

## CONTENTS

	Page
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 ( <i>continued</i> ) . . . . .	179

*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, Hungary, Israel, Poland, Romania.

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.

*In the absence of the President,* Mr. SAID HASAN (*Pakistan*), *second Vice-President,* took the Chair.

## 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) (*continued*)**

1. Mr. DRINKWATER (World Federation of Trade Unions), speaking at the invitation of the PRESIDENT, said that the World Federation of Trade Unions (WFTU) wished to advance some views on the development and co-ordination of the United Nations programme in the fields under review, in which it hoped that international co-operation under United Nations auspices would be greatly intensified.

2. The general aims of the United Nations in the economic and social fields were to raise levels of living and to ensure the effective enjoyment of human rights. As the achievement of those aims called for far-reaching

economic measures, WFTU attached very great importance to the expansion of United Nations activities in connexion with industrialization, the peaceful utilization of atomic energy and economic programmes in general.

3. As WFTU had often pointed out, however, there was no direct, automatic link between increases in production and improved levels of living.

4. In his introductory statement (E/2894/Rev. 1), the Secretary-General had referred to action through international organizations as a means of bringing economic and social progress into harmony with the new forces that had emerged in the post-war world. WFTU believed that the most important of those new forces lay in the awakened consciousness and aspirations of all the peoples of the world, and that the more closely it corresponded to those aspirations, the more effective the action taken by the United Nations and the specialized agencies would be.

5. Important immediate questions were the practical implementation of the principle of equal pay for equal work, the elimination of discrimination in employment and the reduction of working hours. WFTU had suggested at the eleventh session of the Economic Commission for Europe (ECE), in April 1956, that the economic aspects of the reduction of working hours might be studied jointly by ECE and the International Labour Organisation (ILO).

6. His organization had also suggested to the Economic Commission for Asia and the Far East (ECAFE), and to the Economic Commission for Latin America (ECLA) that they should study the relationship between economic development and increases in production on the one hand and the levels of living of the workers on the other. It welcomed the setting up of a "social unit" by ECAFE.

7. With regard to the acute problem of fluctuations in the prices of primary commodities, WFTU wished to draw attention to the fact that the Committee on Work on Plantations of the ILO had under consideration the question of the employment and earnings of plantation workers. It would be most useful if a basic study could be made of the effects of fluctuations in commodity prices on the level of living of the workers concerned.

8. The problem of full employment was particularly topical. Little, if anything, would be gained if the introduction of new techniques were offset by an increase in unemployment; the main economic reserves that were awaiting full utilization in the under-developed countries—and elsewhere—were the labour of the millions still entirely or partly unemployed.

9. The Council should therefore give special attention to the problem of full employment, the promotion of which should be pursued with increased vigour.

10. WFTU attached great importance to international verification of the results achieved in raising levels of living and in guaranteeing the observance of and respect for human rights. Accordingly, the intervals at which the world social survey appeared could usefully be reduced to two years. WFTU also hoped that rapid progress would be made in the international definition and measurement of levels of living.

11. Mr. TOWNSHEND (Assistant Secretary-General of the International Telecommunication Union) explained that he was introducing the annual report of the International Telecommunication Union (ITU) for 1955 (E/2874) on behalf of the Secretary-General of ITU, who was convalescent, following a recent illness.

12. A decision had been taken in 1955 by the Administrative Council of ITU, with the assent of the majority of States members of the Union, to simplify the Union's organization at the beginning of 1957 by amalgamating the two separate international consultative committees which had been dealing with telegraph and telephone matters respectively since their establishment thirty years previously. For some years the techniques of telegraph and telephone communication had been converging, particularly with regard to long-distance land cables carrying on the same equipment both telephone calls and telegraph messages. The most modern type of line plant, when provided with appropriate ancillary equipment, could handle all types of telecommunication, including the transmission of facsimile messages and the relaying of sound-broadcasting programmes and even of television programmes. The switching technique by which telephone subscribers were connected with one another on demand through automatic equipment in telephone exchanges was now being applied to telegraphy, and there was no doubt that the combination of the study of current problems of the standardization and development of both telegraph and telephone services within one organization was a step forward. The plenary assemblies of the ITU consultative committees afforded unique opportunities for telegraph, telephone and radio experts to meet and exchange ideas. It was most probable that some countries which had hitherto been unable to take an active part in the work of the consultative committees would find it in their interests to do so.

13. Three main points stood out from the work of the consultative committees: the progress made in the standardization of equipment to permit the extension of semi-automatic and automatic working to the international trunk telephone service; the current studies on the extension of the techniques of providing direct connexion by switching between the more important public telegraph offices of different countries; and the attention given by the Radio Consultative Committee to the technical problems of television, particularly colour television.

14. The aim of making international telephone services automatic was to enable telephone subscribers in different countries to get through to one another, either completely automatically by dialling, or semi-automatically through the intervention of but one operator in the process of connexion. The problems involved were complicated, but progress was being made.

15. Many countries provided firms, on rental terms plus a call fee, with direct connexion on demand by typewriting between their offices in different towns, a service known as Telex. That was done by means of switching equipment. The service was being very rapidly extended to form an international service, and a similar development was proceeding in the public telegraph service. Several countries were now using the technique of switching in their internal telegraph service to enable important public telegraph offices to get direct connexion with one another on demand without delay. The study of the extension of that technique to the international sphere was now actively in hand.

16. The International Radio Consultative Committee was to hold its eighth plenary assembly in Warsaw very shortly. It would be dealing, *inter alia*, with the technical problems of television. Important demonstrations of colour television had recently been arranged by four countries, and had been viewed by the study group concerned. The aim was to spread information on the latest techniques and to open the way, if possible, to the establishment of international colour television standardization.

