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GENERAL DEBATE (*continued*)

1. Mr. SEN (Director-General, Food and Agriculture Organization of the United Nations) said that the basic document before the Council under item 3 of the agenda was the consolidated report of the Committee on Programme Appraisals (E/3347 and Corr.1), which had been prepared in consultation with all the specialized agencies. He fully appreciated the difficulty and complexity of the task with which its authors, whom he congratulated on the clarity and brevity of their presentation, had been faced, but he did not believe that the report quite met its intended purpose. What was needed was much more than a mere catalogue of current and past activities and a projection of existing trends. His understanding of what the Council had had in mind in adopting resolution 694 D (XXVI) was a genuinely forward look that would explore new vistas in the light of developing needs and, in view of the limited resources available, establish priorities among the different sectors. The United States representative had referred to that point at the previous meeting, and in drawing up its own forward appraisal the Food and Agriculture Organization (FAO) had followed that approach; he had accordingly expected somewhat the same approach to be followed in the consolidated report. Those views had been confirmed by the Netherlands representative's remarks at the 1117th meeting on the need for a further analysis in which priorities would be laid down.

2. As Mr. Paul G. Hoffmann, the Managing Director of the Special Fund, had suggested in his booklet, *One hundred countries — one and one quarter billion people*,<sup>1</sup> the decade 1960-1970 might be characterized by four main trends: rapidly increased aid to under-developed countries, growing emphasis on multilateral aid, a shift in the character of the aid programmes of European countries and, lastly, a growing emphasis on pre-investment activities.

3. There had already been a marked upward trend in total financial and technical assistance rendered to under-developed countries during the previous decade. Even so, the annual rate of growth of income per head of population in the less developed countries had been only about 1 per cent. It was essential to raise that figure to at least 2 per cent in order to cope with the increasing population

<sup>1</sup> Washington, D.C., 1960.

*President*: Mr. C. W. A. SCHURMANN (Netherlands).

*Present*:

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

Observers for the following Member States: Argentina, Australia, Belgium, Ghana, Greece, Hungary, Mexico, Romania.

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

Representatives of the following specialized agencies: International Labour Organisation, Food and Agriculture Organization of the United Nations, United Nations Educational, Scientific and Cultural Organization, International Civil Aviation Organization, International Bank for Reconstruction and Development, International Monetary Fund, World Health Organization, Universal Postal Union, Inter-governmental Maritime Consultative Organization.

The representative of the International Atomic Energy Agency.

AGENDA ITEM 3

General review of the development and co-ordination of the economic, social and human rights programmes and activities of the United Nations and the specialized agencies as a whole

- (a) Appraisal of the scope, trend and costs of the programmes of the United Nations, specialized agencies and the International Atomic Energy Agency in the economic, social and human rights fields (E/3260/Rev.1, E/3341, E/3342, E/3343, E/3344, E/3345, E/3346 and Corr.1, E/3347 and Corr.1)

and development needs, which meant that aid from the developed countries would have to be expanded from the current annual level of \$4,000 million to a new level of \$7,000 million. Current trends justified the hope that such an expansion of aid was to be expected.

4. At that time only about 10 per cent of total aid to under-developed countries was channelled through multi-lateral programmes, but the pattern was likely to change in future as the activities of the Special Fund and the new International Development Association gathered momentum. European countries had always been important contributors to assistance for under-developed countries, and were currently responsible for about half the total funds. In the past, that aid had been mainly bilateral and directed to countries with close historical links with Europe. New developments in western Europe seemed to foreshadow increased participation in economic assistance and revealed a tendency to assist a wider range of receiving countries.

5. It had been encouraging to note the recent consultations among a group of major capital-exporting countries to improve the scale, efficiency and co-ordination of their aid programmes. He hoped, however, that those countries would not lose sight of the need for making full use of the experience acquired in that field by the various organs of the United Nations.

6. It was generally recognized that in the past, too little attention had been paid to pre-investment activities, the importance of which had been emphasized by the Managing Director of the Special Fund in his booklet, and, during the debate on items 2 and 4 of the agenda by various speakers. Undoubtedly such activities would expand during the coming ten years and would be greatly promoted by the Special Fund and the International Development Association.

7. From 1950 to 1960, the United Nations and its agencies had followed what might be called the traditional line, devoting their attention primarily to collecting information, carrying out studies and convening meetings of government representatives or experts to consider particular aspects of the world economy. With the possible exception of the Expanded Programme of Technical Assistance, no adequate programme of action had ever been launched. Moreover, the funds available to the Expanded Programme had been stationary for a number of years and had in fact shrunk in real purchasing power. The challenge of the new decade called for an intensification of action programmes in the under-developed countries.

8. The problem of speeding up development was not merely a question of transferring capital and technical knowledge from the developed to the less developed countries. It was essential first to analyze the specific requirements of the different under-developed countries. Country surveys and analyses were also needed to establish the best pattern of pre-investment. That was an important point which was apt to be overlooked by the developed countries. He understood that in their recent discussions the twenty-one representatives of nations of Europe and North America had been thinking in terms of large investments, mainly in the form of low-interest

loans for projects that would not yield an immediate return; the need for technical assistance as an integral part of any large-scale investment in under-developed countries had not been considered. So far as the United Nations and its agencies were concerned, the traditional approach should be combined with specific practical action in the future.

