Secretariat had summarized, from various documents, further detailed information on certain aspects of the programme; that information, given in a note by the Secretary-General (A/C.3/521), was available for the representative from China, as requested, and for all members of the Committee who desired it.

11. Mr. DE ALBA (Mexico) agreed with the representative of France that the title "advisory social welfare services" was neither inspiring nor accurate, particularly in its Spanish translation.

12. The resolution of the Economic and Social Council was very opportune: the time had come for the transformation of the emergency activities of UNRRA into a permanent programme based upon similar principles. The joint Belgian and Lebanese amendment, although acceptable in principle, did not go far enough: not only should the terms of resolution 58 (I) be reviewed, but a strong recommendation should be added that the existing divergent services should be closely co-ordinated. The Secretary-General's report on the programme showed that so many different activities were being carried out that there was a real danger that the whole programme would be weakened unless they were co-ordinated more closely.

13. At the same time, the Economic and Social Council should recommend that the United Nations make the fullest possible use not only of the specialized agencies but also of the technical non-governmental organizations active in that field. WHO and UNESCO had relations with such organizations in their fields. UNESCO in particular was advising and receiving advice from many international organizations working on subjects similar to its own. Such collaboration was not mentioned in section III of the report, which referred only to the specialized agencies and other departments of the Secretariat. The resolution before the Committee should therefore include a specific reference to the desirability of using all appropriate non-governmental organizations as well as the relevant specialized agencies and a recommendation that their work should be closely co-ordinated with that of the United Nations.

14. Such collaboration would greatly simplify and lighten the work of the United Nations and would make it possible for a great deal more work to be done with the very limited funds allotted to the advisory social welfare services. The very inadequate sum of 30,000 dollars allotted for films showed the advisability of such collaboration with outside agencies, which alone had the requisite funds at their disposal. The greatest care must, however, be taken to avoid overlapping and duplication, particularly in connexion with the work of the non-governmental organizations.

15. With regard to the details of the programme, it was essential that the experts should possess the highest qualifications, as the prestige of the United Nations was involved.

16. While he would support the proposal that the programme should be placed on a continuing basis and should be reviewed by the Economic and Social Council, a definite date should be stipulated for that review; it should take place at that Council's session in 1950.

17. Mr. PLEJIC (Yugoslavia) believed that the results achieved by the advisory social welfare services fully justified their existence. His country was grateful for the help it had received in that field. In addition to its contribution to the improvement of social standards in various countries, the scheme also served another very important purpose. Indeed, it served the cause of peace in so far as peace was closely linked with the settlement of social and economic problems throughout the world.

18. All Member States, whether large or small, rich or poor, contributed towards the cost of the services, which were extended to those who needed them most. That was a commendable example of how to organize any international scheme of economic and social aid. He believed, therefore, that the Committee should support the further development of the advisory social welfare services.

19. Yugoslavia was a recipient country; but it was also prepared to act as a contributing country by extending its hospitality to fellows from abroad. The country had suffered extensive devastation during the war and could not boast of any large-scale technical installations in the field of social services. He felt, however, that it might prove useful to some to see for themselves how the whole system of Yugoslav social welfare services rested on a very wide basis and involved all social classes. The characteristic trait of the Yugoslav social services was the participation of the masses in a joint effort to meet the social consequences of the ravages wrought by the war and to raise the general social standard of the workers.

20. The Yugoslav delegation supported the resolution of the Economic and Social Council, which recommended that the advisory social welfare services should be placed on a continuing basis, and also the joint Belgian and Lebanese amendment, which provided for even wider action in that field.

21. Mrs. VIAL DE SEÑORET (Chile) referred to the advantages her country had derived from the advisory social welfare services scheme and said that she would support the Economic and Social Council's draft resolution and the joint Belgian and Lebanese amendment. She also agreed with the New Zealand representative that fellowships should be granted to experts so that they could increase their knowledge and experience still further and thus make the best use of the scheme.

22. Mrs. WILSON (Canada) appreciated the outline of the various reasons why the advisory social welfare services should be placed on a continuing basis given by the representative of New Zealand at the previous meeting. It had been particularly encouraging to hear that the recipient countries were increasing their financial

participation in the scheme, for that would enable the funds supplied by the United Nations to go further. It should also be borne in mind that the countries receiving assistance would gradually be able to build up their own social services, so that they would eventually be able to manage without any outside help. That was in fact the final aim of the whole programme. She fully realized that some countries were as yet unable to share in the cost of the services they received and she felt that those were the countries which had most need of the services. As some other representatives had stated, the services might eventually become an integral part of the programme of technical assistance to under-developed countries.

