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*President* : Mr. Daniel COSÍO VILLEGAS (Mexico)

*Present* :

Representatives of the following States: Afghanistan, Bulgaria, Chile, China, Costa Rica, Finland, France, Mexico, Netherlands, New Zealand, Pakistan, Poland, Spain, Sudan, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America, Venezuela.

Observers for the following Member States: Argentina, Canada, Ecuador, Greece, Israel, Italy, Romania, United Arab Republic, Yugoslavia.

Observers for the following non-member States: Holy See, Switzerland.

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 Monetary Fund, World Health Organization, Universal Postal Union, World Meteorological Organization, Interim Commission for the International Trade Organization.

The representative of the International Atomic Energy Agency.

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**

- (a) Reports of the Administrative Committee on Co-ordination, the specialized agencies and the International Atomic Energy Agency (E/3186, E/3216, E/3222, E/3231, E/3235 and Add.1-2, E/3238 and

- Add.1-2, E/3242, E/3245 and Add.1, E/3247, E/3248, E/3251, E/3261, E/3271, E/3275)
- (b) Concentration of activities and General Assembly resolution 1272 (XIII) on control and limitation of documentation (E/3274, E/3277).
- (c) Appraisal report on the scope, trend and cost of the United Nations programmes in the economic, social and human rights fields (E/3260 and Add.1)
- (d) Concerted action

GENERAL DEBATE

1. The SECRETARY-GENERAL, opening the debate on agenda item 4, said that he was glad to attend the Council's general review of the development and co-ordination of programmes in the economic, social and human rights fields, together with so many of his colleagues from the specialized agencies who would assist him in introducing the item.

2. A review of the total activities of the United Nations family made one aware of the inadequacy of international efforts and accomplishments in relation to the world's most urgent needs. Given, however, the relatively small resources so far available for international work, one could not but be encouraged by what that work had already contributed. International organizations were also gaining, year by year, the necessary experience and technical skills to assume major responsibilities in connexion with the economic development of the underdeveloped countries. With regard to the United Nations itself, the establishment of the Economic Commission for Africa (ECA), the establishment and commencement of operations of the Special Fund, the discussions in the Economic Commission for Latin America (ECLA) of a Latin American common market and, under the auspices of the Economic Commission for Asia and the Far East (ECAFE), the progress in the Lower Mekong River Basin Project showed an increasing recognition of potentialities in the matter.

3. A second aspect of the development of international work had been the improvement in its co-ordination. The major responsibility in that respect rested with the governments and the organs in which they were represented, above all with the Council itself. Under a decentralized system such as that of the United Nations family, which consisted of a number of constitutionally autonomous organizations, perfect co-ordination and completely tidy and logical arrangements were impossible to achieve. The Administrative Committee on Co-ordination (ACC), however, was constantly striving, by means of a system of inter-agency consultations on programme matters, to contribute towards that aim and to ensure good staff co-operation on the various programmes.

4. Following the adoption by the Council of resolution 694 A (XXVI), the ACC had devoted much study to the question of its own procedures and machinery and had reached the conclusion that, while within the existing framework adjustments were constantly being made to meet changing conditions and needs, it could not at present recommend any fundamental changes. As indicated in its twenty-third report (E/3247), the Committee felt that its basic structure must conform to its essential functions of affording regular opportunities for personal contacts among the executive heads of the different members of the United Nations family (para. 6). Since such personal contacts could obviously not be arranged at frequent intervals, steps had been taken by ACC to give its preparatory committee authority to prepare matters "up to the point where only the ACC itself" could act (para. 8).

5. The ACC had also given much attention to co-ordination in the field of atomic energy and had submitted to the Council two papers on the basis of drafts prepared by the International Atomic Energy Agency (IAEA): one was a general paper on co-ordination throughout the whole field (E/3427, annex II); the other dealt with the specific question of possibilities of concerted inter-agency action concerning the effects of radiation resulting from the peaceful uses of atomic energy (E/3247, annex I, paras. 36-57). The conclusion reached in the latter was that the current need was not so much for concerted inter-agency action, but for intensified scientific and administrative co-operation.

6. The findings concerning possibilities of concerted action in other fields represented another point of special interest in the Committee's report. They showed that considerable progress towards concerted action was being made in regard to the conservation and use of water resources and problems of low-cost housing and related community facilities, and that preliminary steps towards concerted action were being taken in the case of urbanization problems. It was quite apparent, however, that there was a limit to the extent of concerted action that was advisable and desirable at any given moment: most of the programmes could be carried out on a well co-ordinated basis by means of the ordinary procedures provided through the ACC for inter-secretariat consultations.

7. Lastly, also in response to a request by the Council (in paragraph 12 of the annex to the above-mentioned resolution), the ACC had prepared a statement on measures required to promote publicity for international economic, social and human rights activities (E/3247, paras. 46-48 and annex IV). Rather than debating it, the Council would probably wish the members of the ACC to bring the different proposals made to the attention of the appropriate organs.