9. With regard to the financial problems created for the specialized agencies by the additional expenditure entailed by their work on Special Fund projects, although the agencies had to help in the preparation and evaluation of such projects, under the current system they were allowed to charge to the outside financing institution only the direct identifiable cost of each project. But such costs were only part of the total administrative expenditure involved. A recent survey made by FAO had revealed that on an average approximately 9 per cent of the time of the regular staff was being spent on development work on Special Fund projects that could not be charged to the Fund.

10. Government representatives on the Governing Council of the Special Fund argued that since the projects promoted their objectives and fell within their normal terms of reference the specialized agencies should pay the extra overhead costs out of their own budgets. But when considering those budgets, representatives of the same governments argued that when an outside body required the assistance of a specialized agency that body must finance all the extra costs involved. There was also a middle view that the new body should meet all the costs in the initial stages, but that the agencies should gradually increase their budgets to take care of the overhead costs. The existing anomalous situation could not be allowed to continue much longer, particularly as activities financed by outside funds were expected to increase considerably.

11. Another question of considerable practical importance in countries not yet equipped to assume co-ordinating responsibilities themselves was the co-ordination of technical assistance emanating from different sources. Ideally, all investment for development should be preceded by a fully integrated study of the needs and resources of the emerging countries, but that was not always possible in practice. He heartily welcomed the emphasis placed in the debate on items 2 and 4 of the agenda on the need for more study of long-term projections of economic trends and for improved co-ordination of national policies. Those were major fields of the FAO programme of work and would be expanded further. In particular, FAO was taking an active part in work on national and international commodity policies for agricultural products which accounted for about four-fifths of all world trade in primary products. The importance of trade, and not merely aid, could hardly be too strongly stressed, and it was gratifying to note that that view had found full support during the Council's debate.

12. The United States representative had spoken of the need for a clearing house for information to ensure better co-ordination, and had suggested at the 1122nd meeting that the Secretariat should explore the possibility of compiling a card-index register of both bilateral and multilateral projects. His own initial reaction to that

suggestion was not particularly optimistic. Currently, about 90 per cent of all aid operations were bilateral and often the agencies concerned were not prepared to disclose the information required. In the experience of FAO the best means of achieving co-ordination was at country level. It would not really be practicable to assemble all the information centrally — e.g., in the Council secretariat — because by the time it had reached the central point it would already be out of date. The idea that FAO itself should act as a clearing house had been considered, and the conclusion had been reached that finance would be the main obstacle. He had therefore been glad to hear the optimistic note sounded by the United States representative on that particular score.

13. One of the problems of most concern to Member States was that of aid to Africa. In that respect, his organization had a special responsibility because agriculture in its broadest sense was the dominant activity in practically every African country. Co-ordination was vitally important, for without it too much help might be given to some countries and too little to others. There was a risk that the tendency to form regional trade groups in western Europe might lead to an unbalanced pattern of assistance to Africa. Because of its experience, FAO was well placed to co-ordinate assistance for agricultural development and would be glad to supply information even where it was not entrusted with the formulation and execution of programmes.

14. Finally, he would mention the Freedom from Hunger campaign, which had been endorsed by the Council in resolution 743 C (XXVIII). Nobody could estimate accurately how many people in the world were suffering from hunger or malnutrition, but the figure might be anywhere between one-third and one-half the total population. There were many obstacles, varying in difficulty, to a rational approach to the subject, all of which would be taken into consideration by the campaign, which would last for five years. The aim was to achieve not only temporary, but lasting relief from hunger and to enable the countries affected to make better use of their own resources. The campaign had been publicly launched on 1 July 1960, and member countries of FAO and other United Nations agencies had been asked to establish national campaign committees. The Netherlands Government had already made its contribution to the Campaign Trust Fund which had been set up to cover the central costs, and he hoped that other governments would soon do likewise. Hunger was the one human problem that knew no politics and respected no boundaries. Its cure was one objective on which all men and all nations were agreed. The campaign should therefore receive the full support of all countries.

15. Mr. ORMSBY-GORE (United Kingdom), expressing his gratification that the Director-General of FAO had drawn attention to the Freedom from Hunger campaign, assured the Council that the United Kingdom Government intended to play its full part in the campaign, which he hoped would meet with the greatest success.

16. The Committee on Programme Appraisals had done very good work in sifting the main problems from the complex and extended range of United Nations activities

in the economic, social and human rights fields. Its report deserved to be widely distributed among governments, the specialized agencies and all those interested in international co-operation. The substance of its comments and suggestions should provide a basis for positive action by the Council. The Committee had drawn attention to outstanding needs in the fields of public administration, the co-ordination of international research activities and projects relating to water resources. Although all the specialized agencies had not been able to forecast with equal precision the future development of their programmes, the Council had been given the best opportunity yet of looking ahead constructively and reaching sound decisions. The report gave proper prominence to the advancement of human welfare and happiness as the ultimate objective of United Nations activities in the fields in question. Economic and social well-being and respect for fundamental freedoms must go hand in hand, particularly in the case of the newly emerging countries, and above all in Africa. While recognizing the overwhelming needs of that continent, he could not accept the strictures of the Soviet Union representative on what the United Kingdom Government had achieved there.

