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President: Sir Douglas COPLAND (Australia).

Present:

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

Observers from the following Member States: Canada, Chile, Cuba, Indonesia, Iran, Mexico.

Observers from the following non-member States: Bulgaria, Federal Republic of Germany, Hungary, Japan, Spain.

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 Monetary Fund, World Health Organization, International Telecommunication Union, World Meteorological Organization.

AGENDA ITEM 4

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/2659 and Corr.1, E/2661, E/2661 and Add.1, E/2662, E/2668 and Add.1, E/2676, E/2692, E/2717, E/2722, E/2724 and Add.1, E/2728 and Corr.1, E/2733, E/2735, E/2748, E/2749 and Add.1 and 2, E/2753 and Add.1 and 2, E/2769) (*continued*)

1. The PRESIDENT invited the Council to take up item 4 of the agenda, which he had introduced at the 878th meeting, and pointed out that the item was one which had not previously appeared on the Council's agenda. Under it, the Council would review, in the broadest possible way, the development of international economic, social and human rights programmes. The machinery of co-ordination would not be treated as a separate subject, but in the context of the activities to be co-ordinated. The plenary discussion would not go

into detailed aspects of the matter, but would concentrate on general issues and questions of policy.

2. He welcomed the Secretary-General and the representatives of the specialized agencies, and called upon the Secretary-General to open the debate.

3. Mr. HAMMARSKJOLD (Secretary-General) said that the President, in opening the session, had already called attention to the special circumstances in which it was being held. First, the tenth anniversary of the founding of the United Nations was a forceful reminder of the vital continuing tasks laid by the Charter upon the Organization's principal organs. At the same time, the trend towards an easing of international tension promised to enhance the Council's possibilities of action in promoting peaceful and fruitful co-operation among the nations, and higher standards of life in larger freedom. Accordingly, the Council was faced to a peculiar degree both with a challenge and with the prospect of being able to meet it more successfully than in the past. As the President had said, the present session, by the very nature of its agenda, provided an opportunity of taking stock, of measuring what had been achieved in the past ten years, of consolidating the attack on problems the Council had considered to be most pressing and of co-ordinating the attack upon them. The present item provided the appropriate opportunity for carrying out that task.

4. Six weeks previously he had submitted to the Council a written Statement (E/2769) by way of introduction to the item, in which he had tried to trace some of the major trends in the work of the United Nations family and in the development of the processes of co-ordination. His present task had been greatly facilitated by the discussions that had already taken place in the Council on the world social situation and the world economic situation, which had provided the broad setting and perspective essential to the consideration of the major work and social activities of that family. The discussions had also allowed the consideration in some detail of important phases of the United Nations' own activities, including those of the regional economic commissions. He would therefore confine himself to supplementing his written statement on a few points, in the first place on the two series of documents most closely related to item 4, which were not considered elsewhere, namely the reports of the Administrative Committee on Co-ordination (ACC) and those of the specialized agencies.

5. The reports of the specialized agencies had been drawn up in accordance with the desiderata expressed by the Council at its sixteenth and seventeenth sessions. For the most part, they were considerably shorter than in the past, and were concentrated on matters of special concern to the Council. Taken together, they constituted an invaluable body of information on the course, develop-

ment and prospects of international action, in particular in the economic and social fields. They also showed how closely the specialized agencies and the various organs of the United Nations itself worked together to combine their resources most effectively in an intensified attack on human need.

6. The report of the International Labour Organisation (E/2733) reviewed the work of the ILO during the past year; that work was aimed at improving the working and living conditions of the working population, at extending social security and at solving certain problems closely connected with economic development, such as those of productivity, manpower, co-operatives and handicrafts. It also dealt with the agency's activities within the general programme of human rights.

7. The Food and Agriculture Organization (FAO), in its report (E/2753), drew the Council's attention to the growing urgency of increasing productivity to ensure that supplies of food kept pace with the rapid increase in population. FAO proposed to intensify its work along the following lines: assessing the need of people for better nutrition and higher standards of living; assessing the world's renewable resources; improving the quantity, quality and efficiency of production; developing better methods of distribution and consumption; and educating producers, distributors and consumers in the adoption of more rational and progressive methods.

8. The United Nations Educational, Scientific and Cultural Organization (UNESCO), in its report (E/2735), drew the Council's particular attention to progress and plans concerning free and compulsory school education at the primary level; fundamental education; racial and social education, with particular reference to the special effects of industrialization; mutual appreciation of Eastern and Western cultural values; scientific research for the improvement of living conditions; and freedom of information. The report also referred to the additional resources at present available to UNESCO for granting direct aid to its member States.

9. The World Health Organization (WHO), in its report (E/2724), gave a general review of the developments and trends in international health programmes, which had in general advanced from temporary relief activities to the promotion and strengthening of long-term public health services, and from a limited attack upon individual diseases to comprehensive health programmes. The report also gave a brief account of the role recently played by WHO in co-ordinating international research in the field of health, promoting training facilities for medical personnel, nurses, midwives and the like, and in promoting co-operation between countries on a regional, and even on a global basis, in the fight against such widespread diseases as malaria.

10. If he did not refer separately to the reports of the International Civil Aviation Organization (E/2749), the International Telecommunication Union (E/2748), the Universal Postal Union (E/2692) and the World Meteorological Organization (E/2722), that was not because he under-estimated the importance of their several activities. The extent to which their work was apt to pass unperceived was the measure of its necessity and of the efficiency with which it was carried out. Nor would he refer separately to the reports of the International

Bank for Reconstruction and Development (E/2668) and the International Monetary Fund (E/2661), since they had been considered at the nineteenth session.

11. The seventeenth and eighteenth reports of ACC (E/2659 and Corr.1, E/2728 and Corr.1) reflected that body's concern to improve the organizational arrangements for the Expanded Programme of Technical Assistance. He drew attention to the formula on that subject worked out between the directors-general of all the participating agencies and himself, and mentioned in paragraphs 11 to 15 of the eighteenth report. He attached great importance to that formula which, although leaving intact the constitutional basis of the Expanded Programme and the operational responsibilities of the Technical Assistance Board, spelt out the proper internal lines of authority; thus the formula was a clarification rather than an innovation.

