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ANNEX

THE DEVELOPMENT OF CO-ORDINATION AND CO-OPERATION AMONG THE UNITED NATIONS AND THE SPECIALIZED AGENCIES IN ECONOMIC AND SOCIAL PROGRAMMES

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I

Introduction

1. A paper entitled "An illustrative account of the more important concrete results achieved through co-operation with the specialized agencies" (A/1029), was put before the General Assembly in 1949 at the request of the Council. Since then, several reports have been submitted to the Council on the extensive co-operation and programme co-ordination developed between the regional economic commissions and the specialized agencies. Many of the reports submitted to the functional commissions of the Council deal with details of co-ordination and ACC itself has prepared frequent reports on measures taken to ensure co-ordination between the United Nations and the specialized agencies in particular fields and projects. At the sixteenth session of the Council, it was suggested that the time had come once again to bring these various elements into focus. The report that follows, prepared in accordance with that suggestion, attempts to describe briefly the extent of co-operation and co-ordination among the United Nations and the specialized agencies over a wide range of their substantive work, in conformity with the Council's general or specific directions.
2. As was pointed out in the above-mentioned document A/1029, "almost every economic and social activity undertaken by the United Nations or by a specialized agency involves co-operation at some stage and in some degree with other United Nations bodies". Almost every economic or social activity at the national level likewise requires constant consultation and co-operation among departments and ministries. Such inter-departmental co-operation, far from implying duplication or overlapping, is an essential guarantee of sound policy and an effective and economical use of resources. Consultations among the staffs of the international organizations have become increasingly a matter of routine, and spheres of competence are more settled than they were five years ago.
3. A word should here be said on the arrangement and sequence of the following paragraphs. A rigid distinction between Headquarters studies and activities in the field, or Headquarters and regional activities, would be artificial and misleading. Nor is it necessary to describe in detail the close co-operation

developed between specialized agencies and the regional economic commissions on many subjects, since this was done in a special report submitted to the Council two years ago ^{1/}. An effort has therefore been made in general to follow the logical and natural development of international initiatives on the very large number of problems mentioned in the paper from their inception at the Council table. This method, while it inevitably lacks precision, has seemed most suitable for the purpose of this paper.

Thus, the report begins by describing inter-agency collaboration in preliminary background studies, such as the general economic and social surveys undertaken by the United Nations and in connexion with the collection and analysis of statistical information. Such background studies and collection of information are in a large measure the basis of any carefully planned international policy. The subsequent chapters discuss the nature and the extent of collaboration on particular questions and groups of questions, indicating the general lines of the concerted approach to economic and social problems that has been attempted.

4. The report is concerned exclusively with co-ordination among members of the United Nations family of organizations, and does not deal with the measures taken with a view to achieving co-ordination of effort and mutual assistance between those organizations on the one hand and regional or other inter-governmental organizations outside the United Nations system on the other hand. It does not deal in any detail with the co-operation and co-ordination achieved in technical assistance activities under the Technical Assistance Board since this has been fully described in the Board's reports to TAC; nor does it deal with the co-ordination of administrative and budgetary questions and of public information. With these reservations it attempts to give an overall picture of what has been achieved.

II

Economic and Social Surveys

5. Collaboration in the preparation of many of the background studies, upon which the practical work of the United Nations family is so largely based, is well exemplified in the case of the Report on the World Social Situation^{2/}, which was first produced in 1952 and involved close co-operation between the United Nations and several specialized agencies. ILO, FAO and WHO prepared the draft chapters of the report with which they were mainly concerned, while the chapter on education was prepared by the United Nations in close co-operation with UNESCO. Active consultations are now in progress between the United Nations and the same agencies concerning the preparation of the International Survey of Programmes of Social Development, which will review the national and international programmes of social development put into operation since 1946, with special reference to the measures designed to raise standards of living. The co-operation on this report has involved agreement upon content and working methods and the sharing of information received from governments and non-governmental organizations.

6. Also in the social field, a group of experts appointed by the Secretary-General in conjunction with ILO, UNESCO, FAO and WHO have made recommendations in 1953 on the most satisfactory methods of defining and measuring standards of living, with a view to providing the factual basis for an assessment of economic and social needs and economic and social progress in various parts of the world.

7. The inter-agency collaboration which has permitted the drawing up of United Nations reports on world-wide aspects of social problems has also taken place, largely at the regional level, in the preparation of the economic reports. At the regional level, the annual economic surveys of Europe, Latin America and Asia and the Far East, prepared by the secretariats of the regional economic commissions, contain material supplied by certain specialized agencies, including ILO, FAO and IMF. Two special surveys, prepared by the Department of Economic Affairs, namely, the review of economic conditions in the Middle East, 1951-52^{3/},

^{2/} E/CN.5/267
^{3/} E/255/Add.1

and aspects of economic development in Africa, 1951-52^{4/}, also used statistical material provided by the specialized agencies. FAO's annual report on "The state of food and agriculture" makes extensive use of material supplied by the agricultural units which FAO has set up jointly with the secretariats of the United Nations regional economic commissions.

8. Aside from the studies and surveys mentioned above, the consideration by the Economic and Social Council of the annual reports of the specialized agencies affords an opportunity to review international economic and social activities, as a whole and to make recommendations for the further development and concentration of international effort. Studies of a more specialized nature will be mentioned at a later stage in this report.

Statistical Work

9. Respective fields of competence in the statistical work of the United Nations and the specialized agencies were broadly outlined at an early stage, and there has been steady consultation since then in the collection and publication of statistics for the purpose of developing a body of internationally acceptable statistical material at the least possible cost to member governments and to the agencies. ILO collaboration, for instance, includes, inter alia, the supplying of current data on labour force topics for the United Nations Monthly Bulletin of Statistics and for the Statistical Year Book and the Demographic Year Book. Material for these publications is supplied by other specialized agencies as regards statistical data concerning questions coming within their respective provinces. The United Nations supplies the ILO annually with tables of labour income and national income, industrial production indices and indices of wholesale prices for inclusion in the Year Book of Labour Statistics. FAO supplies statistics of average food consumption, and IMF has supplied tables of exchange rates also for the Year Book of Labour Statistics. The ILO is supplying indices of food costs to FAO and of cost of living and data on other topics to IMF. Another important topic on which the ILO collaborated both with the Statistical Office and the Population Division of the United Nations was the treatment of labour force questions in censuses of population. As a result of proposals by

the Economic and Social Council and the General Assembly ^{5/} for action to assist underdeveloped countries to develop adequate statistics, the ILO is preparing a manual on methods of statistics of wages and hours of work which is designed to serve as a guide for under-developed countries in the establishment of statistical series.

10. International Standard Definitions for Transport Statistics ^{6/} were prepared by the Statistical Office in 1950 in consultation with the Transport and Communications Division, ECE and ECAFE, and in co-operation with ILO, ICAO and other organizations. ICAO, UPU and ITU have regularly furnished figures to the Statistical Office, and the coverage and usefulness of the transport statistics series published by the United Nations has constantly been improved. Both ECE and ECAFE have been aided by ICAO, and ECE by WHO, in compiling statistics covering various aspects of transport.

11. The United Nations and IMF are collecting information in the field of public finance on the basis of a joint questionnaire. This data, together with a wide variety of related material, is published in the United Nations Statistical Yearbook and in IMF's International Financial Statistics. In addition, IBRD collaborates with IMF in collecting and supplying basic data for Direction of International Trade, a joint publication of IBRD, IMF and the United Nations.

12. Since late in 1948 a total of 18 international or regional conferences or seminars have been held in various parts of the world. Altogether nearly 800 statisticians representing almost every country in the world have attended. Specialized agencies (especially ILO, FAO, UNESCO, WHO and IMF), regional economic commissions and, in some cases, the Technical Assistance Administration, collaborated in various combinations in each of these conferences or seminars depending upon the subjects covered. Subjects included population and vital statistics, health statistics, production and prices statistics, trade and balance of payments statistics and statistical organization. Also may be noted the regional conferences of statisticians organized by ECAFE and the Statistical Office, in collaboration with IMF and FAO, and the Standing Conference of European Statisticians which meets under the joint auspices of ECE and the Statistical Commission and in whose work ILO, FAO, WHO and IMF co-operate. The results of these activities are

^{5/} Economic and Social Council Resolution 290 (XI); General Assembly Resolution 407(V).

^{6/} ST/STAT/SER

reflected in the development of the national statistical systems of many countries.

Population Analysis and Research

13. Collaboration in the field of demography is reflected in the preparations now under way for the holding of a World Population Conference under the auspices of the United Nations, in the Preparatory Committee of which conference ILO, FAO, UNESCO, WHO and IBRD participate. Studies of population problems by the United Nations rely to a considerable extent on assistance from specialized agencies. For example, the ILO furnishes migration statistics which are needed to investigate the effects of migratory movements on population growth, and WHO has contributed a chapter to a forthcoming study of infant mortality from demographic, economic and social points of view. FAO provides estimates of food requirements in relation to the trends of population growth. In turn, the United Nations population studies provide information needed by the specialized agencies. Requests by FAO for estimates of future population, and by UNESCO for estimates of future school population, are being met by the United Nations.

III.