17. The vital need for co-operation on a basis of full mutual understanding and informed opinion was a measure of the potential importance of the Council's discussions. At the same time, while bearing in mind the responsibilities laid upon the Council under Article 63 of the Charter of the United Nations, it had to be remembered that the United Nations family consisted of a number of intergovernmental bodies co-operating by consent; he would not contemplate suggesting that the Council should attempt to exercise mandatory control over the efforts of the many diverse bodies active in the field. The Secretary-General had rightly said that the United Nations remained the only universal agency where countries with widely differing political institutions and at different stages of economic development could exchange views, share their problems and probe one another's reactions to problems of mutual interest. If the Secretary-General's reference to the initiation of collective action meant the formulation of recommendations and the opening of agreements for signature, he would agree that that duty was laid upon the Council by the Charter. But the Council must not go beyond the practicable. A necessary condition of such collective action was the readiness of governments to seek mutual reconciliation through international discussions. Much remained to be done in the education of world, and especially of governmental, opinion at all levels, and that was conspicuously the task of the Council. The Council was also a forum for the exchange of views and for the common examination of problems and policies and it had a duty to focus attention on areas where the need for action was greatest and to put forward suggestions for such action. That was the sense in which he understood the words of Article 1 of the Charter, "harmonizing the actions of nations". The broad decisions required for the best use of limited resources must be taken by responsible representatives of governments. If the Council was to avoid over-attention to detail and concentrate on a broad approach, it must do so at a level at which it

could make the broadest judgements and command general respect. That was a task that only the Council itself could undertake. It was the experience and to some extent the will that were inadequate and needed developing, rather than the addition of new machinery to what was basically a sound structure. He wished to make it clear that he was not disparaging functional co-ordination as distinct from co-ordination in the sphere of policy making. The former was also a continuing responsibility of the Council, and the report indicated a number of areas in which it could be discharged. Co-ordination was not, however, an end in itself and the Council's aim should be to dispose as quickly as possible of co-ordination problems and tackle substantive matters.

18. As an example of a field in which co-ordination would become more and more important, he would refer to education and training in the widest sense. General education was an essential element in economic development. The role of the United Nations Educational, Scientific and Cultural Organization (UNESCO) was well recognized in that field, but resources were unfortunately lacking. Without adequate technical training, the research potential, and even the limited capital investment resources, of the international community would not be matched by a sufficiency of skilled labour. In that connexion, he welcomed the gradual shift of emphasis by the International Labour Organisation (ILO) from a standard-setting and protective function to direct participation in development processes. Unless higher education also received due attention there was likely to be an increasing shortage of experts to carry out the many international aid programmes. Finally, the Council had a particular duty to create an awareness of the possibilities of international co-operation through promotion of administrative training, which in itself was of fundamental importance to the under-developed countries. The Programme for the provision of operational, executive and administrative personnel (OPEX), which should be put on a firm footing, could be helpful in that respect and he hoped that all international training schemes would contribute to the attainment of the same objectives.

19. The specialized agencies could safely be entrusted with their own training programmes. But problems would inevitably arise. He noted that the United Nations Children's Fund (UNICEF) had recognized that in initiating a joint study of training methods with the World Health Organization (WHO) and FAO. The Expanded Programme of Technical Assistance and the Special Fund also had a distinct impact on the operations of the specialized agencies. It was for the Council to ensure that neither was asked to carry excessive burdens for which it had not been primarily designed.

20. The Committee had most successfully performed its task of appraisal. It would not be necessary to repeat that exercise annually, but the need for a further review might be felt in a few years' time. One question that would have to be considered was whether any additions should be made to the Council's agenda in order to deal with the matters of substance raised towards the end of the report, or whether they could be dealt with adequately within

existing items. He would welcome the views of members of the Council and the specialized agencies on that point.

21. Mr. CHENG PAONAN (China) welcomed the Council's yearly opportunity of meeting the executive heads of the specialized agencies and discussing matters of common concern with them. On that occasion the discussion should be even more valuable because the Council had before it the excellent consolidated report prepared by the Committee on Programme Appraisals.

22. The United Nations and its specialized agencies could congratulate themselves on the achievements of the past decade. A very limited investment had borne a rich harvest. There had been improvements in health, education, productivity and a raising of levels of living. That, however, was only a small step towards the solution of an immense problem. Despite the efforts of the participating organizations, only a fraction of the needs of the developing countries had so far been met.

23. One particular aspect of the general problem which deserved the Council's special attention was that of human rights. Considerable advances had been made in promoting respect for human rights, but the United Nations had unfortunately not been able to take effective action to protect those rights where they were challenged. The "People's Communes" on the mainland of China were the worst form of forced labour; the slaughter of religious and national groups in Tibet was regarded by international jurists as genocide; and the armed intervention against freedom movements in Hungary had been a flagrant violation of the principle of self-determination. In making appraisals of work in the human rights field therefore, the Council should pay particular attention to increasing the effectiveness of protection of human rights.