12. The two ACC reports also described in some detail the progress made in bringing about a concerted approach to, and to some extent concerted action in respect of, important aspects of the economic and social programmes of the United Nations family. The eighteenth report referred to the continuing inter-agency efforts to work out co-ordinated arrangements in the administrative and financial fields, and contained a statement on the possibilities of further co-ordination of public information services, as requested by the Council at its eighteenth session. The two reports showed that much had been accomplished through the establishment of inter-agency machinery for co-ordination, that problems had been avoided and overcome, and that efforts—and some advances—had been made towards the achievement of really concerted work programmes. It should naturally not be assumed that the degree of co-operation or co-ordination was completely satisfactory either to the executive heads of the specialized agencies or to himself. At any particular moment there were likely to be a number of problems outstanding, most of them on the way to solution, but some, perhaps, more intractable—problems arising from the overlapping of the areas assigned to the various international agencies by their respective constitutions and from the lack of co-ordination sometimes found among national ministries. Nor could he and his colleagues on ACC be fully satisfied with the extent to which it had so far proved possible to give effect to the Council's recommendations about concerting programmes through consultations at the earliest stage of programme preparation. Neither could they fail to note some disparity between the positions taken by the different intergovernmental agencies towards the questions of priorities and the concentration of efforts and resources.

13. The significance of such entries on the debit side of the account ought not, however, to be exaggerated. There was a good and effective system of inter-secretariat co-ordination. Improvement was largely dependent upon the action of Governments, and upon the action of the Council itself in giving a lead and in co-ordinating the broad programmes of economic and social development in which the organizations of the United Nations family were participating.

14. The ACC reports and his own written Statement dealt with the co-ordination of activities among the various

members of that family, but the question of co-ordination had other important aspects, two of which called for mention.

15. First, there was the relationship between the various economic and social goals that countries were pursuing under the auspices of the United Nations: higher standards of living, full employment, conditions of economic and social progress and development, and the solution of international economic and social problems, to name a few of the objectives set out in the Charter. In the international programmes of the United Nations, as in the formulation of national policies, situations were bound to arise in which some of those objectives competed, or might even appear to conflict. To underestimate the importance of national objectives being pursued within a framework of economic equilibrium and international harmony would imply a failure to learn the real lessons of the history of the last twenty-five years. It was the Council's responsibility to promote the synthesis of views and the reconciliation of policies by which that process might be made possible.

16. Secondly, there was the question of priorities. In earlier years the Council had considered the matter in very broad terms, particularly in 1952, when it had drawn up the list of priority programmes of the United Nations and specialized agencies; and in more recent years it had dealt with it more narrowly in terms of its review of the programmes of the year or years to come drawn up by the commissions, by special organs such as the United Nations Children's Fund (UNICEF) and by the specialized agencies. In case the Council might wish to undertake a similar review of future programmes, the Secretariat had prepared a short paper for the Co-ordination Committee summarizing the action taken by United Nations organs under the resolutions adopted by the Council at its eleventh, thirteenth and fourteenth sessions relating to the criteria and procedures for the determination of priorities and the list of priority programmes itself. The Secretariat would be ready, in the Co-ordination Committee, to give such detailed information about matters of programme and co-ordination as delegations might desire.

17. The plans for streamlining the work of the Secretariat in the economic and social fields, to which the Council had given its general approval in 1954, also fell under priorities. Since then, administrative and budgetary arrangements based on the plan had been adopted by the General Assembly, and he had endeavoured to carry out the reforms involved, guided by his declared hope that they would in all respects tend to strengthen the real impact of the United Nations' work. By and large, he had received ready co-operation from the commissions in putting the reorganization into effect, but there had been a few cases of divergence, or of danger of divergence, to which the Under-Secretary had referred at the opening of the session. He hoped that the position the Under-Secretary had taken on those cases, which he was convinced would be to the benefit of the United Nations, would receive the Council's support.

18. The previous year's survey had been directly concerned only with the work and organization of the Departments of Economic and Social Affairs at United

Nations Headquarters, questions relating to the staffs of the regional economic commissions and the Technical Assistance Administration (TAA) being left over for later study. He could state without hesitation that the working relations among those various units had become much closer in the past year, as a result partly of the reforms undertaken at Headquarters. The administrative and organizational arrangements involved, and such questions as the actual division of work, had, however, recently been under close study by the Survey Group. The studies, not yet completed, led generally towards the conclusion that there should be closer integration and greater utilization of common resources in the execution of their responsibilities between the staff assigned to the Department of Economic and Social Affairs at Headquarters and the regional economic commissions. It was felt that in the field of technical assistance a more rational and efficient utilization of resources available to the Department of Economic and Social Affairs at Headquarters, the regional economic commissions and TAA would materially benefit the Governments which were being assisted through the Expanded Programme. Proposals were under consideration which would permit of a closer working relationship among those Secretariat units, and of a broader delegation of work from Headquarters to the field in support of the policy and control responsibilities the exercise of which fell to Headquarters. It was hoped that such proposals would make it possible to contribute further to the objectives he had put before the Council at its eighteenth session.

19. Mr. EVANS (Director-General, United Nations Educational, Scientific and Cultural Organization) proposed to confine his remarks to co-ordination as such, and not to deal with the achievements of the specialized agencies, outlined in their respective reports.

20. UNESCO's organs had always believed that the agency was a member of a family of organizations working for the world community; and in their work those organizations were coming to be guided to an ever-increasing degree by a realization of their profound community of purpose and by their anxiety to take account of the Council's views about the co-ordination of their activities. Accordingly, they were eliminating low-priority activities in order to concentrate to an ever-increasing extent on major tasks. A considerable amount had yet to be done to reach ideal co-ordination, and UNESCO would be glad to do anything it could to that end.