8. As to the concentration of activities and resources (item 4 (b) of the Council's agenda), he recalled his proposals to the Council five years previously regarding the streamlining of its programme and the organization of the Secretariat's work,<sup>1</sup> proposals made with the aim of

making the best use of the scarce resources of staff and money available, and with the conviction that his consultations with the Council on the subject were a stage in a continuing process of co-operation which should greatly increase the usefulness of the work of the Secretariat in the service of the Member States. Since that statement had been made, the possibilities of programme streamlining had been examined year by year by the Council on the basis of proposals which he had submitted. The report submitted at the current session (E/3274) was less substantial than those of earlier years, partly because the major task to be accomplished in 1954 had been completed.

9. During the past year, there had been a number of developments having a direct bearing on the organization and orientation of United Nations work. The recent merger between the former Technical Assistance Administration and the Department of Economic and Social Affairs had been carried out with the aim of dovetailing more effectively the research and information activities in the Secretariat with technical assistance operations. The results had fully warranted the new organizational approach. The newly established ECA and the Special Fund had both been serviced during their preparatory and initial stages by the staff of the Department of Economic and Social Affairs.

10. Lastly, he wished to refer to the appraisal of the scope, trend and cost of United Nations programmes for the period 1959-1964 (E/3260 and Add.1). The appraisal was in part streamlining writ large, and contained proposals for adjustment and reorientation of resources over a five-year period. It was also, of course, an attempt of considerable significance — not undertaken before — to evaluate and consider afresh the main lines of the non-political work of the United Nations.

11. The misgivings which he had entertained when that appraisal had been first proposed had been in a large measure allayed; the Council had further clarified the basic purposes of the appraisal; he had benefited from the guidance of the Council's Committee on Programme Appraisals (resolution 694 D (XXVI)) and from exchanges of views with his colleagues in the ACC; the preparation of the appraisal had helped the Secretariat, as had also the commissions consulted, to bring their work and responsibilities into better focus; and the Council's consideration of the findings would provide an opportunity of adjusting the efforts being made to the world's changing and developing needs, and thus enhance the impact of United Nations action.

12. The Council would probably wish to confine itself at the current session to a first reading of a document that raised so many long-term issues and was in many respects tentative. In a year's time, the Council would have before it the consolidated report of the above-mentioned committee covering the programmes of the United Nations and five of the major agencies. New ideas would certainly emerge from that report, as well as a body of information never before brought together concerning the work and the potentialities of the United Nations family as a whole. For his part, he might well feel it desirable to put forward at that time some supplementary findings and proposals concerning the contribution of the

<sup>1</sup> *Official Records of the Economic and Social Council, Eighteenth Session, Annexes*, agenda item 29, document E/2598.

United Nations Secretariat in different fields. At the present stage, he merely wished to draw attention to a few general ideas of crucial importance.

13. During the last six or seven years, the major emphasis in United Nations work had been on assisting governments in the pursuit of national economic and social policies. There had, however, been a steadily growing recognition of the need for international action, within the United Nations or outside, in order to achieve a better integration of the world economy, as exemplified by such developments as the move through ECLA towards economic integration in Central America, and the insistent calls for international action to control or compensate for the instability in commodity markets and trade and to increase the flow of capital to underdeveloped areas. The question arose whether the time had not come for the United Nations to deal more directly with the formulation of international economic policies of the kinds exemplified by recent trends or at least to serve in a more systematic way as a forum for the consideration of such policies. If the answer was in the affirmative, as he believed it must be, the further question arose of how the Secretariat could make the most effective contribution.

14. To that end, many suggestions were put forward in the appraisal. One of them related to the possibility of the Secretariat submitting to the Council and the General Assembly year by year a summary of the main developments and policy recommendations bearing on problems of economic development (E/3260, para. 52). Another suggestion was that the Secretariat should prepare at, say, five-year intervals, a special study of major economic developments and problems (E/3260, para. 47). The Council — and perhaps, also the General Assembly — might consider setting aside at similar intervals special meetings for the purpose of reviewing those long-term developments, the problems encountered and the need for changes in economic policy. If those closely concerned with policy-making in the governments of Member States — including ministers of finance and economic affairs — were to participate in them those regular reviews could make a valuable contribution to economic policy formulation at all levels, national and international.

15. In his statement to the Council on the world economic situation (1069th meeting), the Minister for Foreign Affairs of the Netherlands had touched on the same basic problems of the role of the United Nations in respect of major issues of economic policy, and had in many important respects expressed similar thoughts. Also, his view that the Secretariat should devote increasing attention in its studies and reports to laying the groundwork for policy decisions at the highest level was in line with the thoughts expressed in the programme appraisal. One of the means to attain that end would be — as the Netherlands Minister of Foreign Affairs had suggested — for the United Nations to accept the continued task of attempting to define the long-term perspective in which policy decisions were made. That was a very delicate task indeed, but it should not be shirked, provided that it could be undertaken in close co-operation with the governmental agencies dealing with the problem.

