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*President*: Mr. ENGEN (Norway).

*Present*:

The representatives of the following countries: Argentina, Brazil, Canada, China, Czechoslovakia, Dominican Republic, Ecuador, Egypt, France, Greece, Indonesia, Netherlands, Norway, Pakistan, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America, Yugoslavia.

Observers from the following countries: Australia, Bulgaria, Chile, Costa Rica, Finland, Hungary, Israel, Italy, Poland, Romania, Spain, Venezuela.

The representatives of the following specialized agencies: International Labour Organisation, Food and Agriculture Organization of the United Nations, United Nations Educational, Scientific and Cultural Organization, International Civil Aviation Organization, International Bank for Reconstruction and Development, International Monetary Fund, World Health Organization, Universal Postal Union, International Telecommunication Union, World Meteorological Organization.

## AGENDA ITEM 3

**General review of the development and co-ordination of the economic, social and human rights programmes and activities of the United Nations and the specialized agencies as a whole (E/2820, E/2826 and Corr.1, E/2847, E/2867, E/2873 and Add.1, E/2874, E/2877 and Add.1, E/2878 and Add.1 to 4, E/2879, E/2884, E/2892, E/2894/Rev.1, E/2903)**

1. The PRESIDENT recalled that at its twentieth session the Council had for the first time reviewed in the broadest possible terms the development of international economic, social and human rights programmes under one single item. Following upon its decision at the eighteenth session, in implementation of resolution 557 B II (XVIII), to consider the problems of co-ordination as far as possible within the framework of the various activities,

and thus to reduce the number of separate and closely related items concerning co-ordination and the work of the specialized agencies, it had held a general debate at its twentieth session, followed by a discussion in the Co-ordination Committee, to which certain specific questions had been referred.

2. If that procedure was followed, one of the most important conditions for a successful debate was the participation of the executive heads of the specialized agencies and their representatives in the deliberations of the Council.

3. As Chairman of the Co-ordination Committee he had had the advantage of closely following the debate at the twentieth session, and he was equally concerned that at the present session the Council should hold a thoroughly constructive discussion under that item.

4. After enumerating the various documents before the Council, he suggested the following procedure: the Secretary-General would introduce the item, in accordance with Council resolution 557 B II (XVIII); members who wished to do so could then make general statements, after which the executive heads of the specialized agencies would be invited not only to introduce their annual reports, but to raise any special points that they wished to place before the Council.

5. If the Council approved of that procedure, he would request the Secretariat to circulate to the Co-ordination Committee in advance suggestions on the planning of its work. The Committee would in due course consider any draft resolutions submitted under item 3 and any matter referred to it in the course of its deliberations, and would report on them to the Council, with its recommendations.

*It was so decided.*

6. The SECRETARY-GENERAL said he had little to add at that stage to his written statement introducing the item (E/2894/Rev.1), but felt that some reference was necessary to the meeting of the Administrative Committee on Co-ordination (ACC) which had taken place since his written statement was circulated. While the meeting had been largely concerned with problems of administration, it had reviewed in a preliminary way, subject to further consideration in October, the results of a series of recent inter-secretariat consultations on social programmes; and it had set in motion a number of informal consultations, which had since taken place in Geneva, on various economic as well as social activities. The results of those consultations would be incorporated in the report to be issued by ACC in the autumn, but special mention should be made at the present stage of a welcome clarification of concepts, and of the respective roles of the various organizations, in the field of com-

munity development. A provisional agreed text on that question ran as follows:

“The term ‘community development’ has come into international usage to connote the processes by which the efforts of the people themselves are united with those of governmental authorities to improve the economic, social and cultural conditions of communities, to integrate these communities into the life of the nation and to enable them to contribute fully to national progress.

“This complex of processes is then made up of two essential elements—the participation by the people themselves in efforts to improve their level of living with as much reliance as possible on their own initiative and the provision of technical and other services in ways which encourage initiative, self-help and mutual help and make these more effective. It is expressed in programmes designed to achieve a wide variety of specific improvements.”

7. As the comprehensive character of community development had become apparent, it had become necessary to define more specifically its component services, such as fundamental education and agricultural extension and their respective relationships with community development. In the field of fundamental education, that process of re-definition was already far advanced: it was now recognized that fundamental education was not synonymous with community development, but that the term covered a range of educational activities essential to community development. The representative of the United Nations Educational, Scientific and Cultural Organization (UNESCO) might wish to elaborate on that point in the course of the debate.