21. If the specialized agencies were to respect the system of priorities proposed by the Council, they must, however, be able to rely on the Council's reviewing that system from time to time in the light of the changing situations with which the agencies were faced. It was a shortcoming of the present arrangements that no effective efforts were being made to indicate the interrelation of the progress achieved in the agencies' various fields or the extent to which progress in one field depended on that achieved in others: how far, in, say, Latin America, industrial development depended upon progress in education, or, conversely, in the same region, progress in education depended upon economic development.

22. Without waiting for better co-ordination within individual member States between the government departments dealing with the affairs of the various agencies, valuable work could be done by the latter exchanging information about their programmes in the very early stages. His own practice was to send the first draft of UNESCO's programme and budget to all the specialized agencies and to the United Nations; next, the Executive Board considered his draft together with the comments returned by those bodies and by the States members of UNESCO; he then addressed a further draft, suitably revised and worked out in detail, to all the organizations in the United Nations family. Finally, the General Conference took its decisions on the programme and budget in the light of the comments made by those organizations and the proposals put forward by the secretariat. Thus, in the course of its programme planning, UNESCO received and considered at various stages, concurrently with the secretariat's proposals and the observations of member States, the comments of the specialized agencies and the United Nations.

23. It was important not to overlook the social side of economic development, especially the cultural elements of that social aspect. At present, the development was being viewed mainly in terms of technical assistance. Indeed, the Expanded Programme of Technical Assistance was one element of the broad activities of the United Nations family in which effective co-ordination was being achieved. Yet even there, as he himself had seen at the last meeting of the Technical Assistance Board, there was room for a more active spirit of co-ordination between the agencies to improve the integration of their activities, particularly in respect of joint projects. UNESCO, for its part, promised its full co-operation in all efforts to that end.

24. UNESCO's activities touched the general activities of the United Nations at many points, for example, in the matter of population. UNESCO had given its full assistance at the World Population Conference, and it could always be consulted through its Department of Social Sciences. More generally, UNESCO was interested in the matters dealt with by the Social Commission and hoped that that body would bear UNESCO's activities in mind, and tell it where it could be of service. UNESCO's work also touched on the field covered by the Commission on Human Rights and its special rapporteur on discrimination in education, and the organization had given assistance to the latter. In addition, UNESCO was interested in the United Nations Special Fund for Economic Development (SUNFED) and indeed in all projects to help the under-developed countries, though there it awaited the United Nations' lead before itself venturing upon any specific action in that field. Further points of contact were the work of UNESCO's Department of Natural Sciences on arid zones; research on the peaceful uses of atomic energy, in which connexion UNESCO was already collaborating with the United Nations and other interested specialized agencies. He also mentioned the work of the Department of Social Sciences on the social consequences of industrialization, on the economic motivation of peoples, on statistics and on community development.

25. One way in which UNESCO could help the work of the United Nations, to which, perhaps, the Council had not yet given enough attention, concerned the non-governmental organizations. The numerous non-governmental organizations associated with UNESCO not only made suggestions for the agency's work; they could also help in the solution of many problems of interest to the entire family of the United Nations. UNESCO was ready to enlist their help in tackling some of those problems, particularly in the field of scientific research.

26. In connexion with country programming, a procedure to which it was resorting more and more, UNESCO had found that it was most important that countries should be aided individually in planning not only their respective programmes in its own particular field, but also their programmes in all the fields covered by the various agencies. Countries needed help in deciding how much of one kind of development they required before they pushed on with another; for example, how much scientific development was necessary before they could proceed with a programme of economic development. To that end, all the agencies ought to combine to help Governments to obtain a general picture of their various requirements. UNESCO was prepared to place all its facilities at the disposal of the other agencies. Helping countries to plan their own future in that way was the most important contribution the agencies could make.

27. In conclusion, he repeated his assurance that his organization attached the greatest importance to the co-ordination of the work of the United Nations family, under the Council's aegis; it was ready to study with the greatest attention any suggestion the Council might make to that end.

28. The Earl of SELKIRK (United Kingdom) considered that it was particularly appropriate, as Mr. Hammarskjöld had said, that the present debate, the first of its kind, should be taking place in the year of the tenth anniversary of the United Nations.

29. The relationship and co-ordination between the various United Nations organs that had been created during that period required reviewing from time to time. The object of the review should be not to restrain the agencies, but rather to strengthen them by ensuring that the United Nations family moved as one body in the social and economic fields. That had been the purpose of the Council at its eighteenth session. It was also the logical outcome of the decisions on priorities taken at the fourteenth session (resolutions 451 A and 451 B (XIV)). The time was now ripe to see how those priorities were working. He welcomed the Secretary-General's proposal to submit a paper on the subject.

30. The reports of the bodies concerned covered so vast a field that the Council had a very big task before it in trying to give general guidance that would both simplify the relations between the various organs and stimulate them in their work without entailing any suggestion of over-centralization. The future of the Council would, in a measure, depend on the success with which it performed that task.

31. He would divide his speech into two parts. In the first he would deal with the question of co-ordination proper and in the second he would try to deal with the

more difficult task of discussing the future role of the United Nations in the economic and social fields.

32. So far as co-ordination was concerned, machinery existed, and was working reasonably well; moreover, steps were being taken by which it might be further improved. The main part of the machinery was ACC. The specialized agencies were represented on that Committee by their executive heads, and its work was under constant scrutiny. There seemed little the Council could do at this moment to help ACC in its activities; what was required was, as the Secretary-General had said, simply patient day-by-day effort along the existing lines.

33. Co-ordination, however, was not merely a question of eliminating overlapping of activities, but also one of initiating activities which could not be carried out by one body alone. The reports before the Committee showed that such co-ordination was on the increase. Meetings had recently been held, under ACC's auspices, on water resources and agrarian reform, which had been attended by a considerable number of agencies and by other United Nations bodies. It was to be hoped that next year's reports would show even further progress of that type.