17. The International Frequency Registration Board (IFRB), a permanent organ of ITU, had been set up in 1948 to help countries to bring order into the use of the radio-frequency spectrum. The object was to minimize mutual interference by different radio services. Progress in that field, which presented difficulties which were not confined to the technical aspects, had recently been accelerated. Following a special conference in 1951, the Administrative Council of ITU had reviewed the position at each of its succeeding annual meetings, and the members of ITU had agreed in 1956, by a very large majority, provisionally to fix the date for the next ITU Administrative Radio Conference at 1959. If that date were confirmed, as was likely, a very great advance in the orderly assignment of the frequencies to radio stations of all kinds throughout the world would be in sight.

18. The Soviet Union representative had asserted at the 943rd meeting that the problem of the international distribution of wave-lengths had not yet been satisfactorily solved. That was true. Very great progress had, however, been made, particularly recently. The final solution of the problem necessarily rested with the members of ITU themselves, as the Soviet Union representative had strongly argued more than once in the Administrative Council. The recent progress towards a solution to the problem had been made possible by the fact that a very large majority had agreed on an appropriate procedure at the 1951 conference. A "final adjustment period" had then been provided for, to begin when sufficient progress had been made. A majority of the States members had recently agreed provisionally that the "final adjustment period" should begin in June 1957. The remedy for any lack of universality rested not with the IFRB, but with governments.

19. With regard to measures for ensuring the safety of life, a regional conference had been convened at Göteborg by the Swedish Government in 1955, when a number of countries had unanimously agreed upon solutions to technical problems, particularly concerning smaller ships, which used radio telephony rather than radio telegraphy. The problem was not merely that of allotting

frequencies for distress calls, but also that of standardizing apparatus so that such vessels could also communicate on business matters with port authorities and tugs. The agreement had been circulated to all members of ITU for examination, and considerable progress was expected.

20. With regard to technical assistance, ITU, a member of the Technical Assistance Board (TAB), participated in the Expanded Programme, working in close association with TAA. The programming arrangements introduced in 1955 relating to the provision of experts and the award of fellowships and scholarships had been satisfactorily got under way. The essential basis of the new arrangement—country programming—should enable governments to obtain more of the kind of assistance they required. At the 943rd meeting, the Soviet Union representative had stated that insufficient technical assistance was being provided in the sphere of telecommunications. It was true that many governments which had not so far received any technical assistance of that kind under the Expanded Programme were anxious to do so, and that some countries wanted more than they were getting at present. The new programming arrangements would help, but the basic difficulty was, of course, the inadequacy of the funds for financing technical assistance generally, including that in respect of telecommunications. The remedy, therefore, lay not with ITU or TAB, but in the hands of those governments, including that of the Soviet Union, which contributed to the Expanded Programme to the extent they deemed proper.

21. Relations between ITU, the United Nations and the specialized agencies had been as smooth as usual. ITU had recently begun to collaborate with ECAFE, which was now actively concerning itself with the development of telecommunication services in its region. At its eleventh session, the Administrative Council had adopted resolution 345, providing for such action, and in particular calling the attention of ECAFE to the advantages which its member countries might secure by participating more actively in ITU's international consultative committees.

22. With regard to the dissemination of information, ITU published a monthly journal, the *Telecommunication Journal*, in three languages—French, English and Spanish. It contained articles by experts from national administrations and from telecommunication companies and by members of the staff of ITU, and was on sale to the public.

23. It should be borne in mind that ITU was essentially a co-ordinating organization. It did not itself operate telecommunication services or carry out telecommunication equipment programmes; its position thus differed from that of some of the other specialized agencies. Telecommunication services were operated, and projects for their extension and improvement executed, by the countries concerned, either through their governmental telecommunication departments or by private operating agencies recognized by the governments. What ITU could do, and was doing, was to help the countries to help themselves, and to help them to help one another.

24. Mr. VALLADÃO (Brazil) observed that lack of co-ordination led to considerable wastage, especially in under-developed countries, which were obliged to provide counterpart services when the international organizations adopted new programmes of action, with corresponding financial implications for them.

25. The time had come to reappraise the activities of the Council and the specialized agencies. A breathing space was required. The brake could not be applied abruptly, but some fresh approach would have to be tried. At the 943rd meeting, the Soviet Union representative had made some constructive suggestions. At first sight it might be possible to agree that the Council should assume to the full its responsibilities for scrutinizing the activities of the specialized agencies, with a view to co-ordinating them. But if it was to discharge that duty conscientiously, it would need far more time at each summer session for examining the reports of the specialized agencies. The latter did an enormous amount of work, and there would be a huge bulk of material to work through before the Council started some new activity, which the agencies might in any case already be performing. It would take longer than an ordinary session for all eighteen members of the Council to comment in detail on all the material.

26. The Soviet Union representative had also raised the question of priorities, perhaps the most important aspect of the Council's work, and the Yugoslav representative had referred at the 944th meeting to the need for looking more closely into the Council's activities in the light of its functions as defined in Article 63 of the Charter. Under that Article, the Council should act more as a technical body, and less as a political body, than it in fact did. The proper place for countries to protect their interests was in the General Assembly, members of the Council and the functional commissions acting simply as representatives of the General Assembly. That procedure could not be enforced by any resolution, but only by an internal agreement among the members of the Council to keep political issues to a minimum.

27. The resolutions adopted by the Council and the General Assembly might well be consolidated to form a single document, with the object of making them more readable, without affecting their substance. Members of the Council could then peruse that document to ensure that there was no duplication. Information might also be included as to which resolutions had become obsolete, and which had not yet been put into effect.