8. In addition to community development, the recent inter-secretariat consultations had covered, among other things, questions relating to long-range programmes for children and work in the fields of housing, industrialization, urbanization, social policies for indigenous peoples, commodity questions and land reform. They had included a review of the main elements in the social programmes of the five organizations principally concerned and in programmes in the field of atomic energy. They had represented a joint effort of the international staffs concerned to plan together at the earliest stage in programmes of common interest; to clarify concepts, methods and responsibilities; to adjust existing plans, changing emphases and conditions; to remove misunderstandings or points of friction; and to find the most practicable working arrangements in cases where competences overlapped. Consultations for such purposes were, of course, a daily occurrence between departmental officials in every capital city; indeed, they were the normal routine of modern governmental processes. If those held under the auspices of ACC deserved mention, it was because the peculiar features of the system of international co-operation—namely, decentralization of authority and geographic dispersal—accentuated the problems of co-ordination found in every national service and increased the cost and effort needed to solve them.

9. Every summer, advantage was taken of the presence in Geneva of senior officials from United Nations Headquarters and the specialized agencies to arrange personal

consultations of that kind. During the current year, however, the scope of the consultations had been far wider than hitherto and had reflected the increased strains to which the international system of co-operation had recently been subjected. As he had pointed out in his introductory statement, certain developments in United Nations work, and in particular the trend towards the formulation and execution of broad programmes covering fields within the competence of the specialized agencies, did indeed raise new and difficult problems of co-ordination. On certain of those problems, relating in particular to the ways in which the resources of all agencies within the United Nations family could be more fully mobilized in relation to such comprehensive programmes, ACC had initiated studies, the results of which would be duly brought to the Council's attention. There were other problems, too, of a different character. He himself had suggested, in his written statement, that to help fulfil one of the central conditions of economic development—namely, the building up of adequate national administrations in the less developed countries—there might be the need for a new organizational approach at the international level.

10. The Council would remember that at the eighteenth session (807th meeting) he had used the term “unity within freedom” to summarize the principle which in his view should guide the relationships between the various organizations within the United Nations system. He had pointed out that the application of that principle should provide many of the advantages of a closely unified system without the disadvantages of rigid centralization; that that required the development of a spirit of mutual confidence, directed towards common aims; and that that in turn required constant consultation and unremitting efforts among the permanent staffs, not only at the technical levels, but also—and above all—on the part of the heads of the organizations themselves. The contacts which he and his colleagues had developed, including the occasional and increasingly informal meetings which were perhaps rather misleadingly formalized by the term “sessions of ACC”, had become a rather vital element in the operation of the system. It must be admitted that at present inter-organizational relationships and co-operation showed many imperfections, but in his view the most encouraging element was the growing awareness, at the highest level, of the need for close collaboration, over and above the strictly formal arrangements. That human element, which he personally considered of vital importance, could of course never be laid down in rules or enforced: it was a fact or it was not; and if it was a fact, it was tied to personalities.

11. The activities undertaken within the Expanded Programme of Technical Assistance were perhaps the most noteworthy illustration of co-operative accomplishment. He took that opportunity of expressing his own satisfaction at the advances that had been made in the past year and of associating himself with the observations concerning the future of the Programme that had been made by ACC, on the basis of the Technical Assistance Board (TAB)'s review entitled “A Forward Look” (E/2885).

12. He would like to add a word to ACC's last report (E/2884) on the matter of increasing public awareness of the economic and social work of the United Nations family. He could not but feel, on the basis of the experience gained, that there could and should be more emphasis placed on education, particularly the education of youth, in the principles and purposes of the United Nations. At the twenty-first session of the Council he had referred to the importance of that question in his report on teaching about the United Nations (E/2837 and Corr. 1 and 2). At that time the Council had reviewed progress in that educational field and had called upon governments and interested non-governmental organizations to assist increasingly in furthering such teaching within the schools and colleges within their domains (resolution 609 (XXI)). Among the United Nations family of agencies it was, of course, UNESCO that bore the primary responsibility in the field of education, but, as requested by the Council, he hoped to be able to strengthen within the United Nations Department of Public Information the services that helped to promote and to render aid, in consultation and in conjunction with UNESCO, whose Director-General shared his views on the matter.

13. The order of the words "development" and "co-ordination" in the title of the item reflected the deliberate—and in his opinion correct—emphasis the Council wished to place on those two aspects in its consideration of the item. If he had said little in his present statement about the substance of the developing programmes, it was only because the Council had been so fully documented from other sources, while he himself had a special responsibility in respect of co-ordination and priorities.