34. It was possible that the Council in the course of its review might find that certain aspects of the relationship between the agencies and between the agencies and the United Nations might profitably be studied by ACC. That would be a simple and effective way of ensuring that matters of interest to the Council received early study by the bodies concerned. He would like to know if it would create any difficulties if the Council were to refer such matters to ACC.

35. In addition, co-ordination and co-operation could be achieved—and sometimes more effectively—bilaterally or trilaterally. The recent conference of experts on the pulp and paper industries held at Buenos Aires under the joint auspices of FAO and the Economic Commission for Latin America provided an example, and others were to be found in the practices of the ILO. He hoped that co-ordination of that kind too might be extended. He would not now make detailed suggestions, but just give one example.

36. The United Kingdom was interested in the removal of obstacles to the expansion of world trade. The most important bodies working in that field were the Contracting Parties to the General Agreement on Tariffs and Trade, concerned with commercial policies, and the International Monetary Fund, concerned with monetary policies; their activities were to a large extent interdependent, and close and continuous collaboration between them was accordingly desirable. The matter was already under study and he hoped that a satisfactory solution would soon be found. His Government would give any assistance in its power.

37. Although the operation of the regional economic commissions was to be considered more closely the following year, when the Council would have before it the report of the Survey Group which had been examining their structure, it was too important a matter not to receive consideration also at the present session. Those commissions were an integral part of the United Nations, their secretariats coming directly under the Secretary-

General; that was as it should be, and he was glad to learn from the Secretary-General that working relations between the three commissions and United Nations Headquarters had become closer in the past year, and that still greater integration was contemplated for the future. At the same time his Government would wish to look very closely at the suggestion that the regional commissions should play a greater role in the field of technical assistance. But the commissions constituted, as it were, outposts of Headquarters in the regions concerned and, in view of the special position they occupied in the life of those regions, it might be useful to treat them as a sort of regional centre for all United Nations activities there. He wondered whether the secretariats of the regional commissions had close relations with the visiting representatives of the specialized agencies, in addition to existing relations with their resident representatives, and whether there was any machinery in the regions reflecting ACC. He did not necessarily wish to suggest that such machinery was desirable, but he felt that it would be useful to know more about co-operation than could be learned from the commissions' reports. The latter indicated that contact between the commissions and other international bodies of all kinds was frequent, but it appeared to be more formal—or perhaps postal—than personal.

38. Co-ordination of United Nations activities ultimately depended on the Governments which benefited from them. It was not the function of United Nations bodies to plan the development of individual countries, but merely to offer technical assistance and advisory services in certain specific fields; and United Nations machinery existed to ensure that those services were useful and efficient. But the extent to which it resulted in a co-ordinated effort to improve the standard of living in individual countries depended mainly upon the ability of the Governments concerned to plan for themselves and upon their readiness to ask for the advice and assistance they required to put their plans into effect. Consequently, it was up to Governments to see that what was done was useful and properly co-ordinated. They ought, in addition, to see that they gave consistent instructions to their several delegations to various United Nations bodies.

39. He had some suggestions to make concerning the handling of the Council's work on co-ordination. After considering any unresolved points raised during the discussion in the plenary meeting, the Co-ordination Committee that was to be set up might consider, as a single item, the reports of the various specialized agencies, so as to ascertain the nature of the co-ordination existing between the agencies, and where and why there was any overlapping. The question and answer method, suggested by the United States delegation at the nineteenth session, would make that part of the Committee's work as short and effective as possible. The Co-ordination Committee might also deal similarly with the reports of the regional economic commissions, in so far as they raised problems of co-ordination with the specialized agencies. Finally it might do the same with the reports of the functional commissions. The statement of the Under-Secretary for Economic and Social Affairs at the opening meeting of the session had made it clear that it

was necessary for the reports of those commissions to be examined by the Council in the general light of co-ordination and existing priorities. The obvious place to do that would be in the Co-ordination Committee, under the present item of the Council's agenda.

40. Having completed his remarks on co-ordination in the narrow sense, he observed that it was the Council's duty to formulate a broad general policy covering the entire social and economic field for the general guidance not only of the United Nations Secretariat, but also of the whole United Nations family—a somewhat daunting but eminently worth-while task.

41. The Council ought to tackle that task because of the great trust the people of the world placed in the United Nations, and the moment was a propitious one, in view of the possibility of a relaxation of international political tension. The reduction in armaments which such a relaxation might permit could make a larger proportion of national resources available for promoting the social and economic well-being of the peoples of the world—and that at a moment when the development of nuclear power and of electronics promised to open up astonishingly wide economic vistas. The United Nations would have a big responsibility in suggesting how those resources should be used, and in providing the necessary machinery for the utilization of some part of them.

42. Caution would be required, however, because most of the development ought clearly, from the purely material angle, to be done at national level; the unique contribution the United Nations could make lay in the confidence it could create in international co-operation and the experience it had gained in that field. As things stood at present, assistance through the United Nations was often more acceptable than direct bilateral aid from a richer country to a poorer.

43. Since the peoples of all countries desired increased co-operation through the United Nations, the United Kingdom Government was resolved to continue to give the United Nations its support in that task. Nevertheless, it was important to form a correct idea of the nature and limits of what the United Nations could and ought to do.

44. In the first place, the United Nations was limited by its resources, which might eventually increase, but did not seem likely to do so in the immediate future. For example, although almost all Governments had accepted the principle of SUNFED, many Governments, including his own, had been unable to promise an immediate capital subscription to such a fund. The time was not quite ripe for such large ventures; less costly ones, such as the International Finance Corporation, the creation of which his Government welcomed, might sometimes be possible. But it was important that the limited available resources should be concentrated on projects which gave a good return, and preferably on existing programmes. In addition, resources ought not to be wasted on projects that were already being efficiently carried out by Governments or by international co-operation outside the United Nations—for example, under the Colombo Plan, the Organization of American States, the Organization for European Economic Co-operation or the Council of Europe. All those organizations were doing valuable work in the spirit of the United Nations Charter, and, so

long as the United Nations possessed but limited resources, and was still feeling its way, particular care ought to be taken to avoid duplicating their work. That implied, however, the establishment of reasonable liaison and, no doubt, in due course, of active co-operation with them.