23. Her delegations considered that the holding of seminars and the provision of social welfare consultants were both necessary and valuable services which should be made a continuing feature of the United Nations programme.

24. With regard to the fellowship programme, she thought that more could be done to co-ordinate it with the programmes of a similar nature organized by the specialized agencies and the non-governmental organizations. It would be interesting to know the Secretariat's views on that point. In her country's experience, the persons sent abroad on fellowships varied greatly in their capacity to benefit from the training they received. Some had been mature and intelligent and thus well able to take advantage of their experience, whereas others, through no fault of their own but rather through an error of judgment on the part of those who had selected them, had been unable to make the best use of their training. She asked what the experience of other countries had been in that respect.

25. The representative of New Zealand had expressed the opinion that it would be more useful to give short periods of intensive training to people who already had some experience than to give longer periods of training to inexperienced people. She felt much sympathy for that point of view and emphasized that there should be adequate safeguards to ensure that fellowship holders were of a uniformly high calibre. She suggested that, if some countries had no trained persons to send on fellowships, part of the funds should be definitely set aside to provide training for inexperienced students. If the fellows were divided in advance into two categories, the host countries would know whether the people they received already had some experience or not, and they would then be able to provide the most suitable training. It would also be helpful if the more prosperous countries would meet the expense themselves when they wished to send persons abroad for training, so that the United Nations funds could be used for the countries which were in really urgent need of assistance.

26. She emphasized that her remarks were simply intended to be helpful for future planning and were not in any way intended as a criticism of the work that had been done in the past.

27. In conclusion, she stated that her delegation was, in principle, in favour of placing the advisory social welfare services on a continuing basis. She emphasized, however, that it would still be neces-

sary to examine the details of the programme each year in order to make sure that the greatest possible use was made of the limited funds available.

28. Mr. MENESES PALLARES (Ecuador) stressed the constructive character of the assistance given to various countries under the advisory social welfare services scheme and expressed his appreciation of the efficiency with which the United Nations and the specialized agencies had contributed to its success.

29. The scheme acquired particular significance in the light of the approval by the Second Committee of the United Nations programme for technical assistance to under-developed countries.<sup>1</sup> Indeed, there was a very close connexion between economic and social progress, and a successful utilization of available material resources became somewhat meaningless if it did not result in improved social standards. He supported the principle that the scheme should be placed on a continuing basis and pointed out that most of the difficulties encountered so far had been due to its temporary character.

30. Particular emphasis should, in his opinion, be laid on the need to co-ordinate all the services given by the United Nations and the specialized agencies. An example of such co-ordination by the United Nations — prior to the departure of experts and after their arrival — had been seen recently in his own country. The importance of such co-ordination had long been recognized and the fourth session of the Social Commission had, on the suggestion of the representative of Ecuador, adopted a resolution requesting the Secretary-General "to seek to promote the correlation of the work of advisers, including advisers provided by specialized agencies, whenever the request of a government shows that the matters on which advice is being provided to it fall within the fields of competence of one or more programmes of the Secretariat and of one or more specialized agencies".<sup>2</sup> The delegation of Ecuador would support the Economic and Social Council's resolution as amended by the joint Belgian and Lebanese proposals.

31. Mrs. ROOSEVELT (United States of America) said that her Government considered the scheme to be a particularly constructive one and was glad to note that the participation of the recipient countries in meeting its cost had increased. She had been impressed by the administrative difficulties resulting from the existing year-to-year basis of the scheme and was in favour of lending it a continuing character. She emphasized, however, that appropriations made for the advisory social welfare services would have to be examined every year by the General Assembly.

32. Referring to the Mexican representative's statement on the inadequacy of the sums allocated for films, she pointed out that new films were produced by the United Nations for a particular field where suitable films did not exist, and that activities in this field were mostly confined to compiling an international catalogue of welfare films which Governments could secure. It would appear that the funds were quite sufficient for that purpose.

<sup>1</sup> See *Official Records of the fourth session of the General Assembly, Second Committee*, 98th meeting.

<sup>2</sup> See *Official Records of the Economic and Social Council, Fourth Year, Ninth Session, Supplement No. 8*, paragraph 41.