14. At the eighteenth session he had submitted a "Review of the organization and work of the Secretariat in the economic and social field" (E/2598), which, with the dual aim of strengthening the impact of the United Nations' activities and further concentrating international efforts and resources, had made a series of recommendations concerning priorities and the readjustment of programmes. Those recommendations had received the general endorsement of the Council in resolution 557 A (XVIII), in which he had been requested to submit further recommendations from time to time. This had been done at the twentieth session (E/2791), and at the current session he was again doing so with regard to particular projects and programme proposals in his "Observations on the work programme of the Council and on the implications of the Council's actions", which had been distributed in document E/2903.

15. In conclusion, he stressed the importance he attached to the continuing process of consultation and co-operation with the Council on questions of programmes and priorities. He was, needless to say, at the Council's disposal and would be glad to provide further information, to answer questions on any points or to elaborate further on any of the ideas put forward either in the ACC report or in his own statements.

16. Lord John HOPE (United Kingdom) said that the growth of international co-operation during the past ten years was impressive and unprecedented. It was during those ten years that the majority of the specialized

agencies had come into being and had been brought into relationship with the United Nations, while the imminent establishment of the International Atomic Energy Agency would provide an important addition to the United Nations family, with which, he hoped, it would maintain close links.

17. Among other developments during those years had been the steady growth in the membership of all the specialized agencies, the resumption by the Soviet Union and other countries of the role they had earlier ceased to play in the work of several of the specialized agencies and, above all, the continuous expansion of the programmes of the United Nations and the specialized agencies, which now covered a vast amount of activity in the economic, social and human rights fields. Where first it had been necessary to avoid duplication in the roles of the various agencies, it had soon become necessary to avoid duplication in their operations. That barren occupation was now being superseded by the more rewarding exercise of joint or co-operative action in which the activities of one organization supported or complemented those of others. A good example of that type of co-operation was recorded on page 24 of the report of the International Labour Organisation (E/2879), which spoke of the International Labour Office (ILO)'s co-operation with no fewer than five other organizations on problems of land settlement by migrants. Questions of that sort should and did involve prior consultation between agencies on programmes as a whole, and not simply on individual projects. Such consultation could not fail to ensure that the best use was made of the available resources.

18. Nor should co-operation be confined to United Nations organizations. The specialized agencies and the regional commissions, as also the United Nations Technical Assistance Administration, were learning to operate in collaboration with international organizations outside the United Nations and with bilateral programmes of aid. The lessons learned from those exercises in international co-operation were of great value in the United Nations' efforts to maintain peace and security and to raise the level of living of peoples who, in the middle of the twentieth century, were still living in misery and poverty.

19. While it was impossible, in the time at his disposal, to do justice to the practical achievements of the United Nations and the specialized agencies, he could not pass them over in complete silence. Perhaps the most remarkable had been in the field of health. Enormous strides had been made by the World Health Organization (WHO) and the United Nations Children's Fund (UNICEF) in eradicating diseases such as malaria and yaws in the countries of Asia, Latin America and tropical Africa. Similarly, UNESCO and FAO could already claim signal success in helping to overcome the problems of ignorance and want, while the distinguished record of the International Labour Organisation was familiar to all. Nor should the achievements of what might be called the technical agencies—the International Civil Aviation Organization, the International Telecommunication Union, the Universal Postal Union and the World Meteorological Organization (WMO)—be overlooked. In that connexion, he would like to pay a special tribute to the efficiency with which the smaller agencies were run.

20. The increasing scale and the growing complexity of the programmes made it more than ever necessary to exercise some form of central supervision—in fact, to exercise the function of co-ordination, however unpalatable that word might be to those who regarded it as a symbol of frustration and negation. Without co-ordination a large part of the United Nations' resources would be wasted; and waste or the misdirection of resources could not be afforded. It was, of course, a truism that co-ordination should begin at home—within the governments themselves, which should make every effort to ensure that their representatives in one organization did not take a line that was directly opposed to that taken by them in another. Lamentably enough, that happened all too often. They also needed a forum, however, in which they could pool their experiences and discuss their problems. It was for that reason that the United Kingdom Government attached such importance to the present debate. He was aware that the representatives of the specialized agencies had expressed dissatisfaction with the way in which the debate had been handled at the twentieth session, and their dissatisfaction was reflected in the report of ACC (E/2884). It naturally took time to find the best way of using the opportunities the debate offered, however, and his delegation was more than ever convinced of the necessity of preserving those opportunities. It hoped that the executive heads of the specialized agencies would in future play a greater part in the debate than they had done the previous year, for only with their help could it be a success. The Council needed advice from the members of ACC, and the problems which undoubtedly existed between the specialized agencies and the United Nations, and even between Headquarters and the regions within the United Nations, should be fully and frankly aired in the Council in cases where it had not proved possible to solve them in ACC itself. It was the duty of the members of the Council, as representatives of the governments which were ultimately responsible for the activities under discussion, and in accordance with the functions assigned to the Council under the Charter, to decide the general direction in which all the economic and social programmes under the auspices of the United Nations family should or should not move.