45. Secondly, there was the question of the way in which the United Nations ought to extend its help to individual States. Nations differed too greatly among themselves for it to be feasible for the United Nations to draw a standard blueprint for development, or even remotely to consider assuming responsibility for the general economic and social evolution of any nation or region.

46. With those two reservations, he wished to make some positive suggestions for future work in the economic and social fields.

47. In the first place, the Council ought to reaffirm, for its own guidance and for that of its subsidiary bodies and the specialized agencies alike, that the development of the under-developed areas of the world was the primary consideration.

48. Secondly, the Council might from time to time, not necessarily every year, indicate to the Secretary-General and to the specialized agencies some subject on which a clearer picture was needed, or which called for co-operative action between the United Nations and the agencies concerned. ACC could then be left to work out the timing, in accordance with existing work programmes, and the precise responsibility of the individual agencies. An example of such a subject was population, which required co-operation between a number of agencies, and upon which a number of agencies had in fact co-operated at the recent World Population Conference. Another possible subject was the industrialization of under-developed countries, which raised problems, both economic and social, concerning several agencies as well as the United Nations. Next, after various aspects of such a problem had been dealt with by the United Nations and the agencies, in accordance with the plan drawn up by ACC and approved by the Council, the Secretariat might prepare a comprehensive summary of the work done and make suggestions to the Council for future action. Since it was unlikely that such a general co-operative effort could be carried out at the national level or by private institutions, it was a field in which the United Nations could make a useful contribution. The Organization ought to concentrate on work that was particularly needed, and which it was particularly well qualified to do.

49. The United Nations had scored its most outstanding success with the Expanded Programme of Technical Assistance, and Governments could with confidence invest in that success. Accordingly, the United Kingdom Government, which had subscribed £800,000 for 1955 to the Programme, and made £300,000 of that sum available on 1 January 1955, was, subject to the necessary parliamentary sanction each year, now prepared to guarantee that it would continue to make contributions to the Programme for the next three years. Its contribution for each of those years would, as usual, be announced at the annual pledging conference, and part of each contribution would, as previously, be paid in

January. He hoped that that pledge would make a real contribution to the future stability and success of the Programme.

50. Mr. HARRY (Australia) considered that the Council had no more important function than that of reviewing, co-ordinating and stimulating the work of the specialized agencies and of its own subsidiary organs. In the past, that had been done in rather piecemeal fashion, and the Australian delegation therefore welcomed the present opportunity for a more general review. In considering the general direction in which the Council had been moving, and in charting its future course, more was needed than a mere assessment of the effect on the over-all programme of the division of responsibility between the United Nations itself and the specialized agencies. The review should not be confined to examining the machinery of co-ordination, but should rather be concerned with its aims and results. The general framework of co-ordination had been laid down in the Charter, adopted ten years ago, and in his delegation's view experience had shown it to be sound. The intention had then been to allow the specialized agencies the greatest possible initiative, in order to turn their special experience and enthusiasm to full advantage and to make a sound division of labour. The Charter, however, entrusted to the Council the vital role of co-ordinating the activities of the specialized agencies and of the functional and regional commissions as a whole.

51. Although the economic and social work of the United Nations and the specialized agencies had acquired more relative importance than had been envisaged in 1945, he did not think that the Council had come up to expectations in its annual reviews of the work of the specialized agencies. There could be no question of imposing a master plan, but the Council had tended to regard co-ordination as mere avoidance of duplication instead of positive collaboration. Its review of the work of the functional commissions and, to a lesser extent, of that of the regional economic commissions, had by degrees become more effective than its supervision of the agencies, largely owing to the special relationship between the latter and to the fact that appropriate working arrangements had not yet been properly worked out. Some progress was being made in that direction by ACC, although that body had been hampered by the constitutional relationship between the agencies and the Council and by the lack of a clear lead from the latter. Again, pressure of other problems had led the Council to accept the agencies' annual reports without thorough scrutiny. The Council had also tended to consider the work of each separate agency in isolation.

52. While agreeing with the United Kingdom representative that the machinery of co-ordination was working reasonably well, he thought that better use could be made of it; there was always a temptation to blame shortcomings in any programme on lack of co-ordination, and then to seek new forms of the latter. The Australian delegation believed that the specialized agencies now had a system of agreements on jurisdictional boundaries and on procedure for consultation at both the planning and operational stages. He agreed with the Secretary-General that there was greater need for Governments to improve the co-ordination of their policies in various

United Nations bodies than for improving co-ordination between the agencies. It still happened that divergent—and sometimes incompatible—policies were pressed simultaneously by the same Government in different organizations. Some excuse was to be found in the heavy programme of conferences, with its attendant difficulties of briefing, but the principle of co-ordinated country programming adopted in connexion with the Expanded Programme of Technical Assistance might well be extended to the whole field of international economic and social action.

53. However, since he thought it more important to examine the substance of United Nations programmes and their interrelationship, he proposed to discuss, first, the diverse fields of economic activity with which the United Nations was concerned, and, secondly, the different methods adopted for dealing with the various aspects of economic and social development.

54. As the Australian representative had stressed in the general debate on the world economic situation, the broad objective of the United Nations was to bring about a better world and to build up international co-operation to ensure universal prosperity. The Charter stated that general aim in some detail. Moreover, what might be called a United Nations philosophy, perhaps implicit in the Charter but not specifically expressed there, had developed. He had in mind the broad principle that, so far as was practicable, priority should be given to the social and economic development of the under-developed countries, although that term was not used in the Charter; the same was true of United Nations work on behalf of refugees and the work of UNICEF.