Technical Assistance for Economic Development

14. The programmes of economic and social development undertaken by the United Nations and the specialized agencies proceed as a joint operation, just as the facts and problems of the economic and social life of the world are jointly studied. The principal method of such international action is technical assistance, through which governments are assisted directly on the basis of studies made and standards developed in co-operation under the regular programmes. Certain phases of the technical assistance programme are briefly described in later sections of this paper; among those which are not so described are many joint programmes of assistance to particular countries and areas^{2/} and certain particular activities which do not fall within the regular economic and social programmes of the organizations concerned.

15. One phase of technical assistance work to which high priority has been given relates to the development and strengthening of public administration. The United Nations has established a special programme in this general field. The various specialized agencies have given special emphasis to the improvement of public administration in their respective fields, and have carried out numerous projects in co-operation - for example, the ILO directs a clerical training centre in Libya in which UNESCO co-operates, and the ILO, UNESCO and ECAFE have set up a Joint Working Group at the secretariat level to make periodic surveys of the progress being made in overcoming shortages of trained personnel in certain fields of economic development.

16. Three further instances of joint activity under the Expanded Programme of Technical Assistance may also be cited by way of illustration. The Andean Indian project, which is designed to develop a programme of action for the integration of the indigenous populations of the Andean high plateau in the economic and

^{2/} For example, the Mission representing the United Nations and the specialised agencies which, in 1951, studied the economic and social problems of Libya and advised on the future development of the country.

social life of the respective countries, has been placed under the direction of ILO and is a joint undertaking of United Nations, ILO, FAO, UNESCO and WHO. FAO, in co-operation with the United Nations, its regional economic commissions and IBRD, organized in 1950 and 1951 three international seminars and training centres on the formulation and economic appraisal of agricultural plans and programmes, located at Lahore (Far East), Santiago (Latin America) and Ankara (for the Mediterranean Basin). A similar centre for the Arab-speaking countries is being organized at Cairo in 1954.

17. Under the sponsorship of the United Nations and UNESCO, and in close co-operation with TAB, a conference was held in March 1953 on social aspects of technical assistance programmes for economic development. This conference, which was attended by a group of social scientists, field experts serving under the regular and Expanded Programmes of Technical Assistance, Technical Assistance Resident Representatives, and staff members of the United Nations and specialized agencies, considered and reported on such problems as the selection, timing and balance of technical assistance programmes, the role of the individual expert, and the problems involved in the evaluation of technical assistance programmes.

Financing Economic Development

18. This subject has been in the forefront of the Economic and Social Council's recent discussions. Items involving either interagency collaboration or action by agencies have included the following:

19. International Finance Corporation: In August 1951 the Council requested IBRD (resolution 368 (XIII)) to consider what contribution an International Finance Corporation could make to promote "the financing of productive private enterprise either through loans without government guarantee, through equity investments or by other methods intended for the same purpose". IBRD has made two reports^{8/} on this subject which were discussed at the fourteenth and sixteenth sessions of the Council, respectively. In the light of these reports, the Council, in its resolution 724 C (VIII), have, inter alia, requested IBRD to continue its study of this question. IBRD will make a further report to the eighteenth session of the Council.

20. International flow of private capital: The analysis of the international flow of private capital, as well as the memorandum on measures to stimulate the flow of such capital, which were being prepared pursuant to General Assembly resolution 622 C (VII), was submitted to the seventeenth session of the Council. There had been staff consultations between the United Nations and IBRD and IMF on these studies, and with regard to the above memorandum, material was also received from ILO.

21. SUNFED: The proposal to create a Special United Nations Fund for Economic Development has so far been dealt with only by the General Assembly and the Economic and Social Council at the intergovernmental level, and by the Committee of Nine set up by the Council to prepare "a detailed plan" for such a Fund. This group had the benefit of consultations with the Executive Chairman of TAB, the President of IBRD and representatives of IMF and the United Nations; no occasion has yet arisen, however, for interagency discussion. In the General Assembly's resolution (724 B (VIII), paragraph 4(d)) requests the Secretary-General to prepare "a working paper, for submission to the Economic and Social Council, on the extent and methods of co-ordination which may be desirable or necessary between the activities of such a Fund, of TAB and of such of the specialized agencies as may be engaged in tasks relating to the economic development of underdeveloped countries". Steps are now being taken to implement this request, and necessary consultations will shortly be undertaken.

22. Mobilization of domestic capital and tax reform:

ECAFE has devoted considerable attention to the problems of mobilizing domestic capital, as well as fiscal measures, especially tax reform, particularly for purposes of economic development. FAO and IMF have participated in ECAFE working parties on the subject, and IMF and IBRD, as well as the Fiscal Division of the United Nations, have contributed papers.

Full Employment

23. In 1948, in implementation of Council resolution 104 (VI), the Secretary-General sent to all member Governments and to non-member Governments which participate in the work of the regional economic commissions, a questionnaire on the action they were taking to achieve or maintain full employment and economic stability and concerning any publicly available plans to prevent a future decline.

Under the resolution the Secretary-General also requests the appropriate specialized agencies to submit reports on plans which they had prepared and resources they would have available to assist their members to prevent a decline in employment and economic activity. Subsequently, a full employment questionnaire was established on a periodic basis; its text is considered annually by the Council and is sent each year to the appropriate specialized agencies for their information. Co-operation with the IMF on Part B of this questionnaire, which deals with balance of payments policies, is described in paragraph 26 of this paper. The ILO is particularly concerned in the question of full employment. Each year, prior to the session of the Council at which full employment is to be considered, the Governing Body of the ILO examines this question and draws up a statement on full employment problems and policies which are of special importance at the time, with a view to enabling the ILO representative at the Council to express the considered view of the ILO with regard to these matters. It may also be recalled that the report on Action against Unemployment^{9/} which was submitted by the Office to the 33rd Session of the International Labour Conference (June 1950) was prepared in consultation with the United Nations and was submitted to the Conference; together with the report of a group of experts appointed by the Secretary-General to study national and international action for the maintenance of full employment^{10/}.

Trade, Commodities and Balance of Payments

24. In the general field of international trade and payments a close working relationship has been built up, involving United Nations, its regional and technical organs, and a number of the specialized agencies, especially IMF, IBRD, FAO and GATT. Studies of trade between Europe and Latin America^{11/}, and between Europe and Asia and the Far East^{12/} have been published jointly by the regional economic commission involved, in co-operation with FAO. In addition, close co-operation exists amongst the United Nations, IBRD and IMF on the fiscal, financial and monetary aspects of international trade.

^{9/} E/1744

^{10/} E/1584

^{11/} E/CN.12/225

^{12/} E/CN.11/373

25. Particularly in the field of international trade in primary commodities have the technical resources of a number of international organizations been brought to bear on a common problem. In this field the responsible United Nations organ is ICCICA. It comprises four members, of whom the Chairman is nominated by the Contracting Parties to GATT; one member is appointed by the Secretary-General of the United Nations upon the nomination of the Director-General of FAO. ICCICA maintains close touch with FAO and particularly with its intergovernmental Committee on Commodity Problems. This FAO Committee also co-operated with the United Nations Committee of Experts on Commodity Trade and Economic Development^{13/} by presenting a study on Intergovernmental Policies and Arrangements for Agricultural Products^{14/}. Representatives of FAO and IMF participated in certain of the discussions of this group. Attention should also be drawn in this connexion to the study presented by IMF to the FAO Conference on the Dollar Problem with Special Reference to Agricultural Commodities^{15/}, to the joint FAO-ECE studies and discussions on European timber and forestry problems, and to the United Nations-FAO-UNESCO collaboration on reports regarding newsprint and printing paper supplies^{16/}.

26. Finally, in the general field of international payments, arrangements for co-operation have been made by IMF with GATT and United Nations. Relationships between the first two are based upon provisions in the General Agreement on Tariffs and Trade and are defined in a series of letters exchanged between the Chairman of the Executive Board of IMF and the Chairman of the contracting parties. These provide for consultations on matters of common interest and, in particular, for consultations initiated by the contracting parties when they are called upon to deal with problems concerning monetary reserves, balances of payments or foreign exchange arrangements. The administrative arrangements also cover the co-ordination of public announcements relating to consultations and the collection of information. With regard to IMF-United Nations co-operation, under Council Resolution 290 (XI) on Full Employment, the United Nations was authorized to review certain balance of payments matters. In accordance with arrangements

^{13/} G.A. Resolution 623 (VII).

^{15/} FAO/C.53/11 Supplement 1

^{14/} FAO/C.53/9

^{16/} E/2241, E/2543

worked out between the two agencies, the material on balance of payments forecasts, requested in Part B of the proposed United Nations questionnaire, was to be collected through IMF in 1953. In view of the lack of response by governments to this request, it was agreed between United Nations and IMF that, in the future, no statistical information on such forecasts would be requested; instead governments will be asked only for general information on anticipated balance of payments trends, which may be sent to the United Nations directly. IMF will continue to collect current data as heretofore.

27. IMF presented to, and discussed with, the Council at its sixteenth session a study on the Adequacy of Monetary Reserves^{17/} and gave further information on this subject to the Council at its seventeenth session.

Productivity and Manpower

28. ILO, FAO and UNESCO have participated in the preparation of papers on productivity problems which have been submitted to United Nations organs. FAO^{18/} and ILO submitted reports on productivity to the Council at its sixteenth session. Since increased productivity is an important aspect of economic development, a number of technical assistance projects are based on government requests to establish productivity centres and technological institutions or to deal with particular problems of increasing productivity in specific branches of economic activity. In general, productivity is a major interest of the survey missions of the IBRD, in which other specialized agencies participate.