24. With regard to the consolidated report, the recommendations in part IV were generally acceptable to his delegation. On the question of streamlining, he was glad to note that during the past year attention had been given not only to financial savings but also to the changing requirements. Recent developments, such as the emergence of new States and the establishment of the Special Fund, would have a direct bearing on the Council's future work programme. He also welcomed the integration of public administration and OPEX activities into the work of the Department of Economic and Social Affairs, and the combination of the Regional Economic Commissions Section with the Council secretariat. As to the future, he agreed with the three recommendations put forward by the Committee on Programme Appraisals in paragraph 355 of the consolidated report. It was to be regretted that the separate appraisals submitted by the specialized agencies were largely silent on the subject of streamlining; the representatives of the agencies might be able to give some information on the matter during the discussion.

25. He was glad to see that the principle of concerted action was being applied to programmes in the field of low-cost housing and water resources. The report on Concerted International Action in the field of Housing and Related Community Facilities (E/3382) was excellent, but progress in water resources development had been

comparatively slow. It was to be hoped that, with the establishment of the Water Resources Development Centre and the annual inter-agency meetings on the subject, the Administrative Committee on Co-ordination (ACC) would be in a better position to facilitate concerted action. It was regrettable that, despite the interest expressed by the Council, no large-scale programme of concerted action for industrialization was contemplated.

26. In paragraph 371 of the report the Committee had expressed the opinion that the arbitrary stabilization of budgets at the present level was not desirable and that additional funds would undoubtedly be needed in the near future. His delegation fully shared that view. It should, however, be understood that increases in funds should be for operations rather than for overheads. The administrative machinery was already well established, so that an increase in programme activities should not necessarily entail a commensurate increase in administrative costs. A distinction should be drawn between the regular budgets of the participating organizations and the voluntary contributions made by member governments for assistance programmes. While agreeing that there would necessarily be a steady increase in the former, his delegation was convinced that the main increase should still be in the latter. It should be remembered that income per head of population had grown more slowly in the less developed than in the economically advanced countries. Moreover, the report showed that many governments were finding difficulty in providing for adequate representation at the numerous international conferences, and that some had also encountered difficulties in making their contributions. In the circumstances, it was doubtful whether there should be a substantial or rapid increase in the regular budgets of the participating organizations. But it was imperative to increase voluntary funds in the near future in order to meet the very great needs for assistance. Large though the sums required for that purpose might seem, the ultimate return in terms of enhanced effectiveness of the operational programmes would be even greater.

27. Mr. VERONESE (Director-General, United Nations Educational, Scientific and Cultural Organization) said that UNESCO had always regarded the Economic and Social Council as the keystone in the system to which it belonged. The present discussion was therefore of particular interest, especially at a time when the development of international action made collective reflection a necessity.

28. The consolidated report of the Committee on Programme Appraisals and the individual annual reports of the specialized agencies showed that the agencies had acquired the necessary maturity and structural stability to enable them to discern the most desirable lines of their future development. However, world political and economic conditions changed so rapidly that no long-term modification of programmes or budgets was either possible or desirable without a considerable reserve of the flexibility and adaptability to which the Under-Secretary for Economic and Social Affairs had referred at the previous meeting.

29. In order fully to meet the requirements of the situation, the action of the specialized agencies must first of all

be better integrated. As was emphasized in the consolidated report and as had been mentioned during the general debate on economic development, the problem of balanced growth was arising everywhere; and for many underdeveloped countries that entailed recognition of the need for integrated planning. That was why UNESCO looked to the United Nations and its regional economic commissions, and to the other specialized agencies, with a view to integrating its educational programmes in general plans for economic and social development.

30. The increase in the resources available for international aid within the United Nations family must in itself engender a certain concentration of activities. International technical and economic aid could well be concentrated on certain major activities. The field of application would vary from country to country, according to needs, and the various participating organizations would cooperate with the one chiefly concerned. That would mean strengthening the role of the resident representatives, who in many new States, especially those of Africa, should act as advisers to governments and international organizations in the preparation and integration of programmes at country level.

31. To solve the important problems it was bound to tackle unless it was to disappoint the hopes reposed in it, UNESCO must be better equipped. The increase in its staff had been insignificant by comparison with the increase in the tasks assigned to it, and to discharge its obligations as an agent in carrying out Special Fund projects it would have to draw largely on its regular budget.

32. Lastly, international aid ought to be simplified. The extreme complexity of its procedures placed a very heavy burden on limited and overworked national staffs. It was to be hoped that sooner or later the Council would take up that problem.

33. The draft resolution (E/AC.24/L.157) approved by the Co-ordination Committee expressed the hope that the specialized agencies would draw up reports, similar to that submitted annually by the Secretary-General of the United Nations to the Council, on the streamlining of their programmes. He would draw the attention of the General Conference of UNESCO to that point.