16. Lastly, he wished to refer to the suggestion by the Netherlands Minister for Foreign Affairs concerning the possible contribution by the Secretary-General to the formulation of a collective economic policy through private consultations with governments. What was envisaged was not a formal, *ad hoc* assignment, but rather a further development of the standing co-operation between the Secretariat and the Council. The work of the Council was not confined to the period of its meetings, but was pursued during the year through the innumerable points of contact both among government representatives and between government representatives and members of the Secretariat, working in close co-operation. The role of the Secretary-General and that of his collaborators in the economic field must always be conceived as supplementary to the actions of governments and the inter-governmental organs of the United Nations, and they could act effectively only by safeguarding their independence of individual governments while enjoying the support of all of them. They also relied on the support of the executive heads of the specialized agencies.

17. Granted all that — and particularly the support of governments and of the Council itself — he would be glad to explore with governments informally, and as the occasion permitted, the possibilities of advancing international action in any of the fields in which the Council had responsibilities, including the economic field, which had a special priority at the present time. He would do so without expecting dramatic results, but not without hope that the Secretariat might be able to make a useful additional contribution.

18. Dr. CANDAU (Director-General of the World Health Organization) submitting the report of the World Health Organization (WHO) (E/3235 and Add.1 and 2), said that there was a growing conviction at both national and international levels of the close relationship which existed between economic and social standards on the one hand, and health conditions on the other. The organization was constantly reminded in its day-to-day operations of the unity of purpose of all the United Nations agencies. Any improvements made in one specific field were impaired unless they were accompanied by advances in other fields: a successful health campaign did not alone promote social progress in a community; it was necessary to ensure for the people, once they were freed from disease, capital investment for production and stabilized markets for distribution. On the other hand, capital investment and improvements in agricultural methods could lead to increased productivity only if measures were taken to raise health standards.

19. The International Survey of Programmes of Social Development (E/CN.5/332, chap. II) recorded the progress made in the efforts to bring under control or to eliminate the major mass diseases and provided encouraging evidence of the rapid strides being made by an ever-increasing number of countries in strengthening, broadening and modernizing their health administrations and health services.

20. Of the programmes endorsed by the Twelfth World Health Assembly in May 1959, perhaps the most important was that designed to make available safe water

supplies to all communities of the world.<sup>2</sup> No factor in the environment was so basic as drinking water. Yet, for three-quarters of the world's population, conditions were totally unsatisfactory in that respect, and it had been estimated that in a large number of countries sickness could be halved by providing safe water and proper disposal of human waste. The study undertaken by WHO<sup>3</sup> emphasized that wherever the density of the population warranted it efforts should be made to provide piped water supplies regardless of whether the area was urban or rural. Another conclusion reached was that the large sums of money needed for the construction of water works must be considered as an investment bringing dividends and should therefore be obtained on a national level from fiscal resources and on an international level from loans.

21. The world-wide malaria eradication programme was another matter of concern to the Twelfth World Health Assembly, which had emphasized that unless adequate financial support was forthcoming, some programmes would be endangered, and money already spent might be wasted. That fact, combined with the threat of growing vector resistance, constituted the most powerful argument against any delay or slowing down in the global campaign. He could only hope that the Assembly's appeal for contributions to the malaria eradication special account<sup>4</sup> would be heard everywhere and, in particular, by governments and industry.

22. In the Americas, where the malaria areas were entirely covered by eradication schemes — planned or in operation — the prospects of achieving total success appeared bright. The picture was also encouraging for the eastern Mediterranean, for South-East Asia and, in the western Pacific, for Japan, Taiwan, the Philippines, Sarawak and Cambodia; an interesting feature of co-operation between countries was the Anti-malaria Co-ordination Board established in 1956 by Laos, Cambodia, Viet-Nam and Thailand, which had recently been joined by Burma and the Federation of Malaya. Even in Africa south of the Sahara, the results of residual insecticide campaigns had been encouraging, and the time had come to plan a WHO-sponsored malaria eradication project in the south-east of the continent. In tropical Africa, the technical and administrative difficulties were great and a series of pilot projects would have to be carried out in order to solve the problems there and, in particular, to find the best possible way for interrupting transmission.

23. The report which WHO was transmitting to the United Nations Children's Fund (UNICEF) provided evidence of the increasing concern which the countries themselves were showing in intensified efforts to eradicate malaria; it showed that the combined efforts of the international and bilateral agencies amounted to 21 per cent of the total expenditure, while the remaining major share had been borne by the governments.