29. The related activities of the ILO in the fields of manpower and labour productivity are co-ordinated closely with the activities of the United Nations, in connection with programmes of economic development and industrialization. From a very early date the ILO has placed at the disposal of the United Nations, its regional economic commissions and the specialized agencies concerned its facilities with a view to developing an integrated programme of action in regard to these matters. It has, for instance, undertaken a number of precise activities in the field of manpower which are of direct interest to the work of the ECE and has, each year, reported to the Commission with regard to the development of.

^{17/} E/2454

^{18/} E/2435, E/2440

these activities. At the request of the Secretary-General of the United Nations, the ILO has this year, 1954, contributed sections on labour market problems and on international migration and the movement of skills and enterprise to the study on the processes and problems of industrialization being prepared by the United Nations in pursuance of a resolution on integrated economic development (461 (XV)) adopted by the Council at its fifteenth session.

30. The ILO's preoccupation with the problem of manpower has been shared by the United Nations and other specialized agencies as far as various special aspects of the problem are concerned, as for example in the ECAFE/ILO/UNESCO Inter-Secretariat Working Party on Fields of Economic Development Handicapped by the Lack of Trained Personnel, and in the production, in collaboration with the United Nations, of census statistics of economically active population and the employed. In the field of labour productivity, in response to a request by the General Assembly, the ILO submitted a report to the eleventh session of the Council on the most appropriate arrangements for facilitating the admission to the world's training centres of qualified persons from countries suffering from a lack of technicians and specialists necessary to the development of their national economy^{19/}. In response to the resolution on methods to increase world productivity adopted by the Council in July 1952, the ILO is at present preparing a report on the role of labour in any programme for increasing productivity, particularly its participation in the framing, development and implementation of such programmes, and methods of ensuring a fair reward for the human effort applied to increasing productivity and the extension of purchasing power to make the increase in productivity permanent; this report will go before the Council^{20/}.

Industrialization

31. In implementing Council resolution 461 (XV) on integrated economic development and preparing a study on processes and problems of industrialization, the United Nations is keeping in close contact with the agencies most directly

^{19/} E/1705, E/1705/Add.1

^{20/} In a progress report to be discussed at the eighteenth session of the Council, interagency co-operation on concerted international action on productivity matters will come under review.

interested, including ILO, UNESCO, IBRD and IMF. Contributions from several of these agencies will be included in an interim report to be submitted to the Council at its eighteenth session. Several specialized agencies are co-operating in ECAFE's work on industrial development, for example ILO, FAO and UNESCO, as well as TAA, in regard to cottage and small-scale industries and FAO is co-operating with ECLA in regard to the development of the pulp and paper industry in Latin America, and with ECE in regard to rural electrification.

Land Reform

32. In its first resolution (401 (V)) on the subject, in which it recommended initial steps in what has since become a substantial programme of work, the General Assembly recognized that land reform is a problem in which the interests of a number of agencies converge. FAO has a primary concern with problems of agrarian structure. ILO is concerned with the living and working conditions of agricultural workers and UNESCO with the cultural and educational aspects of land reform. Given the fundamental importance of agriculture in the economies of the under-developed countries, IBRD is interested in any structural changes in agricultural patterns which will affect productivity, whilst the United Nations is concerned with any measures designed to remove obstacles which impede the process of development.

33. The programme of studies which was initiated following the General Assembly's resolution and based upon the subsequent resolutions of the Council and of the governing bodies of the interested agencies has been the subject of continuing consultation between the United Nations, ILO, FAO and UNESCO, chiefly through correspondence and occasional inter-agency meetings.

34. A major undertaking of a joint character has been that arising from the request of the Council in resolution 370 (XIII) that a single questionnaire should be addressed to governments to obtain "information on progress in land reforms, including legislation and other measures adopted and on any obstacles to the adoption of such measures and any suggestions that governments may have concerning international action to promote land reforms". The questionnaire submitted to governments was jointly prepared following an inter-agency meeting convened by FAO in which the United Nations, ILO and UNESCO participated.

The questionnaire was transmitted to governments in December 1952. The analysis of the replies of governments was undertaken by a small group composed of staff members from FAO, ILO and the United Nations, and the report prepared by this group^{21/} has since received the full approval of the agencies concerned; it has been submitted to the seventeenth session of the Council.

35. A further report^{22/}, briefly analyzing the results obtained from agricultural co-operation, has also been jointly prepared by the United Nations, FAO and ILO. This examines the contribution which co-operative organizations have made in the recent past to technical and economic progress in agriculture.

36. Similar collaboration among the United Nations agencies exists at the regional level. The secretariat of ECAFE, for example, is to co-operate with FAO in the study of certain aspects of agrarian reform in the prospective economic development plans of countries of the ECAFE region.

37. Also related to the question of land reform is the study on taxation of agriculture which the United Nations secretariat is undertaking jointly with FAO. In an attempt to determine the proper role of agricultural taxation in meeting the economic and social needs of the less-developed economies and, if possible, to develop recommendations for improving existing tax methods and policies, the two secretariats are engaged in collecting the necessary factual information as a basis for a further study of the problem.

38. General Assembly resolution 625 (VII) also requested the Secretary-General and the specialized agencies, in carrying out studies and activities concerned with land reform, to place particular emphasis on the speeding up of various practical measures such as technical assistance designed to increase agricultural output, and the organization of regional conferences on the development of natural resources, of regional centres for training experts, and of seminars on problems connected with the welfare and progress of rural populations.

Non-agricultural Natural Resources

39. The conservation and use of non-agricultural resources is the subject of Council resolution 345 (XII). On the basis of this resolution, a report on iron ore resources conservation and utilization is being prepared by a group of experts, UNESCO co-operating with regard to standardization of terminology. At the regional level, ECAFE has devoted considerable attention to mineral resources development and, in 1953, in co-operation with the United Nations, convened a regional conference on the subject in which ILO participated. ECAFE co-operates with ILO and UNESCO as well as with the United Nations in certain aspects of its work on iron ore resources, and ILO representatives also participated in ECLA's meeting of experts on iron and steel. Utilization of resources is also covered by ECE's Committees and their subsidiary bodies dealing with timber, steel, electric power and coal, in various aspects of which ILO, FAO, WMO and IBRD, as well as the Technical Assistance Administration of the United Nations co-operate.

Water Conservation and Utilization

40. Under Council resolution 417 (XIV) the Secretary-General is charged, inter alia, with the co-ordination and promotion of international activities in water resources development. For a number of years, UNESCO has been engaged in the promotion and co-ordination of scientific research projects which are prerequisite to the solution of the problems of supply of water in arid and semi-arid lands; FAO, WHO and WMO assist in the work of the advisory committee which is responsible for the carrying out of this programme. FAO is interested in the role of water in agriculture and in methods of watershed control through the maintenance of forest cover and the prevention of soil erosion, WHO in the supply of clean water from a sanitary point of view and WMO in the meteorological aspects, including such applications of scientific investigations as artificial precipitations and wind energy. The Secretary-General, under the terms of Council resolution 346 (XII) published a survey of international activities for the control and utilization of water^{23/} compiled from answers obtained from the specialized agencies as well as from many other international

organizations active in this field, and is currently preparing an interim report with recommendations on water conservation problems. ECAFE's Bureau of Flood Control and Water Resources Development, which has been working on water problems since 1949, co-operates with FAO, WHO and UNESCO as well as with TAA on various aspects of its work.

International Transport

41. Concerted action has been taken jointly or singly by the United Nations and the specialized agencies with a view to achieving the simplification of passport and frontier formalities and the removal of customs barriers.

42. For instance, the United Nations has supported ICAO's programme for facilitating air transport which is contained in Annex 9 to the Convention on International Civil Aviation. The Council referred to GATT the problem of barriers to the international transport of goods and GATT adopted, consequently, in 1952 a Convention for the purpose of facilitating the importation of commercial samples and advertising material, a code on standard practices of documentary requirements for the importation of goods and a code on standard practices of consular formalities. ECE in consultation with ICAO has framed a customs Convention for tourism, and UNESCO has sponsored an agreement for facilitating international circulation and importation of educational, scientific and cultural materials.

43. The Council brought the subject of discrimination in transport insurance to the notice of GATT and IMF for appropriate action in their respective fields, in the light of a study made by the Secretary-General of the United Nations^{24/}. IMF's regular programme of consultation with its members on exchange restrictions has been expanded to include coverage of this subject. GATT has issued an enquiry on the subject to its members, with a similar enquiry being issued by United Nations to non-GATT members. Copies of the replies received by GATT will be transmitted to IMF. The results of all these investigations, which are being carefully tied in together, will be reported on in 1955 to the Transport and Communications Commission.

44. Improvement of operating techniques is being promoted by means of co-operative projects as in the case, for instance, of such projects as a scheme for road vehicle maintenance and repair, and the training of mechanics and drivers (ECAFE, ILO and TAA); use of automatic couplings and improved productivity of labour in railway workshops (ECAFE and ILO); and the use of firewood as a fuel for locomotives, and standardization of sleeper sizes for railways (ECAFE and FAO). ECE, ICAO and FAO have collaborated on studies concerning the transport of perishable foods. FAO collaborated with ECLA to improve the transport of foodstuffs.

45. International transport raises problems of public health and safety to the solution of which the specialized agencies are contributing. The United Nations and ICAO participated in the preparation of the International Sanitary Regulations adopted by WHO and in effect from 1 October 1952. The transport of dangerous goods by every means is under consideration by the United Nations both at Headquarters and ECE. ILO, ICAO, WHO, UPU and other international and national organizations are contributing to this study, and they will participate in forthcoming deliberations looking toward solutions of certain aspects of the problem. ILO has participated with ECE in its work on safety at level crossings.