34. In the existing world situation, education, especially school education and scientific and technical training, occupied the largest place in the UNESCO programme, absorbing more than half the organization's total budget. Recalling the statement by the Secretary-General at the 1078th meeting at the Council's twenty-eighth session that appropriations for education and health should properly be classified, not under current public expenditures, but under public investment, he noted with satisfaction that the importance of education as a factor in economic development was being increasingly realized. In paragraph 350 (vii) of its report, the Committee on Programme Appraisals drew attention to the difficulties to be overcome in planning an educational programme for a given country. Although during the first years of its life UNESCO might have been inclined to view education from an essentially pedagogical standpoint, it was now undertaking a detailed study of the place of education in the economic and social life of the nations for which it

provided or was called upon to provide technical assistance. The regional conferences on the development of education which had been held that year at Karachi, Beirut and Addis Ababa had stressed the need for planning education in its relation to economic and social development. Many problems had arisen in that respect and the help of specialists of various kinds would be needed to study them. A thorough investigation of those problems was being carried out in Latin America, where UNESCO had been carrying out a major project for the extension of primary education for the past three years; it was also planning to convene a regional conference on education and economic and social development in 1961 together with the Economic Commission for Latin America (ECLA) and with the co-operation of the International Labour Office, FAO, WHO and the Organization of American States. Similar studies were being planned in Asia, Africa and the Arab States.

35. It was to be hoped that programmes for financing education would be prepared with adequate co-ordination and that the International Development Association would give due consideration to education as a factor in economic development. He had been particularly impressed by the United Kingdom representative's remarks on that point.

36. Above all, it was necessary to make sure that education struck the right balance between economic demands and the requirements of humanism. Education was going through a crisis all over the world, for it reflected the social upheavals of the age. The position was becoming particularly acute in the new States of Africa, and, as the President of the International Bank for Reconstruction and Development (Bank) and the Secretary-General of the United Nations had already said at the Council's twenty-ninth session and current session respectively, the development of education and training at all levels was a prerequisite for the development of Africa. According to the results of a survey organized by UNESCO in tropical Africa, there were 17 million children who were denied access to primary schools (E/3387/Add.1), and the situation was even more serious at higher levels of education. The funds currently available to UNESCO for assisting those countries under its regular programme of technical assistance and the Expanded Programme of Technical Assistance amounted in all to only \$1.5 million for the two years 1961 and 1962. That sum was utterly inadequate. For that reason, he had learned with satisfaction that the Governing Council of the Special Fund had decided to provide assistance for secondary education in certain States, especially in Africa, and he hoped that the Secretary-General's proposals for increasing technical assistance funds for countries which had recently attained their independence would be accepted. A total of \$6 million to \$7 million for 1961 and 1962 would be needed by UNESCO to begin the priority tasks requested of it by its African member countries. Lastly, it seemed that in Africa the need was especially pressing for consolidating the technical assistance programmes of the various United Nations bodies and in that respect his full support went to the Secretary-General in his heavy responsibilities. As first steps, he was contemplating providing the countries concerned — and in the first place the Republic of the

Congo — as quickly as possible with educational advisers who would be accommodated with the resident representatives of the Technical Assistance Board.

37. After education, that part of the UNESCO programme which was being allotted the next largest share of budgetary funds was scientific research in the natural sciences. The part played by UNESCO in preparing the survey on main trends of research in the natural sciences, the dissemination of scientific knowledge and the application of such knowledge to peaceful ends gave a good idea of the way in which UNESCO envisaged its responsibilities in that field. On the recommendation of the ACC it had been decided that UNESCO should serve as a centre for collecting contributions of the various specialized organizations concerned; the preparation of the survey had been entrusted to a special consultant jointly appointed by the Secretary-General of the United Nations and himself. His organization regarded science as a complex international field of activity for which it bore general responsibility, but at the same time it recognized that other United Nations organizations had important responsibilities, particularly in the fields of applied research.

38. The purpose of the comments he had addressed to the Council in the recommendations of the survey on the main trends of research in the natural sciences (E/3362/Add.1) was to define the possibilities and limitations of UNESCO action with regard to current problems set by the development of science. Among those problems, special mention should be made of oceanography; that was in the forefront of UNESCO's concerns, but was a subject that was also of interest to a large number of organizations. He would give an assurance that, if the recommendations of the intergovernmental conference to be held at Copenhagen on oceanographical research and on the co-ordination of resources and national programmes for exploration of the oceans were adopted, UNESCO would certainly consider, together with the other organizations concerned, including FAO, the World Meteorological Organization (WMO) and the International Atomic Energy Agency (IAEA), the steps to be taken to draw up a joint plan of action in that vast field of common concern.

39. The foregoing observations showed that in harmony with the political, economic and social evolution of the world, UNESCO was carrying out a programme, the greater part of which was devoted to helping countries in course of development. While it was perhaps true that its activities in the matter of intellectual exchanges in the fields of education, science and culture had not been so broad in scope as might have been desirable, owing in particular to international tension, by tenaciously following that difficult road UNESCO could contribute effectively to understanding between the peoples and to the maintenance of peace. That was why under Council resolution 695 (XXVI), it had been happy to prepare a general survey of international relations and exchanges in the fields of education, science and culture (E/3352). It was to be hoped that the survey would lead to an intensification of bilateral and multilateral relations and exchanges at a time when such contacts were more than ever necessary. He trusted that the Council would adopt the draft resolution on the subject (E/AC.24/L.164) ap-

proved by the Co-ordination Committee, for the text would provide a basis for the forthcoming debate in the UNESCO General Conference.