55. In the search for a better world, action was required in at least six fields: the discovery, development and use of natural resources; the improvement of human capacities and skills; national economic and social organization; communications; trade and exchange; and the broad field of human relations.

56. Examining United Nations activities in each of those fields, one was struck by the immense variety of programmes in operation. The efforts of the specialized agencies, and that of the United Nations itself, had to some extent been dissipated in the attempt to deal with too many problems at once. The Council had recognized the advantages of greater concentration on fewer projects in its resolutions 324(XI) and 451(XIV), and the Australian delegation believed that such efforts to avoid undue dispersion of the limited resources should be continued. The Council's authority to lay down priorities was limited both constitutionally and in practice by the area of agreement among its members. For guidance on future priorities, it would be useful to review the six fields he had listed, the effect of existing programmes and the limits imposed on United Nations action by political circumstances.

57. In the field of natural resources, much useful work had been done by FAO and the World Meteorological Organization, both alone and in collaboration with UNESCO, as well as by the regional economic commissions. He mentioned the proposed FAO survey of world agricultural, fishery and forestry resources in relation to world needs, and the forthcoming conference on the peaceful uses of atomic energy, which would not

only make possible an exchange of experience and information, but would also touch on the problem of raw materials. His delegation approved all those activities, and the work being done by the specialized agencies to help Governments to develop their natural resources. But that work was bound to be conditioned by the political climate, and any change in the latter that would enhance and widen the range of such activities would be more than welcome.

58. In respect of the improvement of human capacities, he referred to the work of WHO for the maintenance and improvement of public health everywhere; projects such as those for the control of malaria had in many areas raised productive capacity to a remarkable degree. The International Labour Organisation had also made progress in its specialized field of industrial health. UNESCO had made great strides in the provision of fundamental education, and the International Labour Office, in co-operation with UNESCO and FAO, in the provision of vocational training. In that whole field, political influences were not so powerful; the only limitation which had to be accepted, on the expansion of such work, was that of the financial and human resources available. One probable result of United Nations efforts to improve the health of the peoples would be a substantial rise in the average expectation of life and in world population, which, in turn, would raise important economic and social problems of concern to nearly all the specialized agencies and the Council's commissions.

59. The great diversity of the economic and political systems of Member States did not prevent them from turning to the United Nations for advice and help in internal organization and administrative methods. Some technical assistance projects were concerned with public administration in its broad lines, and programmes of community development also involved administrative techniques, both local and national. Continued progress in that field would, however, depend on heightened confidence that those problems could be tackled on a scientific basis without any attempt to influence the varied patterns of political organization.

60. International co-operation in the field of communications was essential both to an expansion of trade and to an increase in mutual understanding. As had been pointed out by the Economic Commission for Europe, east-west trade in Europe had been facilitated by agreements on navigation on the Danube and on rail transit traffic through Austria and Yugoslavia, by the growing importance of the free port of Hamburg and by closer integration of east-European transport. Although that field was primarily the responsibility of the International Civil Aviation Organization and the International Telecommunication Union, the regional economic commissions also had a part to play in it. As political conditions permitted, more attention might be paid to communications which in turn could contribute to a further relaxation of international tension.

61. The expansion of international trade had been fully dealt with in the debate on the world economic situation. It should be noted, however, that care would have to be taken to avoid overlapping between the United Nations and the proposed Organization for Trade Co-operation, if the latter were set up.

62. In the matter of human relationships, he referred to the statement made by the Director-General of the International Labour Office on the latter's new programme of relations between management and labour. The positive co-operation implicit in that programme might well be copied in other areas of United Nations activity. In the field of human rights, for instance, there had been a tendency to accuse States of violations rather than to concentrate on the formulation of principles.

63. Another way of reviewing United Nations economic and social programmes was to consider the methods and techniques used: research, the provision of information and advice, the drafting of standards, financial assistance and, to a limited extent, direct operation of international facilities.

64. The importance of research was recognized by all United Nations bodies, and the Director-General of UNESCO had just stressed its value as a preliminary to action. The Australian delegation had often spoken of the need for adequate statistics, but care should be taken to concentrate the limited resources on the studies necessary for the most pressing problems. That was particularly important in the execution of the Expanded Programme of Technical Assistance.

65. As to the provision of information and advice, he thought that a detailed discussion of tried and proven techniques would be more in place in the debate on the Expanded Programme. There was need for closer co-operation between the regular programmes of the agencies, with their research and advisory services, and the projects of the Expanded Programme. All information at the command of the operational agencies should be available to technical assistance experts.

66. Turning to the drafting of standards, he felt that the United Nations as a whole still had much to learn from the older specialized agencies. The Commission on Human Rights could have drawn on the experience of the ILO, which had found that conventions of too wide a scope were unlikely to secure many accessions. A majority was trying to write into the two all-embracing international covenants on human rights more than the minority was prepared to accept. UNESCO had made similar mistakes. International legislation demanded careful selection of subject matter and meticulous discussion and drafting. In his delegation's opinion, the Council had made far too many recommendations to Governments. Although crises might call for emergency action, it must not be forgotten that the Council's essential concern was with highly complex long-term problems that did not admit of hasty solutions.

67. Discussing the techniques of financial assistance, he pointed out that the provision of direct assistance was limited to the International Bank and the proposed International Finance Corporation. In the case of most programmes, assistance was provided mainly in the form of services. Naturally, financial problems arose in the allocation of available resources and in the use of currencies. There was also the principle of counterpart contributions by recipient Governments, embodied variously in the programmes of UNICEF, the Expanded Programme of Technical Assistance and the new permanent solutions programme of the United Nations High

Commissioner for Refugees. As the under-developed countries became able to contribute more to such programmes, the present forms of assistance might change and there might be more direct financial assistance. In the immediate future, however, assistance in kind should remain the rule.

68. It was a generally accepted principle that projects at present being operated by internationally recruited personnel should be taken over as quickly as possible by nationals of the recipient country. There were cases, however, where an international staff might be the only method of achieving the desired result. Regional training centres were a case in point; it might be undesirable to staff them solely from the country in which they were situated, and there seemed no logical reason why the staffs should even be drawn exclusively from the region.