28. The Council should be careful not to seek to establish a new commission whenever a new subject had to be dealt with. The matter should be referred to one of the existing functional commissions, to see whether it could deal with it without duplication. That should have been done, for example, in the case of commodity problems. What had in effect happened was that, several bodies having been simultaneously engaged in dealing with those problems, representatives in one had argued that no action need be taken since the problem was under consideration by another, thus setting up a vicious circle.

29. He would endorse the Argentine representative's suggestion (943rd meeting) that the possibility should be considered of convening a special meeting of the Council

to re-examine the whole problem of co-ordination; that would be very useful, provided that it did not cost too much. The work could not possibly be done adequately at an ordinary session of the Council.

30. Mr. KOTSCHNIG (United States of America) observed that the fact that the work of the Economic and Social Council was rarely referred to in the headlines of the Press was no valid ground for concluding that it was in a state of decline. The trouble lay, not with the Economic and Social Council, but with a faulty perspective. In an age when economic and social issues and issues pertaining to human rights were of paramount importance, too many people still clung to outdated concepts that gave the primacy to politics, in the narrow sense of the word, and were thus preoccupied with specific disputes and conflicts. Obsessed as they were by the psychology of crises, they tended to overlook the fact that many political issues were deeply rooted in social and economic problems. A preoccupation with symptoms was dangerous, because those symptoms could not be cured unless their roots were attacked. If the work of the Council and the specialized agencies was considered from that point of view, its importance stood clearly revealed.

31. It was evident that the work had increased very greatly in volume, but also in depth and effectiveness. The Secretariat of the United Nations and the specialized agencies had laid the foundations for a better understanding of world-wide economic and social problems. Thus, the Statistical Office for example was providing a solid basis of facts which permitted careful planning and enlightened action on the part of the United Nations and of individual countries. The Council had learned to ask the right questions. The repercussions of its work had penetrated to the farthest corners of the world. The United Nations and the specialized agencies were operating effectively in more than a hundred countries and territories. Millions of people were still alive as a result of the work, who would have perished without it; but even more important was the hope kindled by the United Nations in the poor and downtrodden.

32. Great headway had been made with regard to co-ordination and concentration of efforts, and a tribute was due to the Administrative Committee on Co-ordination (ACC), under the chairmanship of the Secretary-General. The elaboration of priorities served as a helpful guide to the various parts of the United Nations family, although priorities had perhaps not proved as helpful as had been anticipated. The respective responsibilities of the units of the United Nations network had been more clearly defined, with the result that overlapping had been eliminated and the work increasingly well co-ordinated. His delegation could not point to any major weakness, even in the technical assistance programmes, which were by far the most complicated. He had been reassured to hear the representatives of the specialized agencies state in the Technical Assistance Committee that the system was working reasonably well and that they wished for no major changes.

33. There was, however, room for improvement. More advance planning was needed. It was disappointing to find ACC stating that it was not practical for each

specialized agency to submit drafts of its annual or biennial programmes to the other agencies for advance comments. That appeared to be an essential method of co-ordination, and he would appreciate a more detailed explanation of why it was regarded as impracticable.

34. Several speakers had correctly pointed out the need for greater co-ordination in the economic field, to match the headway made in the social field. True, the economic field was broader and more difficult, but co-ordination in it must be improved.

35. Another difficulty was the tendency to "go it alone". Thus, it would appear that the activities of the ILO in the field of 'neighbouring rights' were carried on without sufficiently close co-operation with other agencies. In the past the tendency to go it alone had been particularly strong in the World Health Organization (WHO) and, possibly, in the Food and Agriculture Organization (FAO). That was quite understandable, because the work involved was highly technical and specialized and the kind of expert required was concerned primarily with his specific field. It was thus all the more encouraging to find an increasing realization in those organizations of the fact that frequently the programmes of one organization must be integrated with the programmes of all the other organizations and that a specific piece of work could find its fulfilment only within the framework of the entire activities. He had been encouraged by statements in that connexion by the representatives of FAO, WHO and the United Nations Educational, Scientific and Cultural Organization (UNESCO).

36. A more serious development was the fact that work programmes were still being constantly enlarged and that there was thus a continual increase in budgetary requirements. General statements on priorities were of only limited value in that connexion, since they were so broad as to permit almost any extension of activities without relation to the means available. The reasons were not far to seek. One was the understandable impatience of governments faced with multiple problems which they wanted solved as soon as possible. Such impatience was self-defeating, if work programmes became so large as to be unmanageable. Another reason was the continuing competition between agencies. As the United States representative, he would be the last to suggest that competition was undesirable, but in his country the lesson had been learnt that the most successful firms were those which did not add ever new lines to their business, but concentrated on what they could do best. One agency should not pick up what another could not handle.

37. There was, of course, no simple cure for proliferation, but he might suggest some measures, which were not necessarily novel, to remedy it. He sympathized with those delegations which felt that more concentrated efforts were required to subject actual work programmes to closer and more detailed scrutiny. The Council itself might have to go further in that direction than it had in the past. To hold a special session might not be feasible, but perhaps a small *ad hoc* committee of government experts might be appointed to review the United Nations programmes, including those of the regional economic commissions, to see whether unnecessary projects could not be eliminated, and to report back to the

Council. Similar steps might be taken by the specialized agencies. Work programmes were handled in very different ways by the different specialized agencies, and some of them had only inadequate provisions for a thorough periodic review of their current programmes, which they took more or less for granted. It was therefore inevitable that parts of the programmes should be carried on even after they had lost any urgency they had ever had. In some cases, more attention might be paid to the way in which the technical assistance programmes and the regular programmes interlocked.