46. Several organizations have collaborated in the examination of the problems of co-ordinating different forms of transport. ICAO has established close working relationships with other specialized agencies in order to promote the orderly growth of international civil aviation, and has collaborated with ECAFE in a study of the role of internal civil aviation in the co-ordination of inland transport. ICAO participated with ECLA and TAA in a transport mission to Central America, the purpose of which was to study the integration of transport in that area. The ILO has assisted ECE in the examination of social problems arising from the co-ordination of transport.

47. Consultations have taken place at the secretariat level between ILO and ICAO concerning the proposal submitted to them by the International Transport Workers' Federation for the establishment by the ILO of a Joint Aviation Commission representative of management and personnel in the aviation industry for the purpose of advising ILO on questions within its competence. The

Director-General of ILO and the President of the ICAO Council have made arrangements for the continuation of the closest consultation between the two organizations in regard to all matters of common interest arising in connexion with the conditions of employment of civil aviation personnel, which are of concern to the ILO from the point of view of the social problems involved and to ICAO from the point of view of problems affecting the safety and reliability of civil aviation.

48. One of the principal objectives of ICAO is to ensure the orderly growth of international civil aviation and to promote safety of flight. ICAO has established close working relationships with other specialized agencies in achieving this aim. This is especially true of its relations with ITU and with WMO. Since the Preparatory Committee of Experts on Co-ordination of Safety at Sea and in the Air adopted its report in February 1948, those specialized agencies immediately concerned (ICAO, ITU and WMO) have complied with its terms and have co-ordinated their activities in this field to the extent possible in the absence of a permanent inter-governmental organization with responsibilities in the maritime field. The activation of IMCO would afford greater opportunities for a concerted effort toward co-ordination on the part of world shipping.

International Communications

49. Various aspects of international telecommunication and postal activities concern the United Nations and several specialized agencies. The allocation internationally of radio frequencies has been a matter of considerable interest to the United Nations, and the implementation of the decisions of the Atlantic City Telecommunication and Radio Conferences of 1947 and of subsequent conferences has been under continuous observation by the Council. ITU conferences dealing with this subject have been followed by ICAO, WMO and UNESCO from the point of view of aviation, meteorology and mass communications. The work of ITU relating to the apportionment and use of the facilities of the world telecommunication network for the public international services, civil aviation, meteorology, broadcasting and television, is of primary interest to ICAO and WMO. IMCO, when in operation, will likewise contribute to co-ordination of all these activities in so far as maritime transport is concerned. WHO has

an interest in obtaining priority for urgent telegrams and telephone calls relating to epidemics. Its consultations with ITU have resulted in "safety of life" priority for such services. UNESCO is taking an active interest in the development of facilities for telecommunications available to the press, and has consulted ITU on the procedure for a special approach to governments in the matter with a view to suggesting action at a forthcoming ITU conference.

50. The establishment of the transit rates which national postal administrations will charge each other for the transportation of air mail is the responsibility of UPU, which has had it under debate. ICAO has participated in these discussions. The United Nations has followed them closely. UNESCO has sponsored and asked member nations to promote in the UPU proposals for reducing postal rates on printed matter and for facilitating the international postal despatch of newspapers, magazines, books and educational films. Its activities in this project are undertaken in collaboration with UPU.

Meteorology

51. The science of meteorology is important both to transport and to communications in many ways. Consequently, ICAO and ITU have had the collaboration of WMO in projects where the weather is an important factor. As radio is affected by thunderstorm activity, measuring noise level, counting lightning flashes, etc., a joint meeting of the appropriate technical bodies of WMO and ITU took place at Geneva, in May 1951, to consider the problem. Because an accurate knowledge of weather conditions is vital to civil aviation, co-ordination of ICAO's and WMO's activities has always been of extreme importance, and informal working arrangements, defining their respective responsibilities in the provision of meteorological services for international air navigation, have been agreed upon as of 1 January 1954.

IV

Programme of Concerted Practical Action in the Social Field

52. The programme of concerted practical action in the social field^{25/}, which was formulated at the request of the General Assembly, was conceived in a broad sense to cover background research basic to social policy (including demographic analysis and social statistics), health and narcotic drugs, housing and town and country planning, nutrition and home economics, education, general labour problems, community organization and development, social security, social assistance, the various fields of social protection and social rehabilitation, migration and special problems of refugees and emergency relief operations. It placed special emphasis on the close interrelationship between economic and social problems. It embraces and sums up all the programmes of social development of the United Nations and the specialized agencies and has provided a useful method of seeing to what extent they meet the existing needs and how far redirection or expansion is necessary. At the same time, the formulation of the programme has permitted the clarification of fields of competence and of the relationships of the various components of the programme and the activities of the various agencies to each other. Typical examples of such results are to be noted in connexion with community organization and development (paragraphs 37-40). The concerted programme, which includes both research and field activities, is, of course, closely related to the Technical Assistance Programme in so far as the latter is concerned with social development in under-developed countries.

Community Organization and Development

53. The importance of concerted action in the field of community organization and development has been emphasized by the Council in resolution 496 (XVI). A general agreement on definitions of terms, roles and objectives in the whole broad field has been worked out under the auspices of the ACC and will be found annexed to its fifteenth report^{26/}.

^{25/} General Assembly resolution 535 (VI) and Council resolution 434 A (XIV).

^{26/} E/2512.

54. Joint missions on community organization and development, sponsored by the United Nations and participated in by ILO, FAO, UNESCO and WHO have surveyed selected community development programmes in the Caribbean area and Mexico, in the Middle East and in South and South-East Asia.

Fundamental Education

55. The fundamental education programme of UNESCO has been established from its inception as a joint enterprise in which the United Nations and other specialized agencies have a large contribution to make, and arrangements have been made by the ACC for them to review current activities and plans of common interest both within the regular programme and the Expanded Programme of Technical Assistance.

56. A typical example of this close co-operation is offered by the regional training and production centres established by UNESCO in Mexico in 1951 for Latin America, and in Egypt in 1953 for the Arab States. Experts provided by United Nations, ILO, FAO and WHO are members of the staff of these centres. This is also the case in national training and demonstration centres operated by UNESCO in various countries such as Haiti, Liberia, Ceylon and Thailand. Active co-operation similarly exists with UNRWA and UNKRA in this important field.

Co-operatives

57. In accordance with Council resolution 370 (XIII), the Secretary-General prepared, in close collaboration with FAO and ILO, a report on Rural Progress Through Co-operatives^{27/}. The report has been considered by the Council at its seventeenth session. The ILO co-operated closely with FAO in regard to the Asian meeting on co-operatives convened by FAO at Lucknow in October 1949. Studies prepared by the ILO on co-operative farming and the different forms of agricultural co-operatives were considered by this meeting. The ILO also prepared a report on the organization and methods of certain types of co-operative in the more developed countries for circulation by FAO in less developed areas. FAO is giving close co-operation to the ILO Asian Co-operative Field Mission which was established in Lahore in 1952 in connexion with courses of co-operation to train leaders and officials of co-operatives. An FAO/ILO Near East Training

Centre for Co-operative Field Organizers was held in Cyprus in 1952; in 1953 United Nations ILO/FAO-sponsored training courses in co-operation were given in Copenhagen; and this year, 1954, the ILO and FAO have jointly sponsored a third meeting in Asia and the Far East to promote the development of co-operatives. The meeting adopted a series of resolutions on topics of current practical importance to the development of co-operation in Asia; which will be of useful guidance to both ILO and FAO in their continuing work on this subject in the region. For its part, UNESCO has undertaken a study of the role played by the co-operatives in civics teaching in a number of countries, with special reference to rural communities.

Housing

58. In the field of housing and town and country planning under the integrated programme approved by the Council in 1949^{28/}, leadership is assigned to the United Nations. ILO has important responsibilities in the field of workers' housing, and the other specialized agencies co-operate in relevant technical aspects of the work. In order to reinforce the existing methods of collaboration and obviate the risks of overlapping, special arrangements have recently been made for co-ordinating the activities of the United Nations and the ILO at Headquarters and in the field, while programmes are still in a planning stage and in the course of their implementation.

59. No permanent over-all machinery has been found necessary, but need for such consultations on the regional level is growing as the number of technical assistance projects in the fields of housing, planning and building is rapidly increasing. The establishment in 1952 of an ECAFE Inter-Secretariat Working Party is an example of regional co-ordination. ILO, FAO, UNESCO, WHO and the Department of Social Affairs of the United Nations co-operate actively in the Inter-Secretariat Working Party which also co-ordinates studies and action in the fields of housing and building in Asia and the Far East as part of the integrated

^{28/} Report of the Secretary-General on Housing and Town and Country Planning, E/1343; Report of the Social Commission, fifth session, E/1368; Council resolution 279 (X).

programme. ILO and WHO also co-operate closely with the Housing Subcommittee of ECE. ILO has collaborated with the ECE at the inter-secretariat level with regard to labour problems in relation to the reduction of the cost of building, the manpower situation in the European building industry and conditions for the collaboration of labour in increasing productivity in the building industry. The ILO prepared a paper entitled A Survey of Building Research and Experimentation in the Asian Region^{29/} for the information of the members of the UNESCO Regional Symposium on Scientific Aspects of Tropical Housing which was held in New Delhi in December 1952. The ILO also submitted a study in 1952 to the Committee on Information from Non-Self-Governing Territories on Workers Housing Problems in Non-Metropolitan Territories.