21. If the Council was to discharge that function conscientiously, the emphasis in the debates would inevitably be more often on restraint and caution than on stimulus and expansion, for the structure of the United Nations family, the purposes for which it had been brought into being, and the resources available to it, did not permit of general and unlimited expansion.

22. For example, in the debate on co-ordination at the twentieth session, the United Kingdom representative had pointed out at the 879th meeting that it was no part of the functions of the United Nations to act as a kind of international government, or even to plan for governments on an international scale: it should never remotely consider assuming responsibility for the general direction, economic or social, of any nation or region. Countries must plan for themselves and endeavour to raise their levels of living chiefly through their own efforts. The function of the United Nations was to provide a forum for international discussion of common problems and a channel through which help and advice could be

sought. Those were principles to which the United Kingdom Government attached great importance, and he was emphasizing them once again because of the suggestion in the Secretary-General's written statement that some kind of career service under international responsibility might be established, to provide officials to work in the administrations of under-developed countries. There were many reasons for which that suggestion raised grave doubts in the minds of his delegation, but he was referring to it at that juncture because it could lead to a degree of central control of the under-developed countries' policies—a direction in which his delegation would not like the United Nations to move.

23. That reflection led him to another which, while not of prime concern to his Government or to any government which was not in the main a recipient of technical assistance, posed a problem which the Council might do well to ponder, though he realized that UNESCO had given it attention. The Council might well ask itself what was the impact of material ideas and techniques on social systems and religions in recipient countries and whether there was not sometimes a danger that in pursuit of the glittering rewards of technology much might not be lost in the realms of spiritual inheritance. He would very much like to hear the ideas on that subject of representatives whose governments had had to deal with the problem.

24. With regard to the future, there could be no doubt that there was an immense amount of work for the international organizations to do on atomic energy. Indeed, the Council had at its last session adopted resolution 597 B (XXI), calling for a study by the Secretary-General, in co-operation with the specialized agencies most immediately interested, on the application of atomic energy to economic development, with particular reference to its use in power, industry and agriculture. His delegation therefore welcomed the establishment of a sub-committee of ACC for the purpose of ensuring the closest co-operation between United Nations bodies and the proposed International Atomic Energy Agency, but hoped that the agencies would bear in mind that the International Atomic Energy Agency had not yet been established, nor had its precise functions and relation to the United Nations been defined. Until that time his delegation considered that it would be undesirable for other agencies to undertake any general programmes in the field of atomic energy which had not been specifically requested by the Council or the General Assembly; otherwise there would be a serious risk of their duplicating the work which would fall properly to the International Atomic Energy Agency. Moreover, if the United Nations and its specialized agencies were to concentrate on the economic and social development of under-developed countries as their prime objective, it might be undesirable for them to start prematurely on work in the field of atomic energy, because for its use as a source of industrial power two things were needed—first, a large reservoir of trained personnel and, secondly, considerable industrial experience. Many countries unfortunately did not have such experience; indeed, as indicated by the United Kingdom representative at the twenty-first session, there was some difficulty even in his country in finding enough skilled technicians. Without suggesting that the objective

of extensive use of atomic energy as a source of industrial power should be shelved, he would advocate that the United Nations and its specialized agencies should concentrate in the immediate future on programmes of common interest which were of more immediate importance to the under-developed countries, such as those concerned with industrialization and the development of water resources.

25. His Government was very much concerned with the need to ensure that resources were concentrated on programmes of major importance. For several years lip service had been paid in Council and General Assembly resolutions and in statements by delegations and the Secretariat to the theme of "concentration of effort", but in practice there had been little progress towards that desirable goal. Governments had made no sustained effort in the United Nations to eliminate or defer projects of doubtful value or urgency in order to devote resources to real and immediate needs. It was certainly difficult for delegations to resist voting for proposals dear to them and others, and not in themselves by any means undesirable, yet not of real urgency. But something had to be done, and done at once. It was most important for the Council to consider carefully whether there was an immediate need for any new projects proposed or whether they could be postponed. In the former instance, it should review current projects in order to see which could be deferred, modified or eliminated so that the economic and social work of the United Nations and its specialized agencies was carried on with the maximum efficiency. General Assembly resolution 533 (VI), which imposed that responsibility on the Council, had now come to be largely ignored.

