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President: Mr. M. MIR KHAN (Pakistan).

Present:

The representatives of the following countries: Argentina, Brazil, Canada, China, Dominican Republic, Egypt, Finland, France, Indonesia, Mexico, Netherlands, Pakistan, Poland, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America, Yugoslavia.

Observers from the following countries: Bulgaria, Chile, Czechoslovakia, Federal Republic of Germany, Hungary, Italy, Japan, Spain, Syria.

The representatives of the following specialized agencies: International Labour Organisation, Food and Agriculture Organization of the United Nations, United Nations Educational, Scientific and Cultural Organization, International Civil Aviation Organization, International Bank for Reconstruction and Development, World Health Organization, Universal Postal Union, International Telecommunication Union, World Meteorological Organization.

AGENDA ITEM 4

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) **General review (E/2931, E/2953, E/2967, E/2973 and Add.1 and Add.1/Corr.1 and Add.2, E/2974 and Add.1, E/2975, E/2980 and Add.1, E/2993, E/2994, E/3007 and Add.1, E/3011 and Corr.1 and Add.1 and 2, E/3017, E/3024/Rev.1 and Rev.1/Add.1) (continued)**

1. Dr. CANDAU (Director-General, World Health Organization), referring to the discussion of an international administrative service at the 980th meeting, said that the World Health Organization (WHO) continued to believe that so far as its work was concerned, an international civil service was unnecessary. WHO had always acted in accordance with the policy of helping States to help themselves, and had based all its assistance on the training of local personnel. He doubted the feasibility of any new approach.

2. He would not comment in detail on *The Work of WHO 1956* (E/2980), since the Council was well aware of WHO's main concerns and methods of work, which were not likely to change substantially from year to year.

3. In recent months there had been some change in the membership situation. Five of the Organization's nine "inactive" members — Albania, Bulgaria, Poland, Romania and the USSR — had resumed active participation; and it was hoped that their example would soon be followed by Czechoslovakia, Hungary, and the Byelorussian and Ukrainian Soviet Socialist Republics.

4. In 1958, the tenth anniversary year of the Organization's establishment, the eleventh World Health Assembly was to meet at Minneapolis at the invitation of the United States of America.

5. There had been some comment in the Council on the expansion of the Organization's budget. That expansion should, however, be considered in relation to the expansion in the Organization's work, which had increased, not only in the sense that more countries were being served, but also in the sense that more was being done in various fields of activity. The Secretary-General had referred at the 980th meeting to work in Africa, for example. In 1952, WHO had had only 3 projects in Africa; in 1957 there had been 67 projects, and in 1958 there were to be 74. In the eastern Mediterranean, there had been 54 projects in 1952 and there were 87 in 1957. In the west Pacific region, WHO had 50 projects in 1957, as against 14 in 1952; and the corresponding figures for the Americas were 46 and 18. If the percentage increase in the budget were related to the number of projects, it would be seen that WHO was doing much more than it had done before, and for less money. It was now found that fewer technical personnel were required per project, owing to the training effort which the Organization had made.

6. Altogether, under the expanded programme as well as under the regular budget, WHO had 700 projects under execution in 120 countries and territories.

7. The interest of member countries in the Organization's work was shown by the fact that in 1956 more than 95 per cent of the total assessed contributions for that year had been received.

8. In discussing co-ordination, he was afraid there was always a tendency to take only the negative side. In matters of public health, he thought that co-ordination at the international level was satisfactory, and had given good results. WHO had reviewed its agreements with the International Labour Organisation, the Food and Agriculture Organization (FAO) and the United Nations Educational, Scientific and Cultural Organization (UNESCO), and had decided that they need not at present be revised, since they were working satisfactorily.

9. WHO had also considered the question of participation in broad programmes in the economic and social fields. The World Health Assembly had instructed the Executive Board to review the proposals for such broad programmes and determine the priority of WHO participation in them in relation to the rest of the Organization's programme, and had instructed the Director-General to communicate to the Council the views of the Executive Board concerning the priority to be given WHO participation in such broad programmes. He hoped to be able to inform the Council of the Executive Board's views the following year. Meanwhile, the tenth World Health Assembly had approved WHO participation in principle, and had allocated a small amount for planning such participation in the initial stages.

10. Reference had been made at the 980th meeting to General Assembly resolution 1094 (XI), requesting the Council to study the matters raised in paragraphs 6 and 7 of the report of the Advisory Committee on Administrative and Budgetary Questions on the administrative budgets of the specialized agencies for 1957. The two paragraphs in question concerned an appraisal of the over-all programmes to be undertaken by the United Nations and the specialized agencies in the economic and social fields over the next five or six years.

11. The matter had been reported to the World Health Assembly. To remove the misunderstanding which seemed to have arisen, he wished to say that the Assembly had not taken up any position on it, and was awaiting the result of the Council's discussions before taking any decision.

12. Of special interest in connexion with co-ordination was WHO's co-operation with the United Nations Children's Fund (UNICEF), which had been described as a genuine concerted programme. The arrangements under which WHO provided technical advice, while UNICEF provided supplies, had worked well, and the WHO programme had greatly benefited from the funds UNICEF had been able to raise for programmes to assist children and mothers. WHO also co-operated closely with the United Nations Relief and Works Agency for the Relief of Palestine Refugees in the Near East. WHO gave technical guidance and provided the chief medical officer and the chief nurse.