38. Some representatives had asked for a clearer definition of specific work projects and a clearer assignment of responsibilities for carrying them out. In attempting to reach compromises the Council itself often included various incompatible elements in its resolutions. That tended to confuse the Secretariat, which was not clear about the kind of work required of it. Clearer drafting would help to avoid false starts and jurisdictional misunderstandings, and would, to a certain extent, obviate the burden of continuous consultation between the United Nations and the specialized agencies, as everyone concerned would know his responsibility from the outset.

39. The operation of the programmes would also gain in effectiveness, and money would be saved if the work were spread more rationally over a number of years. As a corollary, determined efforts should be made to achieve a greater synchronization of the related work projects of the United Nations and the specialized agencies.

40. With reference to a better distribution of work over a longer period, he agreed with most of the Secretary-General's observations on the Council's work programme and the financial implications of its actions (E/2903), but hoped those observations would in future cover the regional economic commissions as well, since their work programmes were growing by leaps and bounds and should be assessed by the Secretary-General himself in the same way as he assessed those of Headquarters organs.

41. Rather than revise priorities continuously, it would appear more helpful to reach a formal agreement on major programmes in which the bodies concerned might pool their resources. More stress should be laid on what he might call "impact programmes", such as the elimination of malaria, where the results were almost immediately visible. Other possible "impact programmes", if jointly undertaken by the United Nations and the specialized agencies, were the promotion of public administration, which was or should be "the concern of every agency"; the development of adequate services throughout the world; a comprehensive survey of resources, both renewable and not renewable; and concerted action in the field of industrialization and the peaceful uses of atomic energy.

42. The Secretary-General was rightly giving special attention to the better selection and use of staff. In recruiting such staff some stress should be laid on multi-purpose personnel who could be shifted from one area of activity to another, while experts on specific subjects might be engaged on a consultant basis. That implied a careful selection of those privileged to become inter-

national civil servants. The principle of geographical distribution, while desirable, might, if it was overstressed, defeat its own purpose. It was essential to find the right man for the right job, irrespective of origin. Unfortunately, governments were often reluctant to release their best men and therefore to give the United Nations administration all the help that it needed and deserved. As local shortages of talent diminished, it was to be hoped that a high proportion of first-rate staff might be drafted into the international service; that was in no way intended, of course, as criticism of the existing staff.

43. The suggestions he had made would, in his opinion, go a long way towards meeting the criticisms made by the United Kingdom (942nd meeting) and other delegations, without the need to impose rigid budgetary ceilings.

44. The United States delegation had some misgivings about seconding technical assistance staff and social personnel from Headquarters to the secretariats of the regional economic commissions. That policy might shift the focus of operations from Headquarters to the regional commissions, entail successive decentralization and impede co-ordination. The complete integration of such staff in the secretariats of the regional commissions might well tend to turn those commissions into miniature economic and social councils. That would be undesirable, because they were so overburdened with work that they could not possibly cope if they attempted to duplicate the work of the Economic and Social Council in the social field or became operating bodies in the field of technical assistance. There was also some danger that the lines of responsibility between the regional commissions and the functional commissions might become blurred, and he was therefore glad that the General Assembly had agreed to the new procedure on the understanding that it should be on an experimental basis. It was to be hoped that the experiment would be carried on throughout 1957 and that thereafter the General Assembly would come to a final decision. By contrast, closer attention might be given to the possible interchange of staff between Headquarters and the regional economic commissions. That might help to establish closer contact among the staffs concerned and make for closer co-ordination of activities.

45. The Secretary-General's tentative proposal for an international technical and professional service (E/2894/Rev. 1, paragraph 22) to provide experts selected by the United Nations as a sort of infrastructure for national administrations was attractive at first sight, but raised serious questions as to its feasibility. Past experience had not been too encouraging, particularly in Latin America. It might be doubted whether the under-developed countries would be willing or eager to accept that kind of aid. At any rate, he was very doubtful whether a new agency was necessary. He might suggest as an alternative placing experts at present working for the various technical assistance programmes and, particularly, the Expanded Programme of Technical Assistance, on a more permanent basis.

46. The United States delegation had some misgivings about the pattern of conferences adopted in 1953. It would now support the suggestion in paragraph 40 of ACC's nineteenth report (E/2884) that the pattern of

conferences be retained; the practice of holding the Council's summer session in Geneva had proved its value; the executive heads of the specialized agencies could not be expected to travel to New York every summer.

47. He endorsed the suggestions made in the Annex to ACC's report for steps to give greater publicity to the economic and social work of the United Nations family. His only objection was that too much stress was laid on action by governments; a greater effort should be made to enlist the services of the non-governmental organizations, some of which were doing exemplary work in that respect. He would appeal to all non-governmental organizations, not only those in consultative status with the Economic and Social Council, to make known the United Nations economic and social work in the countries where they were active and from their own point of view. That work, though frequently tedious and arduous to those directly concerned in it, was helping to build a new, a more secure world.

48. Mr. CARDIN (Canada) said that the achievements of the United Nations and its subsidiary bodies, and the tasks which still remained to be undertaken, had been given serious examination since the tenth anniversary of the United Nations. In his delegation's view, the Economic and Social Council deserved much credit for its help to the specialized agencies, regional commissions, non-governmental organizations and governments, particularly in the field of assistance to the less developed countries in their economic development programmes.

49. While many mistakes had been made in those ten years, there had also been much progress towards ensuring that the collective effort of many governments would be felt in the areas where the need was most urgent. Priorities and criteria had been developed and institutional machinery had been set up to avoid the frittering away of limited human and financial resources. However well-intentioned programmes might be, experience had shown that wastage of vital resources was a direct result of duplication of effort and inadequate co-operation.

50. Co-ordination, the importance of which had always been clear to his Government, had two aspects: the fixing of priorities and the avoidance of duplication and waste, and the joint development of constructive programmes. In either case the interests of the underdeveloped countries should be paramount.