33. Regarding the selection of the fellows sent abroad, she observed that the experience of the United States as a host country had been increasingly satisfactory and that there had been a marked improvement in the selection. Governments were becoming more and more aware of the qualifications required from the fellows they sent abroad under the scheme.

34. The United States delegation supported the Economic and Social Council resolution and also the joint Belgian-Lebanese amendment as it felt that General Assembly resolution 58 (I), though sound in principle, required some alteration in its details.

35. Mr. KATZNELSON (Israel) said that his delegation appreciated the importance of the assistance received by many countries under the advisory social welfare services scheme and supported the recommendation that it should be placed on a continuing basis. Valuable though it was, however, the existing programme did not solve the basic problem of how to supply adequate numbers of qualified and trained social workers, who were so essential to the very existence of social services and institutions in any country. That could only be achieved by the establishment of permanent facilities for the training of young men and women as social welfare personnel. The shortage of social workers was particularly acute in countries with a rapidly increasing population. The proposed continuing basis for the scheme might enable the Secretary-General to extend effective assistance to the countries concerned in the establishment and administration of a network of social service schools.

36. He therefore wished to propose the following amendment (A/C.3/L.22) to be added to the Economic and Social Council resolution as paragraph 3 or, if the Belgian-Lebanese amendment were adopted, as paragraph 4:

*"Directs the Secretary-General, in view of the absence or inadequacy of local facilities for training of qualified social workers in many countries where the increasing population or the rapid rhythm of social development urgently demand large numbers of trained social workers, to give special consideration to suggestions for meeting this need."*

37. His delegation would support the Economic and Social Council's draft resolution as amended by the joint Belgian-Lebanese proposal.

38. Mr. SUTCH (New Zealand) pointed out that both the Social Commission and the Economic and Social Council had, for a long time past, been extending the scope of the advisory social welfare services scheme as much as possible within the limits laid down by the terms of General Assembly resolution 58 (I) and the funds allocated by United Nations. Those concerned had become more and more conscious of the need for placing the scheme on a continuing basis. They had, however, fought shy of recommending any revision of resolution 58 (I) lest such a revision should lead to a gradual elimination of the assistance given to war-devastated countries. Indeed, although the resolution in question did not specifically relate to any post-war emergency, it had been adopted in view of the apparent "necessity of transferring to the United Nations the urgent and important advisory functions in the field of social welfare carried on by UNRRA". The need

for the assistance given to war-devastated countries under that scheme was still very great, and it had been feared that any revision of the resolution might unfortunately lead to some reduction of that aid. Hence he could not help entertaining some misgivings in connexion with the joint Belgian-Lebanese amendment, which requested the Economic and Social Council "to review" the terms of resolution 58 (I). The expression "to review" might be interpreted in many different ways; indeed, it might even lead to a curtailment of the scheme, which would be entirely contrary to the aim pursued by the Belgian proposal.

39. Mr. CHA (China) supported the draft resolution recommended by the Economic and Social Council. He also agreed with the representatives of Belgium and Lebanon that it might be necessary to revise General Assembly resolution 58 (I) and he therefore supported their amendment (A/C.3/L.21).

40. In his opinion, the advisory social welfare services had been one of the most constructive branches of the work of the United Nations. It was not a spectacular subject and it had not received much attention from the public, but it was none the less of vital importance and the results achieved were very encouraging.

41. China, as one of the recipient countries, was extremely grateful for the assistance it had obtained under the United Nations programme. At the same time, he wished to point out that his country had shared to a very large extent in the expenses involved. Such items as travel expenses within the country, living allowances, passport and visa fees and countless other incidental expenses had been met by the Chinese Government. In fact, the expenditure incurred by his Government in respect of the services received were far in excess of the amount contributed by the United Nations. The services had been extremely successful in his country and he would be very happy to see them placed on a continuing basis.

42. Mrs. CASTLE (United Kingdom) said that her delegation was, in principle, in favour of placing the advisory social welfare services on a continuing basis. The United Kingdom appreciated the valuable work that had been done under the programme and had been glad to play its part in providing assistance. The serious difficulties involved in operating the scheme within the strait jacket of a single budgetary year were obvious and a more flexible administrative system was therefore needed.