26. In the circumstances he welcomed the Secretary-General's initiative in presenting a note (E/2903)—which he hoped would receive serious consideration—on the Council's work programme and the financial implications of its actions, together with certain proposals for reorganization of the work. His delegation would make proposals in the Co-ordination Committee for carrying that process further and so making more resources available for projects of real urgency: some programmes, not now expanding at a desirable rate, could, by the cutting out of dead wood, receive the necessary additional resources. That would not only redound to the benefit of under-developed countries, but would also enhance the prestige of the United Nations and its specialized agencies.

27. The process would also require some not undesirable streamlining of the Council's own work. Members ought to consider, for example, whether they really wished to spend as much time in future on discussing the world economic situation in the vaguest terms without any delimitation of the scope of the debate.

28. The process, if conscientiously carried out, should also lead in another highly desirable direction—that of budgetary stabilization, a goal set in numerous General Assembly and Council resolutions but now largely overlooked. His Government, however, could not afford to do so, because the cumulative effect of the steady and rapid rise in the budget levels of the United Nations and its specialized agencies constituted an excessive drain on the United Kingdom's resources which unfortunately

could not be tolerated in its present financial position. He must therefore inform the Council frankly that if stabilization were not achieved and financial contributions continued to increase, Her Majesty's Government would be obliged to consider seriously whether it could continue to participate on the present footing in the programmes of the United Nations and the specialized agencies. The case was so serious that it had to be presented bluntly, and his Government's ideas would be further elaborated in the Co-ordination Committee. It naturally wished the results of the discussion to be very carefully considered in the specialized agencies.

29. Each government, while remaining loyal to the ideals of the United Nations, was bound to concern itself also with the situation as it affected its own people. That was not an appeal to retreat from adventure, but a declaration of faith in common sense. He was not advocating a policy of cheeseparing, or making suggestions that could in fairness be called ungenerous, but was only pleading first and foremost for greater efficiency: there was nothing generous about prejudicing future success by present misdirection of available funds. The choice lay between illusion and reality. The illusion was that the United Nations could continue to expand in all directions without counting the cost. The reality was that it could spend only what governments could afford and must therefore concentrate on what mattered most.

30. Mr. SAID HASAN (Pakistan) said that at the time of the Council's establishment it would have been impossible to foresee the great progress the United Nations family would make in planning and executing co-ordinated economic and social programmes designed primarily to benefit the under-developed parts of the world. The Council should be proud of the magnificent achievement of the secretariats of the United Nations and the specialized agencies and of the absence of inter-organizational jealousies. Shortcomings in co-ordination and execution were bound to exist in any large programme, particularly an international one covering a wide range of activities and involving different organizations, more or less autonomous in their own spheres, though with some overlapping in their jurisdictions. It would be fitting for the Council, on its tenth anniversary, to adopt a resolution expressing its determination to continue that concerted and well-integrated programme of international action.

31. The Council's decision to consider the development and co-ordination of the programmes of the United Nations and its specialized agencies as a whole had been a wise one, because it provided an opportunity of suggesting improvements designed to secure the maximum benefit from limited resources. The Council should concentrate on the activities to be co-ordinated rather than on the machinery of co-ordination.

32. The existing machinery and procedures had been functioning well, despite the strain placed on ACC, and he noted with interest the establishment of the Sub-Committee on Atomic Energy under the chairmanship of the Secretary-General. Although the use of nuclear energy was still at an experimental stage, it had come to be recognized as an important factor in plans for future economic development, so that the need for the closest

co-operation amongst all United Nations bodies in that field, as well as with the proposed International Atomic Energy Agency, could not be over-emphasized.

33. He would like the Secretary-General to consider the creation of similar ACC sub-committees on other subjects having an immediate bearing on the development of less-developed areas, such as the development of arid lands and industrialization. With regard to the former subject, FAO, UNESCO and WMO, working under the Secretary-General's leadership, could secure substantial results. He had already, at the twenty-first session, stressed the importance of industrialization to under-developed countries and would revert to the matter during the discussion on item 5 (financing of economic development). The proposals which his delegation had made at the 909th meeting of the twenty-first session for the establishment of a special body within the United Nations to deal with problems of industrialization would probably take time to mature, and in the meantime an ACC sub-committee, whose functions would be to co-ordinate and integrate the various programmes in the field of industrialization, could do useful work. He agreed with the Secretary-General that United Nations activities in the field of industrialization should be complemented by a programme in the field of urbanization. Though aware of the Secretary-General's multifarious commitments, he ventured to make those suggestions knowing his great personal interest in the economic and social problems of the world in general, and of under-developed countries in particular. He also urged that the work of such sub-committees or of any other bodies concerned with co-ordination should not be confined to the co-ordination of existing programmes alone, but should extend to the joint planning of new programmes. Such joint planning was preferable to and simpler than piecemeal planning by the different organizations concerned.

