



UNITED NATIONS
ECONOMIC
AND
SOCIAL COUNCIL



Distr.
GENERAL

E/3991
7 October 1964

ORIGINAL: ENGLISH

THIRTIETH REPORT OF THE ADMINISTRATIVE
COMMITTEE ON CO-ORDINATION

1. The ACC at its thirty-eighth session held at United Nations Headquarters on 28 September, under the chairmanship of the Secretary-General, considered that it would be useful to bring to the attention of the Economic and Social Council at this time certain findings and recommendations, reached under its auspices among the agencies concerned, on Community Development and National Development, on Adult Literacy and Community Development and on Inter-Agency Co-operation on Urgent Economic and Social Development Projects Affecting Refugees.
2. At the same session, consultations were held and work was initiated or advanced on a large number of other subjects, including international work on industrial development, the evaluation of programmes of the United Nations family, the application of science and technology to development, studies of the economic and social consequences of disarmament, the programme for universal literacy, and international assistance in cases of natural disaster.
3. Reports on ACC's consideration of these and other subjects will be made to the Council's next summer session.

A. Community Development and National Development

4. The ACC noted with satisfaction the report of the ad hoc Group of Experts on Community Development convened under Council resolution 830 F (XXXII) entitled "Community Development and National Development"^{1/} and it observed that the basic concept as stated in the working definition developed by the ACC and endorsed by the Council eight years ago^{2/} was considered basically sound. The expert

^{1/} United Nations Publication sales number: 64.IV.2.

^{2/} Official Records of the Economic and Social Council, Twenty-Fourth Session, Annexes, Agenda item 4, (document E/2931, annex III).

group had further elaborated upon it to take into account the latest experience and needs of the countries in various parts of the world, particularly in:

- (a) relating community development to national planning and to such basic social reform measures as agrarian reform;
- (b) emphasizing the mutually complementary nature of community development and local government and the role of the central and regional government in providing the necessary technical, financial and other support to community development; and
- (c) highlighting the importance of incentives for increasing the economic and social impact of community development; and
- (d) drawing attention to the need for more applied research and improved training of community development workers and technicians to fully implement these objectives and policies.

5. The ACC stressed the necessity that community development programmes should, where possible, be of a comprehensive nature and be designed to make a real impact on national development, within the framework of national and local development plans. Any local pilot projects should be designed to demonstrate how government services and local people work together in community development to demonstrate how such a programme may be implemented over a wider area. It was recognized in this connexion that orientation of national officials to community development approach often takes time, so that persistence and patience is needed before a pilot effort can be broadened.

6. The ACC noted the emphasis given to problems involved in rapid urbanization. While agreeing that the basic concept and principles of community development were equally applicable to urban and rural areas, more experience and studies on any differences in approach and on any adaptations were needed.

7. The ACC noted that the report had received the endorsement of the Council which has drawn the attention of the member Governments to its analysis and recommendations. In order to further this effort the ACC recommended the regional and country level staff and technical assistance advisers of the United Nations agencies concerned should assist in interpreting the recommendations of the Report to individual Governments and to regional inter-governmental bodies and in the practical application of those recommendations at the national level.

8. The ACC also noted a suggestion contained in an internal evaluation report of the United Nations activities in rural community development^{3/} that future

^{3/} The report was submitted to the Council in 1963, through the Social Commission as document E/CN.5/373.

assistance might concentrate on fewer projects with greater concerted efforts from several United Nations agencies. In line with this suggestion, the ACC decided to select in the coming year one or two countries in each major developing region of the world, in addition to those in which concerted effort is already in effect, for joint planning and implementation among several agencies. Such a concerted approach would be directly in line with the "Project Planning" policy of EPTA. The selection of such projects need not be confined to the countries in which several agencies are already active, although the existence of a starting point would be a favourable factor. Account should be taken of the "climate" in the selected countries which can ensure a maximum impact of community development.

B. Adult Literacy and Community Development

9. The ACC took note of the new orientation of UNESCO's proposals for a World Literacy Programme. The original conception of a World Campaign for the Eradication of Mass Illiteracy within the Development Decade, which had been put forward in 1963 by UNESCO, in Council document E/3771, in direct response to resolution 1677 (XVI) of the General Assembly, was now being modified in favour of an experimental and selective approach. This approach would be selective in two senses:

- it would envisage the selection of not more than eight countries which could serve as experimental areas;
- within these countries pilot projects would be launched in organized sections of the economy, where motivation for literacy is likely to be highest and where literacy linked to technical and vocational training should have a more immediate effect on economic development.