51. There was some cause for satisfaction in what had already been achieved in both respects. The road marked out by the Council at its twentieth session should be followed, and every effort should be made to improve the techniques and procedures adopted to achieve co-ordinated action.

52. His delegation hoped to contribute in the Co-ordination Committee to a constructive assessment of the activities being carried out by the United Nations family, and would therefore refrain from bringing up specific points of detail at present. He would, however, record his delegation's views on a number of matters of more general importance.

53. No effort at co-ordination could succeed unless the governments concerned exercised due restraint in

pressing the secretariats of the various agencies and bodies to undertake new tasks. The responsibility for the avoidance of duplication and waste rested more with governments and governing bodies than with the secretariats.

54. No effort at co-ordination could succeed, however, unless the secretariats concerned wished it to do so. That necessitated an attitude of flexibility and adaptability on the part of those most closely concerned: a talent for team-work and co-operation. The Secretary-General had correctly stressed at the 943rd meeting that personalities and attitudes of mind were often just as important in achieving true partnership and co-ordination of effort as the organizational arrangements, to which most attention was usually given. His delegation would like to add that the Secretary-General, by his presence and his contribution to the debate, well illustrated the attitudes of mind best calculated to make co-ordination successful.

55. As already pointed out excessive preoccupation with the form rather than with the substance of co-ordination could place a heavy burden on the limited resources, in both time and money, of the United Nations and the specialized agencies. The concern of the Secretary-General and of the specialized agencies at the increasing cost of liaison and co-ordination was easy to understand. His delegation was confident that the executive heads of the United Nations and the specialized agencies would recognize the importance of a proper sense of proportion in that respect, and would not yield to the temptation to substitute the more costly shadow for the less costly substance of genuine collaboration.

56. His delegation was also interested in the Secretary-General's clarification of his views on the development of an international civil service to assist governments in public administration. He believed that all members of the Council would now have a much clearer understanding of what the Secretary-General had in mind in that connexion. His delegation had been interested to note that the Secretary-General had not yet decided finally whether it was in his view necessary to set up a new specialized agency for that purpose.

57. His Government had been concerned by the administrative problems which had arisen from the need to recruit large numbers of short-term technical assistance experts for the Expanded Programme of Technical Assistance. It seemed to it desirable that consideration should be given to the awarding of more longer-term contracts, with a view to avoiding the waste of time and effort involved in the present system. Furthermore, experience had shown that technical competence was not invariably accompanied by the ability to understand and respond to the special needs and problems of those in the recipient countries with whom a technical expert would work most closely. Where, therefore, an expert showed in actual service in the field that he possessed, in addition to technical competence, that special kind of insight, it was desirable that his services should be retained longer than was necessary for a single assignment. Really suitable experts were rare; their services, when they were found, should be retained.

58. With reference to the problems inherent in decentralization, he said that his country, being a federal State

in which there was a very substantial decentralization of functions, jurisdictions and administrative arrangements, fully recognized the value of the decentralization of functions, in certain circumstances, in an international organization operating on every continent. Decentralization should, however, be planned, not haphazard.

59. He believed delegations would be surprised at the actual extent to which the United Nations and the specialized agencies had already carried out decentralization. That decentralization had, of course, been in full accordance with policy decisions taken by the competent authorities. His delegation was, however, concerned that a clear and comprehensive picture of the decentralization which had occurred should be given to the Council, so that a proper judgement could be reached on the matter.

60. In conclusion, he wished to refer to the relationship between ACC and the Council. His delegation felt that ACC was carrying out its functions in a manner justifying the Council's confidence and support. It had, however, gained the impression—perhaps wrongly—that ACC's report failed to convey fully the nature of the practical problems encountered, the methods employed and the work accomplished. It might be desirable to consider ways and means of improving communications between ACC and the Council, so that members might feel sure that ACC was sharing with the Council not only the form, but also the substance of its deliberations; not only its successes, but also its failures. A reference to the very real difficulties which existed in that field was made in the Secretary-General's statement in document E/2871/Rev.1.

61. In conclusion, he wished to endorse the Secretary-General's observation that the Economic and Social Council, in carrying out the wide variety of work falling within its purview, had already left its mark on the history of the time. His delegation was confident that the Council could make that mark brighter and more enduring yet.

62. Mr. EPINAT (France) joined in congratulating all those who had participated in the implementation of the United Nations' economic and social programmes.

63. During the past ten years the United Nations and the specialized agencies had provided practical proof that life on earth was no longer conceivable without the active presence of a spiritual element of which the peoples of the world were becoming gradually more and more aware, namely international solidarity. That awareness of the necessity of mutual aid, rendered more acute by the immensity of the needs, was causing the United Nations to extend its efforts to eliminate hunger, ignorance, poverty—all those evils that nurtured misunderstanding and discord. United Nations resources were, however, limited. Again, it must always be borne in mind that time was an essential element in any lasting and useful work.

64. There were good grounds for believing that international solidarity would take another step forward, however short, towards the international financing of economic development, which was a regular concern of the French Government in all its plans for the future.

65. With regard to the Secretary-General's proposal concerning a special international service, the French delegation appreciated the nobility of the thought and the faith behind it. The proposal merited thorough study, but, before taking any decision on it, the French delegation would like to have all the necessary facts at its disposal.

66. His delegation next wished to make some comments on the question of co-ordination proper, which, for the French administration, meant liaison between all United Nations organs concerned, in the earliest stages if possible, with a view to judicious utilization of staff and resources. His delegation had noted with satisfaction the changes in methods used and the satisfactory results obtained thereby. It particularly recognized the value of the documentation placed before the Council, which reflected the willingness of all United Nations organs to co-operate for a common end without abandoning their own personality. It nevertheless regretted that insufficient attention had been paid to setbacks.