69. The general conclusion to be drawn was that, whereas some fields of activity, such as social and economic organization, were naturally limited by political circumstances, others—especially the development of natural resources, the improvement of health and efficiency, and the co-ordination of communications—could be expanded in so far as Member States were willing to help through voluntary contributions to the various budgets and to waive their sovereignty to the extent called for by the needs of international economic and social co-operation. The use of certain techniques might be extended if greater resources became available and the political climate improved. It should be remembered that techniques for promoting economic and social welfare must depend upon administrative capacity in the recipient country; that, indeed, was the basic condition of successful United Nations action. Both in the field of action and in the evolution of methods, there should be continued concentration on those activities and techniques which experience had shown to be the most effective in furthering the economic and social objectives of the United Nations.

70. Mr. STANOVNIK (Yugoslavia), expressing his delegation's appreciation of the personal interest shown by the Secretary-General in the important subject under consideration, said he did not propose to discuss co-ordination in the narrow sense, but to review the co-ordination of the United Nations family as a whole.

71. During the ten years of the United Nations' existence that family had become numerous and complex and its work was followed with sympathy by a number of non-governmental organizations. The specialized agencies were in fact organizations of sovereign States, which had, however, entrusted the Council with the task of co-ordinating and providing general political guidance for their manifold activities. The United Nations could not be compared to a world government in which the agencies represented so many ministries. Yet, as the Secretary-General had pointed out, a synthesis of the interests and activities of sovereign States was going on every day.

72. The specialized agencies had achieved far greater universality of membership than had the United Nations itself. UNESCO, for instance, had seventy-two members and the ILO seventy, while seventy-six States had attended the last World Health Assembly. Moreover, ninety-seven countries and territories had received

technical assistance during the past year. He recalled the President's reference, at the opening meeting of the session, to the wide range of responsibilities incumbent upon the Council for promoting international co-operation and the decisions taken at the nineteenth session for facilitating the broadening of the membership of certain agencies—for instance, UNESCO. His delegation regretted that no action had yet been taken in that direction, although the return to active participation of certain countries which were automatically members of some agencies was to be welcomed.

73. Although the United Nations was not yet in a position to direct the world economy, it was able to promote its development with a view to the achievement of the goals set in the Charter. Through the world-wide economic activity of the United Nations family not only could a contribution be made to world economic equilibrium and social welfare, but effect could also be given to the principles of the Charter concerning the equality of nations, economic development to ensure political independence, the raising of living standards and full employment.

74. Discussing the question of priorities, he recalled that at its eighteenth session the Council had approved the Secretary-General's declared intention of being guided, in the elaboration of programmes and projects within the Secretariat, by the overriding objective of the promotion of the economic and social development of the under-developed countries. Strong emphasis had also been laid on that priority by the United Kingdom and Australian representatives in the present discussion, and it was primarily from the point of view of finding a solution to that problem that he wished to approach the question of co-ordination generally.

75. He would deal first with the co-ordination of studies of problems of economic development, mentioning in particular the study entitled *Processes and Problems of Industrialization in Under-developed Countries* (E/2670), presented at the nineteenth session. His delegation did not agree with all its conclusions, but it was an example of co-ordinated activity on the part of the Secretariat, a number of specialized agencies and the regional commissions. The two studies on land reform and co-operatives respectively, submitted at the eighteenth session, were also examples of co-operation between the agencies and with the Secretariat. In connexion with the all-important problem of financing economic development, he mentioned the compendium *Methods of Financing Economic Development of Under-developed Countries* (E/1333), worked out jointly by the Sub-commission on Economic Development and several specialized agencies, which had provided a basis for proposals concerning SUNFED and other methods of international financing. Finally, there had been the study on the world shortage of paper, entitled "Wood-pulp and Paper" (E/2700), produced for the last session by FAO, UNESCO and the regional commissions jointly.

76. Second came the provision of practical technical assistance. Only two of the specialized agencies—the Bank and the Fund—did not participate directly in the Expanded Programme of Technical Assistance, giving assistance within the framework of their own regular programmes. The Expanded Programme, which had

provided both international experts for many countries and scholarships for the training of national experts to a value of almost \$20 million last year, was acting as a real catalyst for economic development in the recipient countries. Experience had shown that the best results were yielded by close, on-the-spot co-operation between several agencies and the local authorities or enterprises concerned, and he cited an example of such co-operation from his own country, in the construction of a plant for the production of electrical porcelain. An even more impressive example of co-operation was mentioned by the Director-General of the International Labour Office in his ninth report to the United Nations, namely, the scheme for helping the Indian population of the Andean High Plateau, where, with the co-operation of three States—Bolivia, Ecuador and Peru—the International Labour Office, in conjunction with FAO, UNESCO and WHO, had set on foot such projects as the establishment of rural rehabilitation and vocational training centres, and had introduced schemes for moving the surplus population to other more fertile and sparsely populated regions of the three countries (E/2733, p. 79). Similarly, in FAO's fight against the locust, of which the Director-General of that agency had recently given a dramatic description, FAO's efforts had been supplemented by studies made by WHO of the connexion between wind currents and locust flights.

77. In the case of co-ordination in the social field, he noted that there was general agreement that economic progress must be accompanied by corresponding social advances if the United Nations' aims were to be realized. The Council had already reviewed co-ordination in the social field when discussing item 3 of the agenda, and he would not revert to it. But he felt that the picture of United Nations activities in aid of the economic development of the under-developed countries would be incomplete without some mention of the tremendous expansion of UNICEF's work for children and nursing mothers which had resulted in aid being given to 10 million more persons in 1954 than in 1953. There was close practical co-operation between UNICEF and WHO, and his delegation welcomed the decision, taken at the last World Health Assembly, that WHO should eventually assume responsibility for the cost of health experts entailed by the two agencies' joint programmes, which last year had resulted in the testing of 32 million people and the inoculation of over 11 million against tuberculosis, quite apart from such useful developments as school feeding and other long-term nutrition programmes.