Nutrition

60. Activities to improve nutrition occupy an important place in the programmes of both FAO and WHO. In the former the emphasis is on the production, distribution and consumption of foods, while WHO is concerned with the prevention and treatment of nutritional deficiency diseases and the contribution which good nutrition makes to health. As mentioned above, the FAO and WHO technical programmes in this field, relating to child nutrition, are linked with the work of UNICEF. The Joint FAO/WHO Expert Committees on Nutrition assists in co-ordinating the work of FAO and WHO in the field of nutrition and advises on problems of nutrition which merit the attention of the two agencies. A fourth meeting of the Committee will take place in 1954.

61. In 1952 this Joint Committee of FAO and WHO^{30/} met at Gambia immediately after the Nutrition Conference organized by the Committee for Technical Co-operation in Africa South of the Sahara (CCTA). Both sessions were concerned with malnutrition in mothers, infants and children, the former limiting itself to discussing the problem in Africa, while the latter discussed it on a world basis.

^{29/} ILO/D.15/1952.

^{30/} WHO Technical Report No. 72: Third report of Joint FAO/WHO Expert Committee on Nutrition.

These discussions covered the social and agricultural as well as medical aspects. The international agencies are most interested in the means of prevention, and the wide range of the deliberations proved to be most fruitful.

62. Regional nutrition meetings in the Far East and Latin America were convened jointly by FAO and WHO in 1953. These followed two meetings of a similar nature convened by FAO in each of these regions in 1948 and 1950. Special attention is being given by FAO and WHO to the study of protein malnutrition which is one of the most widespread and serious nutritional diseases among infants and young children in tropical and subtropical countries.

63. The 1953 nutrition meeting in the Far East discussed, inter alia, the means of conveying to mothers the knowledge of how to feed their children properly. The meeting in Latin America paid particular attention to the prevention of goitre and endemic cretinism. Advances in knowledge in this field of medicine permitted recommendations to be made for effective control in certain countries which heretofore had not been practicable.

64. In 1953, FAO and WHO in association with the Macy Foundation convened a meeting, in Jamaica, of research workers engaged in investigating different aspects of deficiency disease in infants and young children from many parts of the world. Such research workers usually are isolated from each other and opportunities such as this to meet and discuss the advances in knowledge, not only assist the individual worker, but often result in the development of parallel work in different countries. The discussion of accumulated experience may clarify the approach to show a way to rapid and valuable advances in knowledge.

Child Welfare

65. The United Nations and UNICEF, ILO, FAO, UNESCO and WHO are concerned with child welfare. All these agencies have extensive programmes either directly related to the needs of children or designed mainly for the benefit of the family and the community, but fundamental to the welfare of children. In the co-operative programmes with UNICEF, it has been the accepted principle that UNICEF provides the imported supplies and equipment while the United Nations and the specialized agencies concerned provide the international technical assistance required in planning and implementing the programmes. Close working relations

were developed among the agencies in the early days and have been progressively strengthened. The increased activities of UNICEF in the under-developed countries in recent years, coinciding with the development of the EPTA, has expanded the field of co-operation in work for children.

66. Inter-agency collaboration in the field of child and maternal welfare at the regional level also takes a number of different forms and takes place on a variety of subjects. The regional directors of WHO, for example, provide technical advice to governments on health projects being aided by UNICEF and give technical approval of plans of operation. The United Nations Technical Assistance Administration social welfare consultants assist the UNICEF officers in the various regions. FAO Regional Nutrition Officers have the responsibility of advising UNICEF on the development of child nutrition programmes. Within the general framework of these arrangements, numerous examples of actual collaboration between UNICEF and other United Nations agencies, both at the regional and at the country level, can be cited. A detailed account of such inter-agency collaboration will be contained in a report which is now being prepared for the Council in accordance with General Assembly resolution 802 (VIII).

67. In addition, there are examples of inter-agency co-operation concerning child welfare which do not directly involve UNICEF. WHO took an active part in the regional conference on education and mental health of children in Europe organized by UNESCO in December 1952. Consultations have taken place between WHO and ILO in 1951 and 1952 regarding standards of maternal and child care in relation to ILO's work on the maternal protection and social security Conventions. In 1950, at the request of UNESCO, the International Labour Office prepared a study on child labour in relation to compulsory education for publication in the UNESCO series of booklets entitled Studies on Compulsory Education. UNESCO also submitted a study to the Committee on Information from Non-Self-Governing Territories in 1953 entitled Free and Compulsory Education and the Programme of Unesco. The United Nations was associated with a study of the health and welfare needs of the family unit in France and England, assisted by WHO in 1951/1953. In connexion with the United Nations studies on children deprived of normal home life, WHO produced a monograph on maternal care and mental health^{31/},

and convened an expert meeting, in co-operation with the United Nations, on the mental health aspects of adoption^{32/}. UNESCO and WHO have co-operated in a meeting of experts on mental hygiene in the nursery school, of which the report^{33/} has been published by UNESCO and in other studies relating to pre-school education. The United Nations has provided social workers to take part in the training of counterpart staff in two maternal and child health centres assisted by WHO. A series of expert meetings on special problems of children^{34/} has been organized by WHO, with the participation of the United Nations, ILO and UNESCO.

32/ The Working Group on Long-Range Activities for children, at the request of the Social Commission, prepared a statement entitled Extension of Measures Relating to Family and Children^{35/}, E/CN.5/257, including measures essential to the social security of the family. This statement also provided the basis for a series of assessments of child welfare services made in collaboration with the agencies and the United Nations in three jointly selected countries with the governments concerned, and were designed to assist them in studying their present services for children and in planning and developing activities in this field within the practical and financial possibilities of their respective national programmes of social development. References can be found in the ACC reports to the Council and in the Secretary-General's reports to the Social Commission on Long-range international activities for children^{36/}, on Integrated programme for meeting the needs of children^{37/} (E/CN.5/256), and on Assessment of country needs and services (in process).

32/ WHO Technical Report No. 70: Mental Health Aspects of Adoption.

33/ UNESCO Problems in Education/IX.

34/ WHO Technical Report No. 58: Physically Handicapped Child and WHO Technical Report No. 75: Mentally Subnormal Child (in preparation).

35/ E/CN.5/257.

36/ E/1725.

37/ E/CN.5/256.

69. FAO is concerned with this subject because of its relation to school feeding, the production of nutritious local foods for use in school feeding programmes, including the encouragement of school gardens, and to the introduction of home economics, nutrition education and elementary agricultural techniques into school curricula, as well as the training of personnel in these subjects.

Rehabilitation of the Physically Handicapped

70. The prevention of disability and the rehabilitation of the handicapped call for a combination of medical, social, educational and vocational services closely interrelated and functioning on a teamwork basis. This teamwork approach to problems of physical disability is reflected in the co-operation between the United Nations, UNICEF, ILO, UNESCO and WHO in co-ordinating their services for the community^{38/}.

71. Inter-agency consultations arranged by the ACC in 1950 resulted in the preparation of a co-ordinated international programme for the rehabilitation of physically handicapped persons including the blind^{39/}. This programme, which was initiated under Council resolution 309 E (XI) and adopted by the Council at its fourteenth session, represents a major achievement in the pooling on an international scale of existing resources needed for co-ordinated action in the field of rehabilitation.

72. The United Nations and specialized agencies concerned have co-operated in assistance to several governments for rehabilitation of the handicapped. As an example of joint technical assistance projects, the regional demonstration centre for the blind in Egypt may be cited. This centre has been set up by the Government of Egypt with technical assistance from the United Nations and ILO. Another joint undertaking was the United Nations/WHO mission which surveyed five Latin American countries in 1952 with a view to the possible establishment of a regional

^{38/} A special issue of the Social Welfare Information Series, entitled Rehabilitation of the Handicapped, has been published by the United Nations in consultation with the specialized agencies concerned.

^{39/} E/CN.5/259 and 260.

demonstration centre for the rehabilitation of the physically handicapped. Concerted international assistance has been given in planning the national demonstration centre for the rehabilitation of the physically handicapped in Belgrade, Yugoslavia. Assistance for handicapped children's programmes has been provided jointly by UNICEF and WHO. The United Nations has been consulted on all projects of this nature.

73. Two jointly sponsored group training courses have been organized in Europe, one on the rehabilitation of handicapped children in 1951, in which the United Nations, UNICEF and WHO co-operated, and one on the rehabilitation of disabled adults in 1952 organized by the United Nations with the co-operation of ILO and WHO. Teams from seven and eight countries, respectively, participated in these courses.

74. Consultation has taken place in respect of a provisional agenda for a conference of a consultant group on prosthetics, to be convened in 1954 by WHO with the participation of the United Nations and ILO. The Conference of Experts on Physically Handicapped Children for Countries of South-East Asia, held at Jamshedpur, India, in 1950, was organized by the United Nations in co-operation with ILO, UNESCO, UNICEF and WHO.

Migration and Refugees

75. The problems of migration require for their solution the combined efforts of many organizations. This was recognized by the Council in 1949 when it invited the specialized agencies and the Secretary-General "to submit to the Administrative Committee on Co-ordination ... any migration problems" which might arise in such circumstances "or in such a form that overlapping might occur or that important aspects of these questions might be neglected".^{40/} Through the procedures for co-ordination set up by the ACC, which assigned a special responsibility in the matter to ILO, the programmes of work of the United Nations, including the Office of the High Commissioner for Refugees, the ILO, FAO, UNESCO and WHO and their respective responsibilities for specific projects are jointly scrutinized.