67. It seemed to the French delegation that the Council had now acquired sufficient experience to be able to curtail its activities, eliminate what had become really valueless and avoid proliferation, overlapping and gaps.

68. It was encouraging that ACC should have decided to examine a given subject each year from the point of view of co-ordination, and to concentrate on questions of major importance.

69. If, moreover, the Council would accept its responsibilities whole-heartedly and reject political considerations whenever possible, it could limit the requests made to the specialized agencies, which increased the work and almost inevitably the expense as well. The United Kingdom representative had made a timely reference to the Council's instructions in that matter. It might be as well, without drawing up over-rigid rules, to examine carefully the methods of the Council's subsidiary organs, especially the functional commissions, and to remind them of the Council's wish that they should reconsider from time to time the relative value of current studies and inquire searchingly whether new work was worth undertaking.

70. The new distribution of staff to obtain better co-ordination was not really a measure of decentralization, because it apparently did not involve the transfer of any authority. The French delegation thought that, though the administrative decision in question was unexceptionable in principle, its results would depend on the persons who carried it out and on their unflinching devotion to the common task. His delegation would give its final opinion when it had examined the results of the present experiment. For the time being it hoped that the Council would fully understand that it regarded the undertaking, not as an attempt at decentralization, but simply as an experiment in co-ordination involving the use of advanced detachments.

71. Mr. EUSTATHIADES (Greece) said that his delegation highly appreciated the work of ACC and commended the Secretary-General alike for his speech and for his endeavours to achieve proper co-ordination of the United Nations' work.

72. It was equally satisfied with the progress made by the specialized agencies. As their reports showed, not only had their work expanded; their membership had increased and more States had ratified agreements relating to their activities.

73. Although the Council of necessity played only a minor part in the work of the specialized agencies, it should take wider responsibility for co-ordination. The Charter appointed it the chief co-ordinating organ for economic and social matters.

74. In that capacity it was obliged to co-ordinate the work both of the States Members and of the specialized agencies. In the former task co-ordination inevitably encountered difficulties, for it was limited by the will of governments. In the latter the Council had a very important role, which it had so far discharged satisfactorily, considering the obstacles in its way. That did not mean, however, that it could not have done better. Efficient co-ordination had been established in certain respects, for instance with regard to the work of UNESCO, the ILO, the Universal Postal Union and ITU. With regard to the work of other agencies the situation was not so good, and was improving very slowly. That was partly due to permanent causes, but partly also to a certain spirit of compromise. Co-ordination in the economic and social field should be a non-political work; otherwise there were bound to be delays. The Greek delegation would refer in particular to human rights and freedom of information—questions of burning topicality, in view of the position in which the population of Cyprus found itself. More courage should be shown in other spheres, too.

75. As to the technical aspects of co-ordination, might it not be possible, apart from the very high-level co-ordination established by the ACC and that provided, as need arose, by means of consultations between the organizations concerned, to set up a smaller body than ACC responsible to it? No great expense need be entailed, since the body he had in mind could be composed of the specialized agencies' representatives at United Nations Headquarters.

76. The publicity to be given to co-ordination activities also merited attention and ACC's report contained useful suggestions on that subject. He himself was in a very good position to realize the value that the support of public opinion would have in that field. Many publications existed, of course; but none gave any general idea of co-ordination efforts in particular fields. Information should be supplied not only on past achievements but also on future plans and failures recorded.

77. With regard to the peaceful utilization of atomic energy, which would mark a decisive turning-point in human history, the ILO seemed to have made a good start by initiating a study on the protection of workers against ionizing radiations. When the time was ripe—and it seemed not far distant—it would be necessary to ensure co-ordination of the activities of all the specialized agencies concerned in that field. ACC's Sub-Committee on Atomic Energy should prove valuable in that respect.

78. Co-ordination should be developed to the greatest possible extent; but it should not hamper the activities of the specialized agencies. It must necessarily have

certain limits. Within those limits the financial effort it entailed was worth-while, in view of the importance of the question.

79. Certainly the trend towards universality, in extending the opportunities for economic and social programmes, made co-ordination more difficult. It was tending to become regional. Prudence dictated a degree of caution which should not be mistaken for timidity.

80. Nevertheless, in spite of the obstacles, the results achieved justified some optimism. The problem was not only a technical one, but also a highly important human one, and its solution required patience and much assiduity.

81. Mr. ASMAUN (Indonesia) said that, as his delegation represented a country which had participated in the Council's work only in the last few years, it could not give a complete review of what had been done in the ten years since the Council's foundation. He would therefore confine his comments to a small number of subjects.

82. He wished first to express his delegation's keen appreciation and gratitude to the Secretary-General for the useful documents prepared by him and for his lucid statement to the Council.

83. When the Council had been established ten years previously it had been impossible to foresee the vast expansion that would subsequently occur in the economic and social fields and the immense numbers of bodies which would be set up to deal with such problems as poverty, ill-health, ignorance and slavery. In the ten years of its existence, the Council had influenced world thinking and aroused the world's conscience with regard to evils which had plagued mankind for centuries.

84. His delegation viewed the work of the United Nations family in the light of the well-being of the world's population, especially in the less developed countries. It was his delegation's opinion that the United Nations and the specialized agencies had not yet succeeded in making a lasting impression on the economic and social life of the people of the under-developed countries. The efforts made had not been entirely in vain, however; it had simply become clear that the problems to be tackled were of greater magnitude than had been thought.