24. With regard to smallpox, the last two World Health Assemblies had decided that concerted world-wide action should be undertaken to eradicate it.<sup>5</sup> Although an effective vaccine had existed for more than 150 years, the disease was still an important public health problem in south-east Asia and Africa, as well as in parts of the eastern Mediterranean regions and in a few countries of the western Pacific and the Americas. There was a need for a world-wide effort, but the heavy costs involved would fall most severely on countries least able to carry the burden. The persistence of smallpox anywhere in the world would be a perpetual menace to all countries, and would call for controls and expensive precautions which themselves were not altogether free from harmful effects; it was, therefore, only fair that the economic burden of smallpox eradication should be equitably shared among all countries.

25. It was obviously more difficult to deal with the many virus diseases which spread freely across national boundaries causing suffering and economic loss. A dramatic example was the 1957 pandemic of influenza, which affected approximately one-quarter of the human race, and in one country of fifty million people caused over ten thousand deaths and an economic loss exceeding \$300 million. Research was for the time being the only way of finding the answers to influenza, poliomyelitis and the many other virus diseases; research also provided the only hope of solving many other health problems, particularly those of the so-called developed countries. Accordingly, the Twelfth World Health Assembly had decided<sup>6</sup> that WHO should enlarge considerably its activities in the research field in order to fill the gaps in co-ordination and communication between scientists and research workers throughout the world, and help in the provision of training facilities. The Assembly had approved the expenditure of \$500,000 to finance research activities in 1960 and at the same time had established a special account for voluntary contributions for international research work.

26. The World Health Assembly had postponed until its thirteenth session in 1960 any decision on the suggestion made by the General Assembly at its thirteenth session (resolution 1283 (XIII)) that WHO organize an international health and medical research year.<sup>7</sup> It was felt that WHO's existing programmes were already drawing heavily on national and international resources and that there was a risk of over-taxing the present possibilities of world-wide co-operation in the matter if commitments were increased. In the meantime, at the request of the World Health Assembly, the Executive Board and the Director-General were studying the matter further.

27. Lastly, the Twelfth World Health Assembly had considered a request made by the Economic and Social Council (resolution 680 B II (XXVI)) that WHO study the persistence of customs whereby girls are subjected to ritual operations and of means for putting an end to such practices, and it had been felt that since the

<sup>2</sup> *Official Records of the World Health Organization, No. 95, resolution WHA 12.48.*

<sup>3</sup> *Ibid., No. 95, Annex 14, A12/P & B/6.*

<sup>4</sup> *Ibid., No. 95, resolution WHA 12.15.*

<sup>5</sup> *Ibid., No. 87, resolution WHA 11.54 and No. 95, resolution WHA 12.54.*

<sup>6</sup> *Ibid., No. 95, resolution WHA 12.17.*

<sup>7</sup> *Ibid., resolution WHA 12.28.*

ritual operations in question were based on social and cultural backgrounds, the study was outside the competence of WHO.<sup>8</sup> The organization was, however, empowered to provide any information of a medical character which might be available to it in the event of the study being undertaken by other organizations.

28. The increasing responsibilities of WHO were a reflection of the steady development of the sense of international solidarity in the world and of the consequent desire to narrow the gap between the privileged countries and those whose potentialities still awaited development and, perhaps, a proof of the confidence that its ninety members and associate members had in the organization. The work of WHO had been greatly influenced by remarkable discoveries continually being made in science and medicine which, if properly applied, could raise health standards to a degree previously unsuspected. The organization could look with confidence to the ever-increasing tasks ahead because it could rely on the help and co-operation of all members of the United Nations family. He wished to mention as examples of that co-operation, the harmonious relationship established between WHO and UNICEF which were partners in many health projects, and WHO's many contacts with the United Nations within the framework of the Expanded Programme of Technical Assistance.

29. The work of WHO, and in particular its plans in environmental sanitation, provided sufficient indication of its interest in the item relating to concerted action by the United Nations family in the field of community development. The Council could rest assured of WHO's determination to play its role in that undertaking and in others carried out in association with the organs and agencies of the United Nations.

30. Mr. SCHURMANN (Netherlands) thanked the Secretary-General for his support of the ideas launched in the debate on the world economic situation by the head of the Netherlands delegation.

31. The voluminous documentation submitted on the item under discussion showed a clear awareness of an unmistakable and welcome evolution towards greater unity in the work of the entire United Nations family. A significant stage of development would be reached in 1960, when members of the Council and of the specialized agencies and the Secretariat were jointly to discuss the consolidated report on the programmes of the United Nations family as a whole for the period up to 1964. Before 1957 too much attention had been paid to concepts of autonomy and separate competences. At that time, although complete co-ordination had not been achieved, there had been a marked development towards a comprehensive view of all the different tasks of the United Nations and the specialized agencies as a single, joint programme encompassing all the social and economic problems of mankind. The place of each agency was determined by its particular ability to contribute to a given part of a joint programme. Progress had also been made in the periodic investigation of the question whether the work of the organiza-

tions was being adapted efficiently to ever-varying priorities. On the whole, too, improvement had been achieved in national co-ordination and the maintenance of a consistent national policy in each of the organizations in which governments participated.