43. She emphasized, however, that there was a difference between a "continuing" and a "permanent" basis. The aim of the Economic and Social Council resolution was to facilitate the administering of the programme, so that it would no longer be necessary to plan and complete each operation within a single budgetary year. As the representative of Canada had pointed out, the whole programme would still be subject to the normal annual review without prejudice to a modification of the basis and financing of the scheme in the light of experience. She noted that, in the French text of the Economic and Social Council resolution, the words *à titre permanent* were used for the English "on a continuing basis". She pointed out that, in English, the words "continuing" and "permanent" were not synonymous, although they seemed to be so used by the simul-

taneous interpreters, and suggested that some alteration might be made in the French text to avoid any possible confusion.

44. She was glad that the need to co-ordinate the advisory social welfare services with the technical assistance programme had again been raised. Her delegation had stressed the point in the Social Commission.

45. She appreciated what had already been done towards obtaining increased financial participation from the recipient countries, and hoped that the Secretary-General would continue his efforts in that direction. The recipient countries were already making a very valuable contribution by paying for many of the incidental expenses in their own national currencies, but she felt that still more could be done. She did not wish to exclude any country from the benefits of the programme by insisting on payment for the services in every single case, but as the financial participation of recipient countries increased, it would naturally follow that the same amount of United Nations money would go further by an extension of the scheme to an even larger number of countries.

46. Mr. ALTMAN (Poland) said that his country was one of those which had benefited from the advisory social welfare services and he supported the Economic and Social Council's draft resolution. His delegation would reserve its comments on the detailed aspects of the scheme until it was again discussed by the Social Commission.

47. In normal times, it was for the Governments themselves to improve their social services from their own resources, but international co-operation and the exchange of information was always extremely helpful. As an example of successful international co-operation in that field, he mentioned an agreement recently signed between Poland and Czechoslovakia.

48. Finally, he stated that he would have no objection to the adoption of the joint Belgian and Lebanese amendment.

49. The CHAIRMAN said that the objections raised by the representative of New Zealand might be met if the word "review" were replaced by "examine" and the word "revisions" by "modifications" in the English text of the joint Belgian and Lebanese amendment. The English text would then be an exact equivalent of the original French. He further suggested that the last part of the amendment should be altered to read:

"... and to recommend to the next regular session of the General Assembly any necessary modifications therein".

50. Mr. AZKOUL (Lebanon) and Miss BAERS (Belgium) agreed to the changes suggested by the Chairman and emphasized that resolution 58 (I) was not to be revised completely, but only in so far as was necessary in view of the decision, in the first paragraph of the Economic and Social Council's draft resolution, to place the services on a continuing basis.

51. Mr. KAYSER (France) referred to the United Kingdom representative's remarks about the words "continuing" and "permanent" and asked the Secretariat to ascertain which language the Economic and Social Council had used when adopting the resolution. When that information was available some suggestions might be made in order to bring the translation into line with the original text.

52. Miss BAERS (Belgium) asked whether the wording would have any financial implications or whether it was simply a question of language.

53. The CHAIRMAN said that the Secretariat would study the points raised by the representatives of France and Belgium before the following meeting.

The meeting rose at 1 p.m.

## TWO HUNDRED AND FIFTY-FOURTH MEETING

*Held at Lake Success, New York, on Tuesday, 25 October 1949, at 3 p.m.*

*Chairman:* Mr. Carlos E. STOLK (Venezuela).

### Advisory social welfare services (continued)

1. Sir Raphael CILENTO (Secretariat) thanked members of the Committee for the many helpful suggestions they had made during the discussion on the advisory social welfare services and said that they would be brought to the attention of the various officers concerned.

2. The representatives of Mexico and Ecuador had referred (253rd meeting) to the need for co-ordinating activity between the United Nations and the specialized agencies, and the Canadian representative had asked whether all possible steps had been taken to ensure such co-ordination. Those representatives were not satisfied with the existing system of fellowships but supported the useful work performed by the experts and the results achieved by the seminars. The Social Activities Division of the United Nations was taking and would continue to take all possible

steps to ensure the necessary co-ordination. Whenever the Division received a request for an expert in a field which came within the competence of any specialized agency, that request was referred to the agency concerned to see whether it could not provide such an expert itself. Furthermore, the Administrative Committee on Co-ordination was seeking and indeed achieving some measure of uniformity regarding fellowships.

3. The United Nations in the past had been continually requested to encourage increased participation on the part of the Governments concerned. The specialized agencies had not, to his knowledge, received similar requests. That had been a great handicap to the United Nations and was an important point, as any lack of uniformity might possibly lead to some competition between the United Nations and the specialized agencies. Uniformity and co-ordination in detail, however, were gradually being achieved: the best example of team-work had been provided by the co-operation