40. Lastly, there was another function of UNESCO which, though not directly related to any programme of any other agency, filled a deep need of the human spirit — the preservation of man's cultural heritage. A particularly important problem had arisen during the past year — that of safeguarding the Nubian sites and monuments which were threatened by the construction of the Aswan dam. The dam was essential to economic development, but the monuments that were in danger of being submerged were among mankind's most priceless assets. That was why at the request of the Governments of the United Arab Republic and Sudan, UNESCO had on 8 March 1960 launched an appeal to the entire international community to make available the funds necessary for their preservation. The purport of that appeal had been summed up by Mr. André Malraux when he had said that in art our civilization discerns the as yet indistinct fashioners of its unity — that unity, the attainment of which UNESCO and the United Nations had taken as their task.

41. Mr. SHANAHAN (New Zealand) said that the current assessment by the Council of the success of programmes and their adaptation to needs was of particular importance because of the change that had come about during the past fifteen years in the ideas inspiring the United Nations and the rapid and continuing increase in the number of countries affected by its activities. The consolidated report (E/3347 and Add.1) submitted by the Committee on Programme Appraisals was constructive and helpful and provided an excellent basis for the Council in carrying out that task of assessment. He thanked the Secretary-General and the executive heads of the specialized agencies for the thought they had given to their own programmes and for their co-operation with the Council and the Committee in carrying out the review. Although in the past some aspects of United Nations activities, particularly the work carried out in certain fields by FAO and WHO, the formulation by the ILO of the International Labour Code, and the advisory and technical assistance programmes, had caught the public imagination, few people had had a clear conception of the nature and extent of those programmes as a whole or of the degree of integration of effort they represented. Even governments had at times experienced difficulties in that respect. Among the factors that had given rise to those difficulties had been the proliferation of autonomous or semi-autonomous organizations, the sporadic rivalry among them, an imperfect view of the relationship between the parts and the whole and a lack of effective machinery for co-ordination at the centre. Although the Committee had not attempted to disguise the fact that many instances of duplication and fragmented effort persisted, its conclusions were optimistic. His delegation shared its belief that economic and social programmes were acquiring a growing degree of cohesion and that they amounted to something more than the sum of their individual parts. The report made it possible to command a general view, and both the preparation of individual agency

appraisals and the preparation of the consolidated report would have done much to assist the participating organizations themselves to assess the relative importance of their various activities. The participating organizations had undoubtedly been enabled to make a number of adjustments in their programmes in the direction of greater concentration on tasks of primordial importance.

42. He agreed with the Committee's conclusion that the achievements of economic and social programmes had already been substantial. Governments had been stimulated to action and assisted in their efforts to improve economic conditions and to raise levels of living. It had also been demonstrated — most recently in the case of Laos — that those programmes could help to overcome the difficulties associated with political instability and insecurity. His delegation also agreed with the Committee's conclusion (E/3347, para. 349) that needs were of such magnitude as to continue to be an ever-present challenge to the conscience and intelligence of mankind. The Committee had shown that the economic and social programmes of the United Nations and the specialized agencies, taken as a whole, did not as yet constitute an adequate response to development needs. The New Zealand Government was fully prepared to support and encourage the further developments required both in the regular and in the extra-budgetary programmes of the United Nations, such as the Special Fund and the Expanded Programme of Technical Assistance, but it would continue to press for a higher standard of efficiency and economy on the part of the participating organizations and for an increased degree of co-ordination and co-operation among them. In some of the organizations standards of financial control were not perhaps so rigorous as they should be and left considerable scope for greater savings. His government was not indulging in mere penny-pinching, but it was anxious to see that necessary and useful programmes developed in an orderly manner and it would contribute to the achievement of that goal. Additional resources should be used to the best advantage, and waste and duplication avoided. There were some participating organizations in which standards of control and concentration were commendably high, but in others an understandable professional enthusiasm might be moderated to the advantage of all.

43. He could not wholly agree with the Committee's conclusion (E/3347, para. 356) that the basic division of functions among the United Nations and the specialized agencies in the economic and social fields was on the whole reasonable and probably could not be substantially improved even if revised. It would, however, be academic to consider a revision of the structure of the United Nations family at that stage, and the essential task for the Council was to ensure that the various bodies as constituted were enabled to work together effectively. Some unsolved problems to which the Committee had drawn attention arose from the continuing lack of a clear delimitation of functions among the various organizations in certain areas of work, from inadequate co-ordination among the different services of national governments and from the difficulties and complexities of the Council's task. He agreed with the Committee that the Council should be relieved of the

burden of excessive detail so that it could devote its attention to larger questions of policy and programme co-ordination. He recalled that at the previous meeting the Under-Secretary for Economic and Social Affairs had spoken of the mountains of documents which made it difficult for the Council to form a clear appreciation of the situation and to decide on the necessary measures to deal with it. But, while recognizing the valuable assistance rendered by the ACC, a distinction should be drawn between the co-ordinating functions of that body and the responsibilities of governments. He agreed with the United States representative's view expressed at the previous meeting that the ACC could never be a substitute for government action.