32. Complete and open co-operation among the agencies seemed to have been generally accepted as being sensible and consisting in a frank exchange of views at the programme-planning stage and willingness to avoid duplication and overlapping. Some friction would always be inevitable in borderline cases, but should not cause serious worry. The fact must be faced that intensive inter-agency consultations alone would not be wholly satisfactory so long as more authoritative machinery was lacking.

33. The importance of the growth of concerted action was that it required a willingness to blur the frontiers between organizations and even, to a certain extent, to disregard them altogether. It might be taken as an indication of the extent to which real unity in the United Nations family was being achieved. The results of the ACC study in paragraphs 24 and 25 of the report (E/3247) were promising, even if not conclusive. It was to be hoped that the agencies concerned would become increasingly willing to tackle programmes of great common interest jointly as soon as they were conceived. That would become more possible when the ACC machinery was strengthened under the pressure of an ever-growing trend towards integration.

34. The misgivings with which the concept of programme appraisals for the period 1959-1964 had been greeted in 1957 had been to a great extent allayed, and the discussions between the ILO and the Council had been fertile, as were also the contributions prepared by UNESCO. Undoubtedly, the remaining reservations would gradually disappear, especially when the Council came to consider the consolidated report in 1960. The Secretary-General's appraisal of United Nations activities for 1959-1964 (E/3260), which would no doubt be further discussed in the Co-ordination Committee, was a really impressive document. Never before had the new opportunities for international action been outlined so lucidly against the background of such factors in world development as the startling changes in population structure, the emergence of many new independent countries, the almost unlimited possibilities created by new technological developments, regional co-operation and the growing awareness, in that co-operation, of the interdependence of countries and peoples.

35. The five-year appraisals would justify the activities of the United Nations agencies as inter-governmental organizations ruled by governments and provided with officials to carry out the wishes of those governments. The funds required were contributed by governments from national taxation and the appraisals would also justify the financial sacrifices involved. The consolidated report would be a beginning of further development which would require readiness to collaborate, but it would also make essential a vehicle through which that readiness could be expressed.

<sup>8</sup> *Ibid.*, resolution WHA 12.53.

36. The progress visible in co-ordination, concerted action and consolidated long-term programming was due to the intrinsic vitality of the Organization and might therefore be expected to continue. But, for its continuation, one problem would become increasingly important, namely the absence of a directing centre to map out the road for future co-operation.

37. Any suggestions that he was making in that respect were not intended as negative criticism. The fact that a development seemed to be slowing down merely meant that a joint effort should be made to find means to set it going again. The appropriate body was, of course, the ACC, which should be strengthened. In its twenty-second report, the ACC, speaking of the desirability of expanding concerted action, had mooted the proposal to revise its own machinery,<sup>9</sup> and it had reverted to the question in section II of its current report (E/3247). It was true that only one year had passed and new ideas always encountered resistance. There was some excuse, therefore, for the ACC's statement in paragraph 6 that: "No basic changes in this structure or in the Committee's procedures would now seem appropriate." In the Netherlands delegation's opinion, such changes were not only appropriate, but essential.

38. The divergence of view might be attributed to the fact that the members of the ACC based their opinion on the past, whereas the Netherlands delegation believed that it was the future development that must and would determine the ACC's structure.

39. The definition given by the ACC in paragraph 6 of its major function as personal contacts among the executive heads of the different members of the United Nations family and exchanges — and the harmonizing — of views among them sounded somewhat old-fashioned when it was borne in mind that the ACC was the sole organ for co-operation between all members of the United Nations family and that for at least two years its members had been engaged in tackling ever-growing co-ordination, concerted action and long-term programming consolidation. The ACC had not made much progress since its good start in 1958 when it decided to review its machinery and to appoint a consultant to study the existing arrangements and possible improvements in them. Some consolation might be derived from the statement in paragraph 11 of the report that the ACC would report further to the Council on that question as appropriate. The words "as appropriate" must, in that context, be held to mean at the thirtieth session of the Economic and Social Council.

40. The compelling facts of healthy growth made it essential to improve the ACC machinery. As one suggestion, the continuity required for the preparatory work for policy decisions might be ensured and perhaps decisions might even be taken by majority vote.

41. The International Atomic Energy Agency (IAEA) had agreed to take part in the Expanded Programme of Technical Assistance and, having agreed to report yearly to the summer session of the Council, was attending the

session on the same footing as the other specialized agencies.

42. Despite Council resolution 694 E III (XXVI) stressing the need for the development of effective working relationships within the framework of general multilateral arrangements for co-ordination in the field of atomic energy, the United Nations family had not succeeded in 1958 in overcoming jurisdictional disputes. No effective pattern of co-operation had as yet been consolidated. Section VII of the ACC report suggested that co-ordination in that field had been almost entirely bilateral. In Annex II, paragraphs 8 to 12 showed that the multilateral approach urged by the Council in 1958 had so far hardly been tried.