85. The peaceful utilization of atomic energy was undoubtedly of great potential importance in that connexion. In view of the continuing exhaustion of the conventional sources of energy, atomic energy was not merely an aid to, but was an absolute necessity for, the full and rapid industrialization of the under-developed countries and the continuation and further development of civilization. The Asian and African countries represented at the Bandung Conference had realized that the peaceful utilization of atomic energy could eliminate several stages in economic development, so that a high level of economic advancement might be reached by those countries more quickly than historical experience suggested.

86. In his delegation's view, the peaceful uses of atomic energy afforded an opportunity of narrowing the gap between the prosperity of the developed and the less developed countries. His country would follow with the utmost interest the progress made under the guidance of ACC's Sub-Committee.



87. With regard to industrialization, his delegation noted with gratitude that the United Nations had now begun to deal comprehensively with the piecemeal efforts at industrialization made by the under-developed countries. Industrialization was necessary to the rapid expansion of national production and, accordingly, to the establishment of higher levels of living for the peoples.

88. For reasons of economic and social stability it had been found desirable to promote small-scale and handicraft industries, either separately or within the framework of community development. For the purposes of industrialization, however, it was also necessary to consider the establishment of large-scale heavy industries, and in that connexion he deplored the tendency of some industrialized countries to warn the less-developed countries against rapid industrialization. Industrialization should be as vigorous and as positive as was consistent with the need to establish a balanced economy. The United Nations should possess machinery—the form of which was still to be determined by the Council—which was well equipped to cope with the magnitude and complexity of the problems involved, and worked in close co-operation with the existing specialized agencies dealing with problems of economic development, including, in the financial field, the International Bank for Reconstruction and Development and the International Monetary Fund.

89. The stabilization of commodity trade constituted, in relation to the question of financing, a problem that could not be over-emphasized. That problem had also been stressed by the Secretary-General in his statement (943th meeting) on the world economic situation, and by many other representatives in the debate on agenda item 2 (world economic situation). It would find its solution through concerted action by the United Nations organs concerned, and his delegation agreed with the Secretary-General that a solution depended primarily on the understanding and benevolence of the countries whose co-operation was required.

90. The Secretary-General's statement had not referred to progress made in the field of human rights; that progress did not seem to match the expectations of the general public. Every Member of the United Nations, and every State which might become a member, should, in accepting the Universal Declaration of Human Rights as a common standard of achievement for all peoples and all nations, consider it as a challenge. The economic and social basis without which the fundamental human rights could not be achieved must be created all over the world.

91. He recalled that the communiqué of the African-Asian Bandung Conference had linked together the ideas of human rights and self-determination, thus indicating that neither could exist without the other. To suppress the right of self-determination was inevitably to suppress human rights. So long as those rights were denied to anyone, they were complete for no one. It was regrettable that no reference to that important subject had been made in the report.

92. Turning to the practical achievements of the United Nations family in the social field, he noted with appreciation the activities of the specialized agencies in the

economic and social development of the under-developed countries. Particularly worthy of mention were the co-ordinated activities of the United Nations Children's Fund, WHO and FAO in the fields of health, nutrition and welfare, and especially in the eradication of malaria, in the development of protein-rich foods other than milk and in the provision of aid in the field of maternal and child welfare.

93. Productivity was another important problem with social aspects. The main problem now facing the under-developed countries was that of raising the level of living of the population as a whole through increased productivity. The ILO, with the assistance of other specialized agencies, had done important work in that field. It had devoted increasing attention to labour-management relations and to the improvement of workers' education as a means of enabling workers to understand the problems with which they were faced.

94. FAO, WHO and UNESCO had made an increasing contribution to raising productivity in agriculture and to solving the problems of ill-health and ignorance, which hampered development in the field of productivity.

95. With regard to co-ordination between the specialized agencies themselves and between them and other United Nations organs, enough had already been said by previous speakers. He merely wished to add that his delegation regarded co-ordination not as a static, but as a dynamic phenomenon. More and closer co-ordination would seem desirable as the activities of the United Nations developed, especially in the field of regional projects. Past experience had shown that the existing machinery was adequate. ACC was well able to cope with the manifold and complex problems of co-ordination under the leadership of the Secretary-General, and his delegation was confident that it would continue its difficult work with the co-operation of the specialized agencies, which themselves would ensure that as little effort and money as possible were wasted. In his delegation's view, it was the Council's duty to ensure not so much that every dollar was well spent as that enough latitude was left to United Nations bodies to enable them to develop their activities as freely and vigorously as was consistent with the efficient use of available resources.

96. With regard to the Secretary-General's suggestion that a corps of international civil servants should be established, he felt that in principle the idea was admirable in view of the magnitude of the problem of public administration as it related to economic development; he would, however, prefer to consult his Government before commenting more fully on it. At the same time, greater efforts should be made to train public administrators who were nationals of the countries concerned.

97. The challenge that faced the Council and the United Nations in their second decade was to identify themselves with the human and social revolution of more than half of mankind and to encourage, aid and inspire their aspirations for a better life. No retreat from that course was possible.

98. The SECRETARY-GENERAL said he had followed the debate with the greatest interest. Of the many issues that had been raised there were one or two to which he would like to address himself.

99. The first was, in a sense, a marginal point that had arisen in the debate on economy. In fact, the discussion of economy and the relation between co-ordination and economy had reminded him of the debate which had taken place in the Council at its eighteenth session. At the 796th meeting he had then placed before the Council the far-reaching findings of a survey undertaken, by the Secretariat itself, on the manning and the tasks of the United Nations Secretariat. Those findings had gone so far as to cause obvious concern, not only in the Council, but also, and especially, in some of its subordinate organs. It had been felt that the cut-down of the Secretariat might jeopardize the efficiency of United Nations operations and had perhaps been rather too sharp with regard to certain social projects.