78. Another weighty problem with social aspects was that of productivity and there the International Labour Office had done very important work with, in many fields, the assistance of FAO and WHO. He would mention in particular the First European Regional Conference of the International Labour Organisation, held at Geneva from 24 January to 5 February 1955, at which, as the Director-General had observed, a resolution had been adopted concerning the role of employers and workers in programmes to raise productivity. In the preamble to that resolution it was pointed out that higher living standards in Europe depended largely upon increased productivity and an equitable distribution of the benefits therefrom and of the total national income. The resolu-

tion also emphasized the need for linking higher productivity to wages and security of employment and for the promotion of good industrial relations and the geographical and occupational mobility of the working population.

70. UNESCO too had a part to play in the social sphere, as its Director-General had pointed out, particularly in relation to compulsory elementary education and the establishment of school systems in developing countries.

80. Turning to the vital problem of finding international sources of finance for the economic development of the under-developed countries, he said that that was the weakest point in the whole machinery of co-ordination. The scope of the Bank was still rather narrow, considering that only half of its total loans, which amounted to more than \$2 thousand million to thirty-six countries, had been granted to under-developed countries. The links between the Council and the Bank were looser than those with the other specialized agencies; nor did the Bank take part in the Expanded Programme of Technical Assistance. The time had therefore come for the United Nations to set up its own financing machinery in the shape of SUNFED, which would ensure the more effective functioning of machinery in all other fields. Much attention had already been paid to the question of co-ordinating SUNFED's activity with that of existing organizations, and the subject would come up again when the Council discussed Mr. Scheyven's report (E/2757).

81. A new sphere of international co-operation was opening up in the industrial uses of atomic energy. The new agency was still in the process of formation, but he believed that it could and should be established during 1955 with the status of a specialized agency. Its activities would vitally affect those of existing agencies. The last UNESCO General Conference, for instance, had instructed the Director-General to undertake a study on measures of international scope to facilitate the use of radio-isotopes in research and industry. Again, in December 1954, WHO had convened a consultant group on atomic energy in relation to medicine and public health. The International Labour Office was already studying the protection of the health of workers in atomic reactors and similar projects. The World Meteorological Organization had appealed for all available data about the impact of atomic explosions on the weather. The Bank had published an interesting study on the prospects of investment in power generation by nuclear fission. Finally, in its resolution 840(IX) the General Assembly had called upon all the specialized agencies to prepare papers for the forthcoming conference on the peaceful uses of atomic energy.

82. The successes so far achieved had been more the result of collective action than of individual effort, and closer co-operation coupled with the more economical use of existing resources could lead to even better results in the future. That applied in the first place to public information services, on which some agencies, such as UNESCO, WHO and the International Labour Office, were spending considerable sums. The Yugoslav delegation submitted that closer co-operation with the United

Nations Department of Public Information could lead to substantial savings and increased efficiency.

83. The successes gained in co-ordination should not, however, engender complacency. Through the present discussion, the Council should assert the general political and co-ordinating responsibilities laid upon it in Chapter X of the Charter. The priorities laid down by the Council should, his delegation believed, be reflected in the programmes of all the agencies. Only in that way could more successful co-ordination be attained in the future. In conclusion, he wished to congratulate the executive heads and secretariats of the specialized agencies, the regional commissions and the United Nations on the successes already achieved.

84. Dr. DOROLLE (World Health Organization) recalled that the Secretary-General of the United Nations and the Director-General of UNESCO had admirably presented the general aspects of the problem of collaboration and co-ordination among the different members of the United Nations family. Such problems did not generally arise for WHO, which had strictly circumscribed activities and ran very little risk of overlapping with other organizations. When WHO had to work together with other specialized institutions, collaboration and co-ordination became matters of imperative necessity. It was evident, for example, that no programme of nutrition or industrial hygiene could be drawn up without WHO's collaboration.

85. It was at country level that co-ordination presented a very serious problem. As the Director-General of UNESCO had said, in drawing up a national programme it was necessary to decide not only what should be done, but what should be done first; the role of the specialized agencies was to help Governments to decide on the degree of priority to be given to one or other section of the programme contemplated.

86. Another very important aspect of the problem was that of co-ordination of the work being done in any particular sphere by member States at the national level. WHO, for example, had long hesitated to intervene in cancer research, considering that national work in that

field was so extensive that it was difficult to take up the question without risk of duplication or unnecessary effort. However, the very vastness of the scientific effort being expended on the subject in various countries made the need for co-ordination felt. WHO was playing its part by giving a number of research workers an opportunity of comparing their work, by supplying various laboratories with useful bibliographies, etc. But that apparently simple operation could only be carried out by highly competent experts familiar not only with the results of the research completed, but also with the gaps in the work done by the various countries. For it was true to say that the work of the specialized agencies consisted mainly in filling gaps.

87. If the problem of co-ordination was to be solved, it was also essential that the various bodies should be universal in character. Speaking as WHO representative, he joyfully welcomed the news of the Soviet Union's return to that organization.

88. Another very important question raised during the discussion was that of capital investment and financial restrictions on international activity. Financial stringency undoubtedly existed, not only for the contributing countries, but also for the beneficiary countries. The capacity of a country to receive assistance was often governed by factors of capital investment. The organization of health services, for example, entailed the training of doctors, technicians, and the like. That immediately raised the problem of investment, for before doctors and technicians could be trained it was necessary to build medical schools, laboratories, etc. With the object of solving that problem, one of the States members of WHO had submitted a proposal at the last World Health Assembly concerning the establishment of a capital investment fund to be administered by WHO and specially reserved for health activities. The Assembly had decided to defer consideration of the proposal until the Economic and Social Council and the General Assembly had completed their study of SUNFED.

The meeting rose at 5.45 p.m.