43. The ACC had apparently come to the conclusion that there was no need for a new or revived Sub-Committee for Atomic Energy, the liquidation of which had disquieted several delegations at the Council's twenty-sixth session. Some explanation might be given in the debate in the Co-ordination Committee of how the ACC believed it could discharge its responsibilities in that field without the aid of some such body.

44. The Netherlands delegation was not fully convinced by the ACC's argument in annex I, paragraph 56, of the report that concerted action with regard to the effects of radiation resulting from the peaceful uses of atomic energy was not at the moment desirable or feasible. That again might be explained in the Co-ordination Committee.

45. Owing to the place now taken by IAEA in relation to the Council, it might be desirable to invite it to contribute its share to the consolidated report on the five-year appraisals, since, in the absence of such a contribution, the report would not cover the whole field of United Nations activities. If objections were based on considerations of timing or procedure, some less formal method of action might be devised to achieve the same purpose.

46. In addition to the organizational problems created by the peaceful use of nuclear energy, a new field for co-ordination and concerted action had appeared, namely the exploration and exploitation of outer space for the benefit of mankind. It would of course be inopportune to discuss the work of the *Ad Hoc* Committee on Peaceful Uses of Outer Space, but the fact remained that two new branches of science had developed within a few years, cutting across the traditional boundaries of science and it seemed inevitable that that would ultimately have repercussions on the methods of dealing administratively with world-wide problems.

47. Mr. ORMSBY-GORE (United Kingdom) said he would confine himself to one main point — the working of the Economic and Social Council itself and its ancillary organizations. He did not think that the Council was measuring up to the great part it ought to be playing in the modern world. Without going quite so far as to assign to the Council the function of laying down a world policy on economic and social affairs, he was very strongly of the opinion that the Council was not adequately fulfilling the responsibilities envisaged for it when the Charter was drafted. It was the business of the Council to focus the attention of

<sup>9</sup> See *Official Records of the Economic and Social Council, Twenty-Sixth Session, Annexes*, agenda item 3, document E/3108, annex 1, para. 5.



governments and of world opinion on the most important general economic and social problems and by debating them to bring governments to a common understanding of the nature of those problems. That in turn should lead to the adoption by governments of complementary policies.

48. He did not wish to minimize the good work that the Council had already done. There was now a far better understanding in the world of the need to promote the development of those areas which were still in a relatively backward condition. There was also a much better understanding of the problem of stability in commodity markets than there had been until a few years previously, and there was no doubt that the Council had contributed very greatly to that understanding. Again, the debates in the Council and in the United Nations on full employment had added much to the world's knowledge of the subject.

49. Nevertheless, he was convinced that the Council could do better still and that there were faults in its existing procedure which limited the effectiveness of its work. In particular, it spent far too much time on elaborating tasks for the Secretary-General, laying down work programmes for the Secretariat and attempting to supervise and manage the Secretariat's performance of its functions—in short, on what might be called "housekeeping". As a result, the Council's really important work tended to be obscured and consequently to make much less impact than it should.

50. While it was the responsibility of governments to nominate to the functional commissions and to their delegations on the Council the best experts they could find on the subjects under discussion, they should instruct their representatives not to allow enthusiasm for their special fields to increase unduly the tasks of the Secretary-General. The work done by the Secretariat in response to the Council's demands was of very high quality, and great devotion and ability went into the documents prepared for the Council's use. The Council and the functional commissions should be careful not to ask for more than they could effectively absorb, digest and transform into recommendations for policy and action. Efforts by the Secretariat to reduce superfluous documentation had had some success in recent years, but it could do nothing really effective unless governments co-operated.

51. The Council would be wise to leave to the Secretariat a great deal of scope and initiative in meeting the needs of the Council and its subordinate bodies in regard to information and informed examination of facts as a background for its labours. It was to be hoped that the appraisal which was now proceeding in the Council would bring increased order into the scene. Once that order was achieved, it would be for the representatives of governments to do their best to maintain it by concentrating on the most important tasks and assigning to the Secretary-General only tasks which were of real value to economic and social progress.

52. He had a tentative suggestion to make regarding the reorganization of the Council's work. He would like to see short meetings of the Council, lasting perhaps no more than a few days, which would deal with the most

important questions, and a more flexible, *ad hoc* method of handling other problems. It seemed to him that sessions at which only topics of first-rate importance were discussed would have a very much greater impact on government and world opinion and lead in the end to more effective action.

53. Mr. SEN (Director-General, Food and Agriculture Organization of the United Nations), observed that the activities of the United Nations and its specialized agencies, especially in the economic and social spheres, had acquired an all-embracing character. The complexity of those activities was bound to give rise to problems of coherence and balance and the task of co-ordination was assuming ever-increasing importance as the area of international co-operation and assistance expanded.