44. The Council's effectiveness would be enhanced if its membership were increased so as to make it more representative of the total membership of the United Nations. That need had been evident for some time and would become even more urgent as an increasing number of countries joined the United Nations.

45. The Committee on Programme Appraisals had recognized that the many pressing needs of the under-developed countries could not all be met simultaneously and with equal concentration. Limited resources of money and skilled personnel imposed a difficult series of choices. The report suggested (E/3347, para. 350 (vii)) that in the educational field, for example, an attempt to move forward simultaneously at all levels might not necessarily be the best or speediest way of contributing to rapid economic and social development. The decisions taken by governments must naturally depend on the circumstances existing in particular areas at particular times. The demand in most developing countries for more education at all levels could certainly not be allowed to remain unsatisfied any longer than was absolutely necessary. In both its academic and practical aspects technical and vocational training had to be based on an adequate foundation of general education, but it was clear that the educational systems of developing countries must be adapted to produce the skilled managerial, administrative and technical personnel needed for rapid economic growth. While, therefore, every effort must be made to raise the level of soundly based general education as rapidly as possible, adequate provision should be made for the more advanced and specialized training essential for the attainment of higher standards of living. In that connexion, he had been interested to note that the UNESCO conference at Addis Ababa had reached the conclusion that the situation in Africa called for measures along those lines (E/3387/Add.1, para. 6).

46. The point was significant in other fields as well. The Committee had emphasized (E/3347, para. 328) that concentrated efforts to break the vicious circle of economic and social stagnation might in some circumstances be the most effective means of speeding the process of economic and social development. It was becoming more widely recognized that particular emphasis should be placed on projects that could make the maximum contribution to the process as a whole. It was encouraging to note that that concept was recognized by UNESCO and had begun to have an appreciable

influence on the programmes of some of the other specialized agencies, notably FAO.

47. He welcomed the Committee's view that further progress could be made in the development of programmes of concerted action in a number of fields. Concerted action was perhaps the most fruitful method of co-operation among the specialized agencies. He supported, in particular, the Committee's suggestions in relation to public administration, urbanization and industrialization, including rural and village industries. He was particularly interested in the activities or proposed activities in the field of juvenile delinquency by UNESCO, WHO, the ILO and the United Nations itself. The co-ordination of those activities was, however, unsatisfactory. He had therefore been encouraged to learn that efforts were being made to delimit the areas of responsibility of the organizations concerned and to devise a concerted approach to the question as a whole. His delegation would follow those developments with close attention.

48. The Committee's report and the individual appraisal reports were an important landmark in the development of international economic and social programmes. The consolidated report should be distributed widely through the services of governments and interested non-governmental national bodies to enable them to appreciate the real value of integration of the many-sided work of the United Nations family. The Council's essential aim was to ensure that that work served in the best possible way to advance the happiness and well-being of peoples everywhere.

49. Mr. MICHALOWSKI (Poland) said that the comprehensive survey provided by the consolidated report could be valuable not only to the Council but also to the staffs of the specialized agencies in delimiting the scope of their activities and avoiding overlapping. It laid due emphasis on the development of the under-developed countries, on the necessity for assisting them and on the need for the concentration and co-ordination of effort. The problems of economic growth and social progress and the shift of emphasis from protection to development were of paramount importance. It was to be hoped that United Nations activities would develop further in that direction without neglect of the aspect of protection. While the establishment of international standards was a significant aspect of United Nations work, it was even more important to draw up legal instruments providing for certain definite obligations on the part of States in the fields of activity of the United Nations and its specialized agencies.

50. The report did not give sufficient prominence to the role of the regional economic commissions. It gave numerous examples of the expansion and strengthening of their activities in many important sectors and focused attention on a commendable tendency towards the adoption of practical measures. But it was unthinkable that such a vast complex of problems could be translated into detailed programmes at the Organization's headquarters only or that they could be centrally directed. While maintaining centralization of co-ordination and general planning functions, the commissions must be



given as important a role as possible. The need for decentralizing United Nations activities in favour of the regional commissions was the most important conclusion to which the report pointed. Unfortunately, it had not been precisely stated, having been only implied in paragraphs 318 and 319.

51. Stress should also be laid on the importance of co-operation among the regional economic commissions themselves, exchanges of experience and information about their current work and the rendering of mutual aid in the solution of specific problems. In that connexion, the authors of the report, who had rightly stressed the significance of ECLA, the Economic Commission for Asia and the Far East (ECAFE) and the Economic Commission for Africa (ECA), had tended to minimize the role of the Economic Commission for Europe (ECE), which had a special part to play as the most highly developed of the four.