34. He appreciated the administrative strain imposed on the United Nations Secretariat by the need for extensive consultations with the specialized agencies, and welcomed the steps taken to strengthen the agencies' representation at Headquarters in the interests of convenience and efficiency.

35. Though sympathizing with the Secretary-General's desire "to assign full responsibility for particular segments of work to one agency" (E/2894/Rev.1, paragraph 20), that course might not always be feasible in the case of problems which necessarily required inter-agency consultations and on which the Council liked to have the Secretary-General's considered opinion. However, as far as possible and practicable, the course suggested should be followed.

36. The detailed report on the co-ordination of UNICEF programmes with the regular and technical assistance programmes of the United Nations and specialized agencies (E/2892) showed what practical results could be achieved through effective joint action. For example, UNICEF and WHO were co-operating closely in malaria-control programmes, and UNICEF, FAO and WHO were working together to develop safe protein-rich foods for children which could be produced locally at small expense. He would welcome reports on similar work by other organizations.

37. At the twentieth session, the Secretary-General and several representatives had commended UNESCO for submitting drafts of its biennial programmes to other organizations for comment. ACC in its report had expressed the view that other agencies could not follow suit, because of differences in their functions and procedures; but he was glad to note that inter-secretariat consultation in the planning of work had become the general rule. For the purpose of reviewing economic programmes, however, there appeared to be no similar arrangements to those whereby the entire social programme of the United Nations was reviewed annually, at the planning stage, by senior officials of the United Nations, the International Labour Organisation, FAO, UNESCO and WHO. He had often stressed the need for the accelerated economic development of under-developed countries even at the expense of sacrificing their social needs, since the cure for poverty and its concomitants lay in increased production and any adequate programme of social relief must have a sound economic basis. He would therefore ask the Secretary-General to arrange for annual inter-agency consultations to review economic programmes so as to ensure concerted action in planning and execution.

38. ACC's report indicated that the co-ordination of regional activities, although improving, was not entirely satisfactory. One effective method would be for the specialized agencies to establish regional offices such as that recently set up by FAO in Santiago, Chile, and the one proposed by TAB for the Latin American continent. Such offices should be evenly distributed among the various countries of the region, in accordance with the general principles of the United Nations.

39. He shared the Secretary-General's concern about the lack of statistics from the less developed countries—a matter which was under discussion in the Economic Committee. Engaged as he was in economic planning in his own country, he was well aware that the absence of basic statistical information was a serious impediment to the systematic planning and execution of economic and social programmes. His delegation therefore supported the Statistical Commission's recommendation (E/2876, paragraph 22) that statistical officers should be attached to the headquarters of the Economic Commission for Latin America and the Economic Commission for Asia and the Far East, and also stationed in the Middle East. It also supported that commission's recommendation that a world population census should be held around 1960 (E/2876, chapter IX, p. 24).

40. His delegation, which had consistently opposed any move towards using the regional economic commissions either for assisting in the formulation of country programmes or for acting as a channel for technical assistance, had carefully considered the Secretary-General's observations about associating the commissions with the Technical Assistance Programme. Though there were certain regional projects with which the commissions were concerned, he felt that with the General Assembly's unequivocal acceptance of country programming techniques there was no need to seek the advice of regional economic commissions on technical assistance programmes submitted to governments after the long process of discussion between government officials, resident

representatives of TAB and representatives of the specialized agencies had taken place.

41. His delegation agreed with ACC's view that the present arrangements for dividing the Council's sessions between New York and Geneva should be continued; apart from facilitating co-ordination with the agencies located in Europe and making it easier for them to send representatives to the Council, the present arrangements were of assistance to those delegations coming from countries nearer to Geneva.