54. In spite of the efforts of the previous fifteen years, few of the under-developed countries had succeeded in achieving self-sustained growth. The gap between the rich and the poor nations still tended to grow. It therefore became imperative to discover whether there was anything in the United Nations family's approach to the problem which could be improved. Lack of resources was generally regarded as a major obstacle, but it was not the only obstacle and perhaps not even the most important. Whatever resources were available must be used to the maximum advantage. In the past, technical assistance had usually been planned in a piecemeal fashion and had not been organized to fit into a pattern of clearly determined needs depending upon parallel action in other fields. The need for taking a comprehensive view of all relevant factors affecting balanced development had largely influenced FAO's forward appraisal, its Mediterranean development project, its "Free the World from Hunger" campaign and its other recent major undertakings.

55. The forward appraisal report was now in an advanced stage of preparation and would be submitted to the Council with the comments of the FAO's November Conference. The organization's internal examination had covered much the same ground as that indicated by the Council. Thus, the forward appraisal report would not only serve the purposes of the Council—greater co-ordination and concerted action by international organizations—it would also be a mould for FAO's programme in the future.

56. In FAO's approach to the forward appraisal, the idea of simply projecting existing trends had been discarded from the outset. Instead, an analytical evaluation had been made of the current programme of work in order to determine the fields in which FAO might more profitably use its additional resources in the future. Lately, the appraisal work had also been materially influenced by the thinking and programmes related to the "Free the World from Hunger" campaign awaiting approval by the FAO Conference.

57. With regard to technical assistance, the recommendations made by the Technical Assistance Board in document E/TAC/84 would, if adopted, pave the way for further improvements in technical assistance programmes. Reviewing some of the major recommendations, he observed that the reduction in the allocation of technical

assistance funds to the agencies at a time when programme costs were rising and the number of countries receiving it was also increasing was a serious matter. The world could not afford to put a brake upon the peaceful, economic and social evolution of the under-developed countries. The technical assistance programme was symbolic of the world's concern in their progress and the eventual contribution they could make to international life. Any sudden shortfall in technical assistance funds, as in 1959, was likely to create not only distortions in programme planning, but also a loss of enthusiasm essential for national effort.

58. It was reassuring that some additional support to economic development programmes would now be available through the United Nations Special Fund. As to FAO's participation in the implementation of Special Fund projects, the best results would be achieved if FAO were closely associated with agricultural projects at all stages, from planning to execution. Governments, either individually or in association, had to choose the types of projects which they needed to further their economic development and FAO stood ready to give them technical advice in drawing up such projects.

59. The Managing Director of the Special Fund, in selecting projects which qualified for assistance, usually sought an independent evaluation. In the case of agricultural projects, he had already asked FAO to make such evaluations for all the projects submitted. In many cases it was possible, on the basis of information already available to FAO, for those evaluations to be made at FAO headquarters. No charge had been made for the services of the regular staff, or of consultants, though the costs involved should not be underestimated. The only cases in which FAO had so far found it necessary to seek reimbursement from the Special Fund had been for travel by technical staff.

60. Perhaps the most valuable contribution FAO could make was in connexion with the execution of projects. Under the Expanded Programme of Technical Assistance, it had always maintained general supervision over projects through its subject-matter officers at headquarters. The method was more expensive than simply to allow project personnel to do their work without further advice or supervision. However, it had been found in practice that project personnel needed and valued supervision not only within their own fields, but in other fields relating to their task, and without it the scope and efficiency of their work would have been impaired. It was FAO's firm belief, therefore, that any extra expense incurred was more than off-set by the increased value of the services rendered.

61. At the second session of the Governing Council of the Special Fund, some criticism had been voiced of FAO's estimate of the administrative and operational costs of executing projects. It should be remembered that contributions to the specialized agencies and the Special Fund all came from the members of the United Nations family. They wanted to be assured that their contributions were having the maximum impact. So far as FAO's capacity to bear extra expenditure on Special Fund projects was concerned, members of the Council were well aware of FAO's budget level. The organiza-

tion's Finance Committee and Council were firmly of the view that the overhead identifiable costs of any projects undertaken by FAO, outside its regular programme, should be borne by the programme from which the project was financed.

62. There would inevitably be Special Fund projects involving the competence of more than one agency. He agreed with the Managing Director's policy of designating only one agency as the executing agent for each project. At the same time, there had to be some arrangements to ensure that, where definite parts of a project fell within the technical competence of another international agency, the latter would be brought into the project in an appropriate manner.

63. As matters stood, the arrangements were left to the discretion of the executing agent. So long as it took full account of the accepted division of fields of competence within the United Nations family, no difficulties should arise. Otherwise, there would be a certain amount of confusion. The Managing Director of the Special Fund might find it advisable to issue some general directives for the guidance of executing agents.