^{40/} Council resolution 156 A (VII).

76. In the refugee relief field, the office of the UNHCR maintains close relations with the specialized agencies. ILO has advised on various proposed projects, especially those concerned with vocational training; and UNESCO has advised on the selection and preparation of educational and cultural projects for refugees. WHO has given assistance to the Office of the UNHCR in the control of tuberculosis and has maintained liaison with that office on the resettlement of refugee physicians.

Prevention of Crime and Treatment of Offenders

77. It was agreed in 1948 that the United Nations should assume principal responsibility for international action in this field, and secure the co-operation of ILO on questions relating to vocational guidance and vocational training as a means of prevention and treatment, as well as to prison labour; of WHO on the medico-psychiatric aspects of the prevention of crime and the treatment of offenders; and of UNESCO on the educational aspects of these problems. Consequently, ILO has prepared a study on vocational guidance and delinquency in the framework of the United Nations project on juvenile delinquency. Similarly, WHO has prepared reports on medical aspects of the causes and prevention of crime and the treatment of offenders^{41/}, on the psychiatric examination of offenders^{42/} and on the psychiatric aspects of juvenile delinquency^{43/}. WHO provided an expert for the seminar on juvenile delinquency which was organized in Rome in December 1950. It co-operated with the United Nations for the organization of the European seminar on the medico-psychological and social examination of offenders held in Brussels in December 1951. ILO and WHO participated in the regional conferences on the prevention of crime and the treatment of offenders organized by the United Nations in pursuance of General Assembly resolution 415 (V).

^{41/} WHO Bulletin, 1949 Vol. 2, No. 2: Medical Aspects of the Causes and the Treatment of Offenders.

^{42/} WHO Bulletin, 1950 Vol. 2, No. 4: Psychiatric examination of offenders.

^{43/} WHO Monograph No. 1: Psychiatric Aspects of Juvenile Delinquency.

International Narcotics Control

78. As regards the control of narcotic drugs, the close technical collaboration between the United Nations Commission on Narcotic Drugs, the Permanent Central Opium Board, the Drug Supervisory Body, and the organs of the World Health Organization and their respective secretariats has been maintained. The United Nations and WHO secretariats are co-operating in a long-term series of studies on synthetic drugs under Council resolution 505 XVI. WHO and FAO are also co-operating in the studies undertaken by the United Nations on cannabis (Indian hemp). The World Health Assembly and the Commission on Narcotic Drugs have taken complementary decisions regarding the discontinuance of the use of diacetylmorphine (heroin).

79. UPU and the United Nations Narcotics Commission are also co-operating regarding the ways in which the UPU machinery can assist in achieving certain objects of the Narcotics Conventions. In particular, interim action regarding the treatment of synthetic narcotic drugs as prohibited objects in the mails is under consideration by the UPU.

Occupational Health

80. In carrying out its occupational health programme, the ILO has maintained close liaison with WHO, and the two organizations have made arrangements for maintaining collaboration and co-ordinating their respective activities in this field in which neither can claim exclusive interest. To this effect, joint committees have been set up between the ILO and WHO - one for occupational health and one for the hygiene of seafarers. At meetings of experts in September 1951 convened jointly by the ILO and WHO, and in December 1953 convened by the ILO in agreement with WHO and the Intergovernmental Committee for European Migration, criteria for the medical selection of migrant workers were drawn up.

81. Other instances of ILO/WHO collaboration in the occupational health field are to be found in the decennial revision of the International List of Diseases and Causes of Death, in which the ILO co-operated with WHO, and the revision of the International Labour Convention and Recommendations concerning migration for employment (which were adopted, as revised, in 1949), to which WHO made considerable contributions as regards the medical aspects of the question.

Similarly, WHO was consulted on the protection of the health of workers in places of employment before this question came before the International Labour Conference in 1952, and assisted the ILO in examining the medical provisions of the Maternity Protection Convention which was under revision by the ILO in 1951. The question of cases of serious illness aboard ships at sea has for some time been under consideration by a joint committee of WHO and ILO. Since the treatment of such illness may depend, particularly in the case of small cargo vessels, on the availability of medical advice by radio, ITU is also collaborating in the discussion.

82. Following upon a resolution of the WHO Executive Board, the Director-General of WHO and the Director-General of the ILO agreed in 1954 on the following arrangements concerning co-operation and co-ordination of the work of the two organizations in the field of occupational health: (a) that the ILO and WHO should keep each other informed on their respective programmes concerning occupational health and should consult each other before any such programmes become final; and (b) that the ILO and WHO should give full consideration, during the preparation and implementation of programmes concerning occupational health, to the possibility of co-operation between the two organizations in carrying them out. These arrangements have been approved by both the Executive Board of WHO and the Governing Body of the ILO.

Social Security

83. The ILO's work in the field of social security from time to time raises problems the medical aspects of which are of concern to WHO, and in such circumstances close collaboration between the two organizations is maintained. Thus, when the proposed instruments on minimum standards and advanced standards of social security were being prepared for consideration by the International Labour Conference at its June 1952 session, for instance, WHO at the request of the ILO convened a consultant group of medical experts to consider the medical care provisions for inclusion in these instruments.

Conditions of Work

84. Conditions of work in agriculture is a field where active inter-agency collaboration has been maintained. Consultation has taken place with FAO before-

hand whenever agricultural questions have been included in the agenda of ILO regional conferences, as, for example, in the case of the Fifth Conference of American States Members of the ILO (Rio de Janeiro, April 1952), and FAO is being consulted with regard to the reports on vocational training in agriculture which are to form the basis for the discussion on this question at the 38th session of the International Labour Conference (1955). FAO participates regularly in the work of the Permanent Agricultural Committee of the ILO. The ILO also co-operates with FAO on problems of the fishing industry, with which FAO is concerned from the point of view of resources and its economic and nutritional aspects and the ILO from the point of view of conditions of work of fishermen.

85. The ILO through its Inland Transport Committee has collaborated closely with the ECE in the examination of social problems arising from co-ordination of transport, dwelling in particular on problems relating to employment, wages, and social benefits in the transport industry. The ILO also assisted ECE in drawing up the clauses concerning conditions of employment to be included in the Standard Set of Rules of the General Agreement on Economic Regulations for International Road Transport, and collaborated with ECAFE on problems of conditions of work of Asian boatmen.

86. Within the range of its activities on behalf of women workers, the ILO has undertaken a number of tasks at the request of and in collaboration with the United Nations. At its sixth session the Economic and Social Council invited the ILO to consider the question of the application of the principle of equal pay for equal work of men and women workers. In response to this request the ILO submitted proposals to the 1951 session of the International Labour Conference which resulted in the adoption of a Convention and Recommendation as regards this question. Also in response to a Council resolution the ILO has undertaken in 1954 to prepare a study of the position of girls and women in relation to apprenticeship.

Education

87. The educational and cultural programmes of UNESCO call at many points for collaboration with the United Nations and other specialized agencies. In the field of primary education, inter-agency consultations are increasingly frequent,

with a view to giving practical effect to the recommendations concerning free and compulsory schooling which were adopted by the XIVth International Conference on Public Education, convened jointly by UNESCO and the International Bureau of Education in 1951 in Geneva, as well as to the specific plans developed by the regional conference called by UNESCO in Bombay in 1952 for South Asia and the Pacific. Problems of secondary and higher education are also the subject of close collaboration.

88. In accordance with resolution 137 (II) of the General Assembly, the United Nations and UNESCO have collaborated from the beginning in an effort to promote both in schools and in adult education programmes a better understanding of the role of the United Nations and the specialized agencies in world affairs. Special attention has been given in this respect to the dissemination of the principles embodied in the Universal Declaration of Human Rights. The general informational work of DPI and of the Mass Communication Department of UNESCO calls for constant consultation which is assured on a regular basis through the New York Office of UNESCO.

Training

89. There is a special link between ILO and UNESCO in the field of vocational training. UNESCO was consulted by the ILO in connexion with the formulation of the proposals submitted to the 32nd session of the International Labour Conference, which resulted in the adoption of the Vocational Guidance Recommendation (No. 87), 1949. In 1951 the ILO prepared studies for the Economic Commission for Europe on vocational training in woodworking^{44/} and on tenant farmers^{45/} in Europe, the latter in co-operation with FAO; in 1952 the ILO prepared, in co-operation with FAO, a report for the Economic Commission for Europe on the vocational training of forestry workers^{46/}, which was discussed by a pilot committee on logging techniques and training for forestry workers, meeting in Helsinki in February 1953.

^{44/} TIM/53 and Corr.1.

^{45/} AGRI/38.

^{46/} FAO/EFC/LOG./15.

90. The United Nations and most agencies maintain close contacts in the field of fellowships, study grants and travel grants, while ILO and UNESCO have made special arrangements to co-ordinate their work in the matter of workers' study tours. Joint meetings of ILO and UNESCO experts on workers' exchanges for educational and cultural purposes were held in 1950 and in 1954. They recommended various forms of action to be taken by the two organizations jointly or severally and resulted in an intensification of the collaboration between UNESCO and the ILO in regard to this question.