42. Turning to the Secretary-General's bold and imaginative proposal for "the development of a special international service to assist governments" in the "tremendous problem of administration" created by "the absence of proper administrative machinery to handle the problems of economic and social development" (E/2894/Rev.1, paragraph 22), he said that the idea of international civil servants working "as officials in the national administrations of under-developed countries" was an excellent one, and his delegation whole-heartedly supported the request that more funds be made available to the United Nations for its programme of assistance in public administration, in order that the proposal might be put into effect without delay. Being closely associated with the execution of the economic development programme in his country, he had felt the need for transforming the outlook of civil servants so that they should no longer consider their functions solely in terms of applying laws and regulations, but should now realize that they included responsibilities for social welfare. Until the national civil service had become familiar with the administrative techniques appropriate to economic and social development, international civil servants would be welcome.

43. Sir Herbert BROADLEY (Acting Director-General of the Food and Agriculture Organization) said that FAO had submitted to the Council a brief report (E/2878), together with copies of a number of printed documents dealing with its past and present activities and its proposals for future work. He would therefore confine himself to a few general questions of principle and policy regarding the objectives of FAO's activities and the relation of those activities to the work of other members of the United Nations family.

44. It was not correct to regard the specialized agencies as purely technical bodies. For example, the direct and indirect consequences of a successful inoculation campaign to protect cattle in Ethiopia from rinderpest would extend far beyond the purely technical field and would involve the collaboration not only of several FAO divisions, but of other international organizations as well.

45. Those international aspects of FAO's work were particularly important in connexion with the development of the Technical Assistance Programme, which the Council would be dealing with under item 9 of its agenda. The interdependence of projects started with an apparently simple "technical" objective had led FAO to review all its technical assistance programmes in each country on the basis of an FAO country programme. In that way account could be taken of the economic impact of technical projects, and the FAO field representatives responsible for negotiating those programmes with

the governments concerned could be apprised of all aspects of the projects under examination, including the scientific, economic, marketing and consumption aspects.

46. FAO's regular work in the economic field had been so extensive that its Economics Division had always been the largest in the organization.

47. FAO's ultimate objective, summed up in a single phrase, was "the development of productivity". That was the only basis on which standards of nutrition and living could be improved and the free exchange of commodities ensured.

48. FAO's efforts to increase productivity in agriculture, fisheries and forestry did not, however, imply that every country could follow a single pattern and copy the most efficient procedure for producing what was temporarily the most remunerative crop. A satisfactory system of international trade depended on diversification of effort to make the best possible use of the natural resources available. That had led FAO to the conception of the selective expansion of production and consumption. Notwithstanding the great shortage of food in many parts of the world and the increasing demands likely to arise in the coming years through the remarkable growth of population, it would be wrong for the whole world to produce food at the expense of all other goods and services which human beings needed. That was why FAO had always argued that the development of agriculture, industry and other economic activities must proceed side by side.

49. Selective expansion must therefore take into account each country's needs and the sources from which those needs could best be met. Only on such a basis could a satisfactory production programme, whether in the agricultural or in the industrial field, be developed. So far as agricultural production was concerned, FAO's task was to analyse the resources available, to determine the best use which could be made of them from the technical and economic point of view, and to study the availability of competitive and complementary resources from elsewhere and the likely markets for surplus production. Consequently, the concept of selective expansion went far beyond any considerations of a technical character in the production field. It had involved FAO to an increasing extent in marketing and distribution problems, both on a national and an international scale, as well as in the field of technical assistance—particularly in connexion with reducing costs by eliminating wastage and simplifying procedures. One of the factors which had caused the present problem of surpluses arose from the inability of peoples and countries to exchange the results of their efforts on an equitable basis.

50. In the international field member governments had made increasing calls on FAO's services to adjust imbalance in commodity situations, in the interest of producer and consumer alike. FAO had established a Cocoa Study Group, a Consultative Committee on Rice, a Working Party on Coconut and Coconut Products, a Working Party on Dairy Products and intergovernmental meetings on grains and on coffee.

51. The solution of international marketing problems was conditioned by national production policies, but decisions in that field could only be taken when the

natural resources available were known. The last session of the FAO Conference had authorized the Organization to undertake a survey and appraisal of the world's renewable resources. That work would be carried out in co-operation with governments and other organizations; FAO did not concern itself with minerals or the world's resources of power, coal, and oil; and its interest in atomic energy was mainly in relation to its direct utilization in agriculture. FAO believed that the world's future requirements of food and agricultural raw materials could be met, but until advances had been made in technology and standards of productivity had been universally raised, large areas and considerable sections of the world's population would not achieve those standards of living and nutrition to which as human beings they were entitled.