64. Atomic energy impinged in one way or another on nearly all FAO's fields of technical interest. The organization, therefore, had a particular interest in inter-agency collaboration, especially with IAEA. The relationship agreement between FAO and IAEA laid the formal basis for co-operation. Already joint projects had been initiated to mutual advantage. In view of the increasing responsibilities of FAO and the evident necessity for joint action with other agencies, he was requesting the additional funds from the FAO Conference for a modest expansion in the programme of work in atomic energy in 1960-1961, and still further expansion would be needed later.

65. The Mediterranean development project would call for a wide range of inter-agency co-operation. The arrangements for co-operation with other organizations concerned with aspects of the project outside FAO's field of competence had been endorsed by the Secretary-General and the heads of the agencies concerned. Arrangements had also been made for the co-operation of the Economic Commission for Europe, especially in regard to the problems of southern European countries.

66. The basic approach of FAO to the Mediterranean study was to select social and economic sectors most likely to respond positively to the techniques of development. The selective approach required that initial efforts should be concentrated on a few favoured areas of each country and spread outwards with the help of the increased income, investment resources and taxable capacity of those propulsive areas. Once growth was proceeding, the poorer, less promising areas might be tackled with greater hope of success. The right choice of the areas in each country for the initiation of development could be undertaken only on the basis of an over-all economic and social appraisal. It was clearly a decision which could be made only by the Governments concerned. In the greater part of the Mediterranean, agriculture provided employment and incomes for the majority of the population. FAO's over-all report embraced the whole field of development and suggested policy objectives



aimed primarily at national planners. In several countries national committees had been formed to co-operate with the FAO teams, and in some cases countries had been persuaded to produce their own reports within the framework of FAO's broad approach. Most of the country reports had been discussed with the governments concerned and it seemed likely that the experience thus gained would result in a re-examination of their earlier plans. That in turn would undoubtedly have an important influence on the technical assistance programmes of future years. He hoped that the current study might become the precursor of similar studies for other regions linked together by common physical, economic and social characteristics. It might also provide a pattern for national studies to which, within the limits of its resources, FAO would lend whatever support might be required.

67. In accordance with FAO's policy of strengthening its regional organization, in October 1958 the FAO Council had approved the establishment of a regional office in Africa, an FAO liaison unit with the Economic Commission for Africa at Addis Ababa and, subject to Conference approval, two sub-regional offices for North Africa and for East and South-East Africa. The FAO liaison unit and a Joint ECA/FAO Agriculture Division had already been set up. The regional representative had already visited most of the member countries and territories and had established contact with the international, intergovernmental and bilateral organizations which had programmes in Africa falling within FAO's competence. The field was so vast and the resources so meagre that FAO had been anxious from the outset to avoid overlapping and duplication of programmes with other agencies operating in the region.

68. The African regional office, while still in the process of being established at Accra, had already initiated technical activities and a provisional programme was in preparation. The organization would welcome the co-operation and assistance of all other organizations operating in the region in the work of its regional office.

69. At the twenty-sixth session (1030th meeting), he had put before the Council some tentative proposals for organizing a world-wide campaign against hunger. After scrutiny by a nine-nation committee, the revised proposals had been approved by the FAO Council. The campaign plan retained the world-wide scope originally contem-

plated, both in terms of targets and operational mechanics, but it contained several important new features. It had been felt that a concept of a "year" might raise false hopes and, therefore, a title suggesting a longer period — "Free the World from Hunger" campaign — had been recommended. It had been decided that the campaign should rise to a peak in 1963, when the World Food Congress would be held. The campaign would continue with follow-up activities, and a further review of progress would be made in 1965.

70. The campaign would consist of three main types of activity: informational and educational, national research projects, and national action programmes, all of them dealing with the possibilities of increasing food supply, reducing malnutrition and generally raising the living standards of agricultural populations in the context of the demographic pressure, social obscurantism and economic stagnation prevalent in various parts of the world. It had been recommended that a special campaign fund should be set up based on voluntary contributions from Governments, non-governmental organizations, foundations and private individuals. The effort would greatly depend on the support and co-operation of governments and non-governmental organizations at national and international levels.

71. The press in many countries had already shown great interest in the proposal and the response from several voluntary organizations had been most gratifying. If as a result of the campaign public opinion could be made aware of the gravity of the problem, many other independent organizations would contribute. The discussions of FAO with the United Nations family in regard to the preparation of background documents had proceeded satisfactorily and tentative plans had been agreed upon with many of them. The proposal had been discussed twice in the ACC, which had agreed that the campaign should be developed under FAO leadership with the co-operation of other international agencies.

72. He commended those developments to the notice of the Council for such further action as it might think fit to take in order to ensure a spirit of the fullest co-operation among all United Nations organizations, governments and non-governmental organizations.

The meeting rose at 12.55 p.m.