91. Training of personnel in the broad field of social welfare has been a major activity of the United Nations and specialized agencies, and the majority of the co-operative activities mentioned in this chapter have given an important place to training. At its eighth session, in 1952, the Social Commission discussed in-service training for social welfare personnel. Following this discussion, inter-agency consultations on the training of auxiliary workers were begun under the auspices of the ACC. Broad agreement on definitions of terms, roles and objectives in this field was reached in the course of the ad hoc consultations on community organization and development to which reference is made earlier. In 1952 and 1953, the United Nations, in consultation with the interested specialized agencies and UNICEF, organized three meetings of regional experts on the training of auxiliary and community workers in South-East Asia, the Middle East and Latin America. These meetings have served to promote an exchange of experiences in widely separated parts of the world, and their reports will be the subject of further inter-agency consultation regarding common problems and a common social content for such training.

V

The Declaration and Draft Covenants on Human Rights

92. The specialized agencies have assisted the United Nations in the preparation of the draft covenants on civil and political rights and on economic, social and cultural rights. They have, for instance, assisted the Commission on Human Rights in formulating the articles on forced labour, freedom of association, social security, conditions of work, equal rights for men and women (ILO), the improvement of living and working conditions (ILO and FAO), standards of health (WHO), and education, cultural rights and rights to the benefits of scientific progress (UNESCO). As a result of the discussions in which they have played a part, the draft covenants, as approved by the Human Rights Commission at its tenth session, make provision for the specialized agencies to co-operate with the Council in the examination of the measures taken by governments to implement the provisions of the covenants.

93. In 1949 the ILO assisted the Secretary-General of the United Nations in the preparation of a report, requested by the Council, on the question of a draft Declaration of Old Age Rights.^{47/} In the same year it submitted to the United Nations, at the request of the Secretary-General, proposed principles for inclusion in the draft Declaration of the Rights of the Child, considered by the United Nations Social Commission at its sixth session.^{48/}

Status of Women

94. UNESCO has assisted the Commission on the Status of Women by collecting statistical data and by undertaking studies on educational opportunities for girls and women,^{49/} and ILO in making studies on vocational guidance and vocational training for women.^{50/} The United Nations and ILO have been co-operating

^{47/} E/CN.4/360

^{48/} E/CN.4/512

^{49/} E/CN.6/223,250

^{50/} E/CN.6/178, 221

in promoting economic opportunities for women, with special emphasis upon the questions of equal pay for equal work,^{51/} part-time work for women and older women workers.^{52/}

Freedom of Association

95. In resolution 277 (X), the Council, on behalf of the United Nations, accepted the services of the ILO and its Fact-Finding and Conciliation Commission on Freedom of Association, whose purpose is to examine impartially allegations of infringement of trade union rights. The Secretary-General has been transmitting to the Governing Body of the ILO, for its consideration as to referral to its Fact-Finding and Conciliation Commission, all allegations regarding infringements of trade union rights which are related to States Members of the ILO. The Governing Body of the ILO appointed in 1951 a Committee on Freedom of Association which is responsible to it for the preliminary examination of such complaints and whose reports are regularly brought to the notice of the Council.^{53/} Since its creation the Committee has had before it as many as 97 complaints, a large number of which were referred to it by the Council. In a substantial number of these cases important recommendations and observations have been made to the governments concerned.^{54/} Each year the Council reviews the work of the ILO Committee on Freedom of Association on the basis of information contained in the ILO Report to the United Nations.^{55/}

^{51/} E/CN.6/169, 220, 231

^{52/} E/CN.6/220, 238

^{53/} The first six reports of the Committee were reproduced as appendices to the Sixth Report of the International Labour Organisation to the United Nations (pp. 169-237) and the Seventh Report of the International Labour Organisation to the United Nations (pp. 173-396); the seventh to the twelfth reports of the Committee will be reproduced in an appendix to the Eighth Report of the International Labour Organisation to the United Nations, to be presented to the eighteenth session of the Economic and Social Council.

^{54/} Examples of these observations and recommendations will be given in the Eighth Report of the International Labour Organisation to the United Nations.

^{55/} See Economic and Social Council resolutions 129 A (VI) of 5 March 1948, 167 A (VII) of 19 August 1948, 252 (IX) of 9 July 1949, 325 (XI) of 20 July 1950, 404 (XIII) of 21 August 1951, 447 (XIV) of 18 July 1952 and 498 (XVI) of 2 July 1953.

Slavery

96. On the question of slavery, Council resolution 475 (XV), inter alia, invited the specialized agencies to submit comments and suggestions and to collect relevant material. In response to this invitation, ILO has drawn the attention of the Secretary-General to certain material available to the organization.^{56/} In resolution 525 A (XVII) the Council appointed a rapporteur to prepare a concise summary of all information concerning slavery including information supplied by the ILO; and invited the specialized agencies to study measures to remedy slavery, conditions similar to slavery, and servitude in all its forms. The Council invited the ILO to submit comments to the Secretary-General on any draft supplementary Convention on slavery and at the same time invited the specialized agencies concerned with this question to study measures to remedy slavery and conditions similar to slavery and servitude with special reference to the question of measures of international co-operation to achieve this end.

Forced Labour

97. Under Council resolution 350 (XII) a joint United Nations/ILO Ad Hoc Committee on Forced Labour was established. The Committee has submitted its report to the Council and the Governing Body of the ILO.^{57/} The Governing Body of the ILO considered the report at its 122nd and 123rd sessions in June and November 1953, and its decisions in this connexion were communicated to the United Nations. The Council noted with satisfaction the action already taken by the Governing Body of the ILO on the recommendation of the Ad Hoc Committee and invited the ILO to continue its consideration of this question and to take what further action it deems appropriate towards abolishing forced labour throughout the world. It further requested the Secretary-General, and invited the Director-General of the ILO, to prepare jointly a report for the nineteenth session of the Council, setting out any new information on forced labour which might be submitted by Member Governments, specialized agencies and non-governmental organizations.

^{56/} E/AC.3/311

^{57/} E/2431

Freedom of Information

98. Freedom of information has been a matter of common concern to the United Nations and the specialized agencies, particularly UNESCO and ITU. Pursuant to Council resolution 442 C (XIV) UNESCO has assisted the rapporteur on Freedom of Information in preparing a substantive report covering major contemporary problems and developments in the field of freedom of information;^{58/} pursuant to Council resolution 442 E (XIV) and General Assembly resolution 633 (VII) it has assisted the Secretary-General in preparing a report^{59/} on the encouragement and development of independent information enterprises.

99. At its seventeenth session the Council, by resolution 522 A (XVII) requested the Secretary-General, in conjunction with the specialized agencies, particularly UNESCO and ITU, to prepare a concrete programme of action to promote among news personnel a wider knowledge of the work of the United Nations, of foreign countries and of international affairs; a world-wide survey of current principles and practices involved in the censorship of outgoing news dispatches; a study of the legal aspects of the rights and responsibilities of the media of information; a study of the problem of the protection of sources of information of news personnel, and a study of public and private information monopolies and their effects on freedom of information. In the following sections of the same resolution the ITU was invited to report on action taken by governments in response to the recommendation adopted at the Plenipotentiary Conference of the ITU (Buenos Aires, 1952) aimed at the unrestricted transmission of news by telecommunication services; UNESCO was invited to initiate a study of copyright in respect of news and information media and to formulate recommendations thereon; ILO was invited to give full consideration to the economic security of information personnel in its study of the problem of the independence of information personnel; UNESCO was invited to consider the possibility of increasing the scope of its mass communication fellowship programme; ITU and UNESCO were requested to prepare a joint study of the problems of transmitting press messages; ITU was requested to consider the possibility of developing new techniques leading to economy in the use

^{58/} E/2426 Add.1-4

^{59/} E/2534

of radio frequencies and to the elimination of wasteful competition and duplication; UNESCO was asked to consult, when opportune, with the States Parties to the Agreement on the Importation of Educational, Scientific and Cultural Materials on their views as to the desirability of extending it to provide further dispensations in the allocation of foreign exchange for the purchase of educational, scientific and cultural materials, and also to assist in encouraging and developing independent domestic information enterprises.

Prevention of Discrimination

100. UNESCO and ILO have co-operated with the United Nations in its work on prevention of discrimination. UNESCO in particular has been conducting since 1949 an extensive educational campaign against racial prejudice. This campaign involves the dissemination of scientific data and the focussing of public attention on the general moral principles in the issue. In addition, the Organization conducts studies of the progress being made in various countries for the solution of race problems. A report on this activity^{60/} has been submitted to the Economic and Social Council at its sixteenth session. Last year the Sub-Commission on Prevention of Discrimination and Protection of Minorities proposed, and the Commission on Human Rights approved, a series of studies on discrimination in the fields of education, employment and occupation, political rights, religious rights and practices, residence and movement, immigration and travel, etc. This year the Sub-Commission appointed a rapporteur to undertake a study on discrimination in education and requested the specialized agencies, particularly UNESCO, to collaborate in the study. The Executive Board of UNESCO authorized the Director-General to make facilities available to the rapporteur, including the provision of staff and documentation. The Sub-Commission also adopted a resolution requesting the ILO to undertake a preparatory study of discrimination in the field of employment and occupation with the collaboration of the Secretary-General of the United Nations. The Governing Body of the International Labour Office authorized the Office to undertake a preparatory study of the nature indicated, with the collaboration of the Secretary-General of the United Nations, and to submit to the autumn 1954 session of the Governing Body suggestions for any further action by the ILO which may be appropriate.