100. The broad lines of the proposals had, however, been approved both by the Council and, subsequently, by the General Assembly. Unfortunately, in later developments, part of the results had been lost, owing to the attitude taken in various United Nations organs, reflecting the majority views of Member Governments.

101. He had had in mind at that time two main kinds of savings: administrative, and the reduction of tasks and projects undertaken. On the first score, the strength of the Secretariat had been reduced by 15 per cent within two years; and, as many members would know from experience in national administrations, such a reduction could not be undertaken without certain consequences, not so much on morale as on tranquil and regular working. He would strongly advise against a speedy repetition of an operation of that kind, although, in his view, further cuts were possible both in principle and in practice. He would advise against it because it was bad economy to submit an administration to continuous reviews and surveys and studies. There must be a period in which it could work on its main tasks; and, after all, a considerable cut in the budget over two years, for the first time in the history of any of the international organizations, was something which might give cause for reasonable satisfaction.

102. With regard to work programmes and the possibility of making savings thereon, he would repeat only what some representatives had already said. It must be remembered that while the Secretariat had responsibilities in the various international organizations, the primary responsibility lay with the governments. The Council might recall what had happened when economy proposals had been put forward in the Secretariat which went further than the governments represented in the Council and in the General Assembly had been willing to accept. The fact was that the work programme of the United Nations was decided by Member Governments, and, on practically all points, represented the approval by Member Governments of proposals which themselves had been made by Member Governments. In such circumstances, it was one of the Secretariat's main functions to warn. It might be that it had not warned enough. But it might also be that its warnings had not been sufficiently heeded. For that reason, he could not but welcome most strongly the expressions in the Council of the determined will of governments to look at the matter seriously, and he hoped that would be reflected also in support for the Secretariat when it proposed cuts in the working programme.

103. He should say a word in defence of the Secretariat. There had been references in the debate to what he thought had been called the Parkinson's disease of international administration—the self-protecting, sometimes empire-building, attitude of civil servants. Nobody denied it; everybody knew it from his home field and from international organizations. There was another disease, if they were to enter upon the pathology of international organizations, the kind of schizophrenia reflected in the fact that the same governments took opposite views in different organs. That was a major complication from the point of view of the Secretariat and of co-operation among the international organizations. He hoped nobody would regard it as improper or going beyond what was justified by facts if he were to say that co-ordination began at home.

104. It had been proposed that a committee should be set up to overhaul the programme. He must strongly warn against it. A committee for that purpose would be a good thing, only if one condition were met: that it would not show the same weakness as were shown by most collective international organs, and would not tend, like them, more or less to follow the law of the highest common denominator when it came to programmes, and the lowest common denominator when it came to the budget. That put the secretariats in a position where, sometimes, frankly, it was not possible to operate in a rational way. Before embarking on such an attempt it was necessary to be quite sure that there was behind the creation of such a committee the full and unreserved willingness of all governments to put into effect the desires for a reduction or streamlining, or better selection of projects.

105. Reference had been made to ACC and to the possible contribution of ACC to co-ordination. He had already had the opportunity at the 943rd meeting to say how much emphasis should, in his opinion, be placed on the factor of personality in the development of co-ordination among the autonomous bodies which made up the United Nations family. There was one fact which was sometimes overlooked: that there were limits to the extent to which the members of ACC could establish co-ordination. Apart, perhaps, from the Secretary-General himself, all the members of ACC had behind them a governing body representing a certain number of Member Governments. They had no freedom to reach agreement in ACC which might run counter to the authority, and perhaps the wishes, of their own governing bodies. All of them must act within the limits of their constitutional competence. To change that would require a change in the constitutions of most of the international organizations, and that was something that nobody contemplated. They could, up to the precise point set by the terms of reference given them under the constitutional terms of the various organizations, achieve co-operation by further development of personal contacts, inspired by common aims; but, there again, there was a point where government responsibility came heavily into play and where co-ordination at government level was a prerequisite.

106. The Canadian and other representatives had raised the question of longer terms of office for those excellent, but not too numerous, international experts who com-

bined high *expertise* with broad background knowledge and the right kind of spirit in the field of technical assistance. That proposal indicated a direction in which much indeed could be done. He was already aware of various possibilities, which had been tried fairly fully, but certainly further improvements were possible in that direction and a hard core of more or less permanent civil servants of that type might finally be built up which would definitely meet in one way the needs to which he had referred at the 943rd meeting.

107. He would, however, like to point out again, in order to avoid misunderstandings, that there was a fundamental and definite difference between an expert placed at the disposal of a government—that was to say an expert who advised and had no executive responsibility—and a man seconded to a government, who acted on behalf of a government and with executive responsibility. It was the latter type he had in mind, and it was the latter type that was certainly needed in certain countries. It went without saying that in that, as in other cases, the demand should determine the supply. There had never been, and there certainly was not now, any idea in anybody's mind, certainly not in his own, that countries should be forced to take administrators whom they themselves did not feel that they needed.

But he was quite sure that the longer present developments continued, the more aware a number of countries would become that they could not meet their own basic administrative needs without some kind of assistance. When that point came, he believed they would rightly ask the world community for assistance of the type he had indicated, and it was to be hoped that by that time it could be supplied.

108. It would be unwise for the United Nations to shut its eyes to needs or, out of consideration for administratively desirable arrangements, to forget what was the main duty, not only of the Organization, but of the governments themselves. The test of organizations and governments alike was, of course, what they achieved, and he personally was convinced that with full and unreserved devotion to the task which was theirs, they would find that questions of co-ordination would solve themselves automatically.

109. The PRESIDENT declared that the Council had concluded its general debate on item 3 of the agenda, which would be referred to the Co-ordination Committee for further action.

The meeting rose at 6.10 p.m.