52. In the meantime important steps were being taken to improve levels of consumption and to provide member governments and their peoples with the latest available information and advice regarding nutrition and improved food production. In that connexion, FAO was developing, in association with UNICEF and WHO, programmes for the supply of milk and other foods of high nutritive value to mothers and children in many countries throughout the world.

53. Turning to the question of the proper administrative machinery to handle the problems of economic and social development, he emphasized that all the specialized agencies had been devoting their efforts to training for that task nationals of those countries which lacked technical experience. For instance, FAO had assisted countries in the establishment of agricultural, forestry and fishery ministries and had loaned experts for that purpose. It had trained junior officials at training centres and in overseas countries to carry out the administrative and technical duties which the work of those ministries entailed. It had invited them to work inside FAO to learn how international organizations functioned.

54. Moreover, FAO had developed within its organization increasingly effective systems of co-operation. Its five technical divisions—Agriculture, Forestry, Fisheries, Nutrition and Economics—were in many cases engaged in common problems. All were participating in the country reviews by which FAO determined its share in the various countries' technical assistance programmes.

55. It was not always easy to apportion the responsibility for particular tasks either as between the different international organizations or within the organizations themselves; that was not altogether to be wondered at, since the problem was always the same, that of human beings in relation to their environment. Projects carried out by FAO in the field of agricultural production, whether in connexion with the study of soils, the improvement of breeds of plants and animals or the elimination and control of animal and plant diseases, all had their reactions in the economic and social sphere. With regard to them FAO worked in close association with the other international organizations: WHO, UNICEF, the International Labour Organisation, UNESCO and the United Nations. Such co-operation and co-ordination were not, he thought, matters of the creation of more

machinery. At the present time there was close co-operation at the informal level between individual officers of the different organizations. Its value was often underestimated, but it would be easier and more effective had the whole United Nations family been concentrated, as was at one time proposed, in a single centre. Whatever the advantages of locating the individual agencies in a number of different countries, it meant that consultation could only be maintained by correspondence and frequent visits.

56. In that connexion he drew attention to the increasing volume of demands made upon FAO by the legislative bodies of the United Nations and by other organizations, demands which considerably taxed its financial resources and staff. Thus, for example, whereas during the early sessions of the Economic and Social Council FAO had been adequately represented by one or two members of its staff, it had been obliged, during the first two weeks of the current session, to send eighteen officers to Geneva. More and more FAO, and no doubt other specialized agencies, was being called upon by external bodies to participate in studies or to provide reports on a wide range of subjects. The requests were all reasonable and fully justified. A case in point was the FAO report to the Council on a world food reserve. The resources available to the specialized agencies, however, set a limit to what they could do. A few years previously, the Council of FAO had been obliged to instruct the Director-General to address a communication to the Secretary-General of the United Nations asking him to draw the attention of the legislative bodies of his Organization to the difficulty FAO would have in complying with their requests, and to consider the possibility of allocating some additional resources for the work.

57. With the object of achieving as close co-ordination as possible with the other specialized agencies, and in order that it might receive their comments and suggestions, FAO submitted its programme of work to them as soon as it was available. But the agencies prepared their programmes such a long time before they were implemented, and the Assemblies and Conferences of the various agencies met at such different dates, that co-ordination was difficult. Moreover, a very real problem was created for an agency whenever funds had to be allocated to carry out a new proposal emanating from an external body after its own programme and budget had already been established. To help meet those difficulties, FAO had sent its senior liaison officer to New York, in order to ensure close co-operation with the United Nations Secretariat. It was also going to send a liaison officer to New York to work with UNICEF, and was participating to the maximum possible extent in inter-agency meetings: it had even in certain cases taken the lead in such meetings—for example, in connexion with land reform. It was also co-operating very closely with the United Nations regional commissions through the officers it had appointed to Geneva, Bangkok and Santiago, Chile. The Organization had, as a result, been involved in an increasing burden of responsibility, so much so that at times the senior staff of FAO were working under extreme pressure. Nevertheless, FAO wanted to co-operate and would endeavour to do so to the maximum possible extent.



## AGENDA ITEM 13

**International control of narcotic drugs**INVITATION TO THE GOVERNMENT OF AFGHANISTAN  
TO SEND AN OBSERVER

58. The PRESIDENT pointed out that the Social Committee's report on item 13 (E/2912 and Corr. 1) contained a draft resolution concerning the claim of Afghanistan

to be included among countries authorized to produce opium for export. In accordance with rule 75 of the rules of procedure, he proposed that the Government of Afghanistan be invited to send an observer to take part in the discussion on that question.

*It was so decided.*

The meeting rose at 12.25 p.m.