VI

Collaboration with the Trusteeship Council

101. By resolution 47 (IV) of 1 March 1949, the Trusteeship Council recommended that the specialized agencies study the annual reports on the administration of Trust Territories, with a view to making such observations and suggestions as they might consider proper to facilitate the work of the Trusteeship Council. Following this resolution, UNESCO has regularly submitted observations on the annual reports to the Council and has participated in its discussion on educational advancement in Trust Territories. A special task carried out in 1952 was a survey^{61/} by a UNESCO expert of the educational situation in the Trust Territory of Somaliland and the transmission to the Trusteeship Council of this expert's comments on the Italian Government's five-year plan for the development of education in that territory.

102. The Trusteeship Council has also sought the assistance of specialized agencies in a number of special studies and projects. Thus, FAO, ILO, UNESCO, WHO and IBRD have made written suggestions and observations in connexion with the Revision of the Provisional Questionnaire, and have assisted the Committee on the Revision of the Provisional Questionnaire; ILO has furnished information in connexion with the problem of migrant labour and penal sanction for breach of labour contracts by indigenous inhabitants of Trust Territories; UNESCO has assisted in publicising offers of scholarships and fellowships open to students from Trust Territories; and FAO has given assistance to the Committee on Rural Economic Development and in its studies of the policies, laws and practices relating to land, land utilization and land alienation.

Non-Self-Governing Territories

103. Collaboration between the United Nations and the specialized agencies regarding Non-Self-Governing Territories has been emphasized by several General Assembly resolutions. In this field, close co-operation exists between the United Nations and FAO, ILO, UNESCO and WHO. Representatives of these agencies

have regularly participated in the work of the Committee on Information from Non-Self-Governing Territories and of its sub-committees established to study and report on economic, social and educational conditions in the Non-Self-Governing Territories. FAO, ILO, UNESCO and WHO assisted in the revision of the Standard Form which serves as a guide to the Administering Members in transmitting information under Article 73 E. Studies have been prepared by UNESCO on illiteracy, languages of instruction, and the use of vernacular languages; by ILO on co-operative movements, programmes for training workers and migrant labour in Non-Self-Governing Territories; by FAO on fats, oils and oil seeds, forestry policy and food consumption and nutrition; and by WHO on medical research, epidemic diseases and trends in public health.

104. Similarly, the United Nations has contributed to the work of the specialized agencies when conditions in Non-Self-Governing Territories were a principal feature of the discussion, as for instance at the ILO Committee of Experts on Social Policy in non-Metropolitan Territories and appropriate meetings of FAO and WHO and UNESCO. Co-operation is also maintained in the preparation of studies and background papers.

VII

Relief and Rehabilitation of Palestine Refugees

105. The co-operation and assistance rendered by the specialized agencies and other United Nations organs to UNRWA provides a good example of how the various United Nations organs pool their efforts and resources in helping an emergency relief programme. The working arrangements which the predecessor of UNRWA (UNRFR) concluded with UNICEF and WHO have been continued and strengthened during the past few years; further working agreements or arrangements have been entered into by UNRWA with UNESCO, ILO, UNICEF and the Technical Assistance Administration and the Department of Social Affairs of the United Nations Secretariat. Under these agreements and arrangements, WHO and UNESCO undertake, respectively, the technical direction of the health and educational programmes of UNRWA, while ILO, FAO and TAA provide technical assistance in the various fields within their respective competences. UNICEF provides certain food items for the benefit of refugee children and assists in UNRWA's procurement operations. A detailed account of the participation by these agencies in the UNRWA programme is contained in the reports of UNRWA to the General Assembly.^{62/} The following paragraphs attempt to summarize the contributions made by the various agencies in the different phases of UNRWA programmes.

106. In the health field, WHO provides the Chief of UNRWA's Health Division who administers the Agency's health programme, as well as certain personnel in various specialized subjects, such as epidemiology, sanitation and public health engineering. In addition, WHO has been making an annual cash contribution for the past few years towards UNRWA's health programme. Close co-operation and mutual assistance have also been maintained between the UNRWA Health Division and the WHO Regional Office in Alexandria on such matters as malariology, environmental

^{62/} GA Official Records, Fifth Session, Supplement No. 19; GA Official Records, Sixth Session, Supplement Nos. 16 and 16A; GA Official Records, Seventh Session, Supplement Nos. 13 and 13A; GA Official Records, Eighth Session, Supplement Nos. 12 and 12A

sanitation, health education, nursing and maternal and child health including some aspects of nutrition.

107. On the subject of nutrition, surveys of the nutritional conditions among refugees were made in 1950, 1951 and 1952 through the joint efforts of WHO and FAO. FAO has also assisted the Agency with the recruitment of nutritionists.

108. UNESCO has appointed the Chief, as well as the Deputy and one or more other officers, for the Education Division of UNRWA, who are responsible for directing an education programme for the refugees. It has also made financial contributions towards the total cost of the education of Palestine refugees. Some 96,000 pupils are enrolled in schools jointly operated by UNRWA and UNESCO, and a further 55,000 children are educated in government and private schools at the expense of UNRWA. UNESCO also assists UNRWA in teacher training and other aspects of the educational programme, including fundamental education. ILO also is helping in the vocational training aspect of the programme by providing various experts in this field, as well as selecting refugees for fellowships abroad.

109. In addition to the technical assistance given by the various agencies mentioned above, UNRWA also maintains a close relationship with TAB, both at the Headquarters level and in the region, and with TAA, particularly in the field of social welfare.

110. With regard to providing actual supplies in kind, UNICEF have contributed largely not only to UNRWA's feeding and medical programmes, approximately half of which was in the form of milk powder for distribution among the refugee children, but also to the frontier villages where the inhabitants are not qualified to receive relief from UNRWA. Rice, fats and sugar were among the important items provided for relief, as were soap, clothing, medical supplies and materials for erecting huts to house the refugees. UNESCO contributed gift coupons in the past year for the purchase of books for the various educational centres operated by UNRWA.

Korean Reconstruction

111. The specialized agencies, in response to the appeals of the Security Council, the General Assembly and the Economic and Social Council, have contributed both to the emergency programme and to the work of the United Nations Korean Reconstruction Agency. Supplies worth over \$3 million as well as technical

personnel were contributed to the emergency programme by the specialized agencies. General Assembly resolution 410 (V) instructed the Agent-General, in carrying out his functions, to make use of the advice and technical assistance of the United Nations and the specialized agencies and, where appropriate, request them to undertake specific projects and special tasks either at their own expense or with funds made available by the Agent-General. In preparing a comprehensive Korean reconstruction programme to serve as the basis of long-term United Nations assistance, the Agent-General enlisted the aid of teams of experts from WHO, FAO and UNESCO to make general recommendations on the scope of a long-range programme in their respective fields and to develop specific lists of projects to be carried out as part of the programme. The Agent-General has kept in touch with the specialized agencies directly and through the ACC. In addition to the specialized agencies, the United Nations Secretariat and, in particular, the Technical Assistance Administration and the Department of Public Information have supplied personnel and technical services to the Agency.

112. A few specific activities of specialized agencies in support of UNKRA may be mentioned. UNICEF is carrying out in co-operation with UNKRA a large-scale programme for the supply and distribution to children of powdered milk. UNESCO, WHO and FAO all sent expert missions to Korea to co-operate with UNKRA and with the Government of the Republic of Korea on the planning of reconstruction programmes.

113. The joint UNESCO/UNKRA education planning mission presented a preliminary report^{63/} in December 1952 and a final report^{64/} in February 1953, which contained its recommendations for a five-year programme of United Nations assistance covering all types of educational work in all the nine provinces of the Republic of Korea.^{65/} The specific recommendations of the report were designed to effect a fundamental change in the educational system of Korea, entailing a larger government support of education and the gradual decentralization from central

^{63/} UNKRA/AG - 22

^{64/} UNKRA/AG - 23

^{65/} This report has been published by UNESCO under the title: Rebuilding Education in the Republic of Korea.

government to community school authorities. UNESCO is providing an expert to act as director of a fundamental education training centre. In addition, UNESCO in co-operation with UNKRA, in August 1953 extended its gift coupon programme to enable voluntary sources to make personal contributions to aid Korean schools by purchasing books and periodicals and by financing grants to selected Korean educators and specialists abroad.

114. The WHO/UNKRA health planning mission reported in November 1952^{66/} concerning the reconstruction of public health and medical services in such a way as to ensure the establishment of satisfactory health conditions in Korea, and also to be within the economic capacity of the country with the initial help of UNKRA. The mission made specific recommendations for immediate and for long-term measures covering the organization and administration of the health services, the public health dispensary and the basis for the future health unit; statistics and reports; public health activities such as sanitation, maternal and child health and the control of communicable diseases; medical care; education in medical and allied subjects; and supply and finance. By agreement, WHO procures medical supplies and equipment on behalf of UNKRA. In accordance with this agreement, WHO has procured, in conjunction with the Swedish Red Cross and a panel of medical supply experts and with the assistance of the British Ministry of Health, the equipment, supplies and textbooks required for the Taegu Medical College and Teaching Hospital.

115. The report of the FAO/UNKRA^{67/} agricultural planning mission was issued in March 1953 and has provided a blueprint of necessary measures for agricultural rehabilitation and technical assistance. The report, which is a comprehensive survey of the current problems of agriculture, includes sections on forestry and fisheries.

^{66/} UNKRA/AG - 21

^{67/} Not reproduced as a document.