10. Evaluation "built into" the projects would permit a careful appraisal of the cost of literacy and its contribution to social and economic development and would enable recommendations to be made at the end of a three-year experimental phase as to the viability of a world-wide campaign or other measures to eradicate mass illiteracy.

11. The ACC believed that this new orientation in the World Literacy Programme would bring adult literacy into closer relation with community development, of which it was recognized to be an important element.

12. It was suggested that among the criteria for the selection of pilot projects and countries might be included - the contribution envisaged from voluntary organizations and the prospects of popular participation, as volunteer workers and teachers, in organizing classes, providing premises, contributing to costs, and, specifically for the illiterate section of the population, in regularly and continuously attending classes.

13. It was understood that the centres for education in community development in Latin America and the Arab States (ASFEC and CREFAL) would have an important part to play in a World Literacy Programme. The closer relationships of adult literacy programmes with community development in social and economic development should ensure that this would not detract from the accepted programme of education for community development. It was assumed that some 20 per cent of the activities of the two centres might be considered as contributing at present and would continue to contribute to adult literacy. These activities include short courses, elements of the regular training course, preparation of educational materials, and elements of the research and publication programmes.

14. UNESCO undertook to keep the participating organizations informed, and to consult them as appropriate through the Inter-Agency Committee or otherwise, on any proposed orientation of the activities of the two centres to meet the needs of a World Literacy Programme. In general, the ACC would welcome any strengthening of the work of the Centres for adult literacy, provided that this did not weaken their other services to community development programmes in the two regions.

C. Inter-Agency Co-operation on urgent Economic and Social Development Projects affecting Refugees

15. The ACC noted the decision of the Executive Committee of the High Commissioner's Programme adopted at its meeting on 25 May 1964:

"It invited the High Commissioner to prepare, after consultation with appropriate specialized agencies, a paper for eventual consideration by the ACC containing proposals for procedures to be followed in future when governments request, at short notice, urgent action in the field of economic and social development affecting refugees which involves the technical, managerial and financial participation of the United Nations and its specialized agencies particular attention being paid to the principle that financial responsibility would wherever possible be assigned to the agency or agencies which have undertaken operational responsibilities in respect of all or a part of the projects concerned."

16. It further noted, pursuant to this decision, the paper prepared by the High Commissioner containing proposals for procedures to be followed in future where economic and social development projects of the United Nations and specialized agencies can provide a solution to particular refugee problems.

17. The ACC is of the opinion that, as the economies of the developing countries are predominantly rural, the programmes of rural development in which the United Nations, ILO, FAO, UNESCO and WHO are collaborating are, in general, particularly relevant to the problems that these countries face in resettling refugees. The concept of rural development and the areas for which each of the participating organizations assumes primary responsibility are discussed in the 28th Report of the ACC (E/3765, Part II).

18. In response to the request of the Executive Committee of the High Commissioner's Programme the ACC believes that the following text might well serve as a basis for future action where the responsibilities of the UNHCR and those of the United Nations and specialized agencies coincide:

19. Guiding Principles

(a) Refugees who arrive in large numbers in a developing country first require emergency aid - food, shelter, blankets, clothing and medical treatment - but as soon as possible after their arrival, assuming voluntary repatriation or resettlement in a third country does not offer a practicable and better solution, provision should be made for their employment, permanent settlement and integration. The conversion of refugee problems from emergency relief to settlement and integration requires careful planning to reduce the relief period to a minimum and to ensure that refugees will not be a lasting social burden but be given a chance to participate fully in the development of their countries of asylum. It is at this stage that the United Nations and the specialized agencies could be actively involved. In this connexion it is noted that the problem of refugees in developing countries is only one, and frequently a minor, aspect of an over-all economic and social development problem. Hence, any plan designed especially to assist refugees places them in a special position vis-à-vis the indigenous population. Accordingly, the ACC emphasized the necessity of planning development projects for the benefit of refugees as part of the larger programme of a given area or country.