52. The report stated that in many respects the scope of technical assistance was broadening, taking on new forms and becoming increasingly effective. The tendency to decentralization was a very healthy sign. Means should be found of co-ordinating the functions of the regional commissions with the technical assistance organs of the United Nations. He was in full agreement with the statement made by the United Nations Commissioner for Technical Assistance in the Technical Assistance Committee (E/TAC/L.211) that the regional commissions had begun to assume an increasingly dynamic and productive function as a result of requests expressed in their governing bodies and of a strong conviction regarding the desirability of using the resources of the secretariats of the commissions to strengthen and improve programmes. If programmes of technical assistance were to serve their purpose they must be drawn up in agreement with the commissions. Though the report was of some help in assessing technical assistance activities, it contained a number of unhelpful generalizations and platitudes. It neglected the undeniable fact that there were two distinct economic and social systems in the world which ought to co-operate with one another, and failed to mention the difficulties which might arise in the United Nations as a result of that situation. The fact was that both the United Nations and its specialized agencies were constantly confronted with problems of that kind which were becoming increasingly important and urgent. The United States representative was perfectly entitled to accentuate the differences between the two ideologies, but an international committee had a duty to be impartial and to keep the interests of the entire world in mind. Recognition of the necessity for active co-operation between the two systems must be the foundation of the planning of programmes and their co-ordination on a world scale.

53. He noted with satisfaction that the Committee had reviewed most carefully the programmes of the United Nations and its specialized agencies and had expressed the conviction that duplication had been eliminated to the extent that only marginal problems of co-ordination remained to be solved. Such reviews might have a certain importance and it might be desirable to appoint another committee to carry out a similar review after an appropriate lapse of time.

54. On the other hand, a tendency to excessive co-ordination had been reflected both in the report and in the statements of certain delegations. Co-ordination was not an end in itself and should not be allocated resources that would be better devoted to practical activities. While recognizing the value of properly conducted co-ordination activities, he deplored the tendency for them to be given an exaggerated importance, which would be detrimental to useful activities. He was therefore opposed to the setting up of a permanent body to keep programmes under constant review and make suggestions for streamlining them. With the help of existing bodies the ACC would doubtless be able to solve the outstanding marginal problems; after all, it had been able to eliminate numerous instances of duplication in the recent past. The Co-ordination Committee would assist the ACC in that work and, if necessary, could strengthen it. On that point, he found himself closer to agreeing with the United Kingdom than with the Netherlands representative.

55. He reaffirmed his delegation's deep interest in ensuring the maximum efficacy of the work of the United Nations and its specialized agencies, and its faith in the value of a properly conceived co-ordination of activities to that end.

56. Mr. BOENNEC (Universal Postal Union), submitting the Union's report (E/3332), said that at the time when the report had been drawn up, the Union had had a membership of one hundred; Kuwait had since been added to the list, and would soon be joined by Cameroun. The Union was thus among the most universally representative of intergovernmental organizations. Its budget, however, was very modest, having been less than \$600,000 in 1959.

57. In regard to a point raised by the Netherlands representative at the previous meeting, the Union's annual budgetary ceiling was fixed by the Congress for a five-year period; the Congress also laid down all the Union's activities for the same period. Those activities could not, therefore, be easily included in an over-all programme for the United Nations and the other specialized agencies.

58. Respecting technical assistance, a distinction must be drawn between direct assistance between postal administrations and technical assistance provided through the United Nations. Direct technical assistance between postal administrations had been provided for several decades. It consisted in exchanges of personnel, information, experience, documents and the like. In addition, some postal administrations received foreign officials in their specialized technical schools or organized in-service training courses for them. Special arrangements were generally made to enable such officials or trainees to familiarize themselves with the language of the host country. The report submitted to the Council by the Union gave some information about the results of such technical training in 1959.

59. Technical assistance through the United Nations was aimed at the recruitment and training of postal experts and administrators seconded to governments, by request, under OPEX. In 1959 the United Nations and the Union had established new rules governing their reciprocal relations. The Executive and Liaison Committee had recently decided to entrust the Union's International Bureau with the task of carrying out a special study and

drafting rules which would enable technical assistance to be developed to the maximum extent.

60. The Union had also taken part in the preparation of the report and suggestions which were being submitted by UNESCO to the Council on international relations and exchanges in the fields of education, science and culture (E/3352 and Corr.1 and Add.1). The Union had also co-operated with UNESCO in preparing material on the United Nations family at work.

61. With regard to freedom of information and the development of information media in the under-developed countries, the Universal Postal Convention contained certain provisions designed to promote such development and gave postal administrations the opportunity of establishing restricted unions and concluding special arrangements.

62. The Union had been effectively helped by IAEA in considering the conditions for the carriage of radioactive substances in international postal services. Some years ago it had been similarly helped by WHO with regard to the carriage of perishable biological substances. The Union co-operated closely with the other specialized agencies, particularly with the International Civil Aviation Organization in studying questions relating to the transport of mail.

63. His organization was pursuing its efforts to perfect the service for which it was responsible and to provide under conditions of maximum economy, speed and safety facilities for written communication between individuals and nations.

The meeting rose at 6 p.m.