(b) During the early stages of a new development project affecting refugees in which urgent action is required, the UNHCR at the present time appears to be

the principal international agency upon which the project must depend for initial capital investment. Some of the agencies might be able to give emergency assistance on a temporary basis by diverting some of their regular staff or experts in the field but it is unlikely that they would be able to make capital available, in support of economic and social development projects affecting refugees. Certain types of assistance could be secured from EPTA, UNICEF, WFP and possibly the Special Fund. Aside from these United Nations bodies, assistance may also be available from bilateral programmes and voluntary agencies.

(c) The principle that financial responsibility should be assigned to the agencies which undertake the operational responsibilities cannot be fully applied in the initial phases of development projects affecting refugees, since the financial resources for this purpose are lacking in the agencies. They may, however, be able to provide technical and managerial assistance within their field of competence or they may, given sufficient opportunity, place the problem before their respective governing bodies for consideration of possible further support. Consequently, a procedure which reflects the financial realities of the situation is the only one possible, it being understood that the Executive Committee of the UNHCR can only be expected to provide an initial modest contribution from its programme funds required to launch economic and social development projects which offer the hope of a permanent solution to refugee problems. In this connexion it is noted that in previous emergencies, as for example in the Congo (Leopoldville), the United Nations which called upon the other agencies to participate was responsible for ensuring the necessary financing of the project. The UNHCR, when it calls upon other agencies to assist in the solution of refugee problems, has a certain financial responsibility, the magnitude of which must be negotiated in each case, and which should correspond to the specific interest of refugees which is at stake in an economic and social development project.

(d) The resident representative should be utilized to the maximum extent at all stages of a development project affecting refugees and his advice should be sought on the ways in which a project affecting refugees may be related to more general economic and social development projects, the Government's participation therein and the possible contributions of the United Nations and the specialized agencies.

(e) Even when the UNHCR has recommended the integration of specialized projects for refugees into general economic and social development projects operated by other agencies it should retain a continuing interest in the development of these projects and the solution of the refugee problems forming a part thereof.

(f) The Governments of asylum should be regarded as the principal authorities responsible for all activities in favour of refugees and if they require assistance it should be given to them to help them discharge this responsibility by strengthening the official machinery for dealing with refugee and associated problems.

(g) The extent to which the United Nations and specialized agencies can assist in the solution of refugee problems will depend upon the available resources and the necessity for establishing priorities in particular countries, where the general needs of the local population are extremely pressing. At the same time, every effort should be made by the UNHCR through its operational partners to solve refugee situations as soon as possible, not only in the best interest of refugees themselves, but also in order to avoid unfortunate frictions.

20. Procedure for Co-ordination

(a) If the High Commissioner is requested by the Government of asylum to help in a new refugee situation he will send his representative to the country to discuss the situation with the Government or Governments concerned, it being understood that the resident representative is kept informed.

(b) During the initial relief period the UNHCR, if requested by the Governments of asylum to help, will usually call upon an appropriate agency to act as operational partner.

(c) In order to keep the relief period as short as possible, it would be desirable if the Government, benefiting from available support, could endeavour to provide employment for refugees to earn their maintenance, for example by public works, land improvement and cultivation, with the object of settlement if it is decided to resettle rather than repatriate or settle in another country of asylum.

(d) The resident representative, in co-operation with the representatives of the United Nations and the specialized agencies, should as soon as feasible be consulted on possible development plans which could help to consolidate refugee settlement; following a request from the Government for technical assistance, a further meeting of UNHCR, the United Nations, ILO and FAO will be held in Geneva.

(e) If they agree that the conditions exist for them to act jointly in carrying out such a project, they will name the co-ordinating agency. The latter agency will examine the problem with the other agencies concerned including UNESCO and WHO. It will organize any immediate action necessary, and in consultation with the Government, prepare a plan.

(f) The plan, defining the role of each agency concerned, will be submitted to the Government for approval after having had the endorsement of the agencies concerned. The plan will also specify the means whereby the project will be financed and the conditions under which it will be carried out - as a project of Technical Assistance, Special Fund, International Bank, one or more bilateral programmes, an action financed from emergency funds at the disposal of an agency, etc.

(g) Once the Government of asylum and the agencies have agreed on the plan and their respective roles therein, responsibility for execution of the plan will be based upon the Agreement between the Agencies and the Government. (The transfer of equipment and other elements, previously provided by UNHCR, will then take place from UNHCR to the co-ordinating agency.)