13. For WHO, however, co-ordination with many agencies outside the United Nations family was a bigger problem than co-ordination within the United Nations. The regional and intergovernmental organizations associated with WHO's work included the Pan American Sanitary Bureau, which served as WHO's regional office in the Americas, the Council of Europe, the Commission for Technical Co-operation in Africa South of the Sahara (CCTA), the League of Arab States and the South Pacific Commission, to mention only a few.

14. There was also a problem of co-ordination with important bilateral programmes, such as those conducted by the United States International Co-operation Administration (ICA) and under the Colombo plan. In connexion solely with its work on medical education in the Americas, WHO co-operated with the World Medical Association, the Kellogg Foundation, the Children's Bureau of the United States Government, the Common-

wealth Fund, the Unitarian Service Committee, the United States Public Health Service, the Institute of International Education, the Rockefeller Foundation, the Association of American Medical Colleges, the American Medical Association, ICA and the Inter-American Foundation for Post Graduate Medical Education.

15. WHO's efforts to stimulate medical research were also co-ordinated with those of other bodies. The Organization's basic policy was not to create international centres, but, in accordance with the directives laid down by the second World Health Assembly in 1949, to encourage national centres to carry out research on a co-ordinated basis. WHO itself was responsible for no international research centre except the Copenhagen Tuberculosis Research Office. The system of co-operative research work conducted under WHO's guidance, however, included 1,800 institutions all over the world. For example, for influenza research, there were 56 centres in 36 countries, including the World Influenza Centre in London, which had recently identified the new strain of influenza virus, thus enabling suitable vaccines to be prepared. There was also a network of centres including six laboratories in six countries for poliomyelitis research. All those centres worked in co-operation with WHO, without receiving any direct contribution. On influenza research, for example, WHO did not spend more than \$10,000.

16. There was also wide co-operation in the study of resistance of insects to insecticides, involving 152 laboratories in 51 countries all over the world.

17. WHO's technical work did not depend entirely on the secretariat, but also on the work of the panels of experts, of which there were 35, the total number of experts being about 1,500.

18. With reference to malaria eradication, he said that at the end of March 1957 there had been no less than 63 countries and territories in which eradication had been accepted as the goal. In ten, eradication had been practically achieved; in fifteen, it was well advanced; in 31, programmes had been started; and in the remaining seven work was at the planning stage. There were 1,070,280 people living in malaria-infested areas, and of those, 680,361, or at least 57 per cent, lived in the 63 countries already mentioned in which eradication could be expected to be completed in a comparatively few years. Malaria mortality and morbidity rates were now no more than one-third of what they had been twelve years before.

19. In its efforts to collect money for the special account it had established for malaria eradication, WHO had been much less successful, having collected only \$125,000 in two years. The spirit of co-operation which had been created would, however, prove more valuable perhaps than the collection of a large sum at the outset. Nevertheless, malaria eradication was being held up, where it could well be undertaken, for lack of funds.

20. Some comment had been made in the Council regarding the designation of territories in WHO's reports. The matter was a political one, and WHO would welcome any guidance it received on the subject from the United Nations.

21. Mr. FERRIER (Assistant Secretary-General of the International Civil Aviation Organization) expressed the regret of the Secretary-General of the International Civil Aviation Organization (ICAO) at being unable to address the Council in person.
22. The annual report of ICAO for 1956 (E/3007 and Add.1) was somewhat more concise than in previous years. No work programme was provided, because a programme for 1957-1959 had been presented to the twenty-second session of the Council in support of the ICAO budget.
23. ICAO's rate of work had been accelerated by the impending introduction of much larger and faster aircraft of great range into international air carrier service, and by the steady increase in the total volume of international air traffic. Although the rate of increase seemed to be declining slowly, it would probably remain positive for many years.
24. In certain spheres of activity, ICAO maintained very close and harmonious relations with the International Telecommunication Union (ITU), the World Meteorological Organization (WMO) and WHO at the secretariat level.
25. Chapter II referred to an increase in the number of regional meetings for planning the air navigation facilities and services required to meet future demands. Some additional transatlantic communication facilities were to be internationally financed. The European Civil Aviation Conference referred to in chapter III was an example of regional effort to reduce costs while improving services to the public. Also mentioned in chapter III was the work on international airmail in preparation for the Universal Postal Union (UPU) Congress. Technical assistance was dealt with in chapter V. An essential feature was the continuing nature of the programme. The teaching of skills was not enough, and the inculcation of good technical habits and professional conscience was a long-term enterprise. In that connexion, his organization was most interested in the proposal for rendering international assistance in administration, and it hoped that the experiment would be successful. As part of its contribution to the Expanded Programme of Technical Assistance, ICAO had supported a number of fellowships in technical aeronautical administration, but was impressed with the necessity to rise above the technical level. Legal matters were covered in chapter VI. ICAO was somewhat concerned about the reluctance of States to ratify the various subsidiary conventions. It was possible that some of the smaller States were awaiting the lead of the larger countries.
26. Mr. ORMSBY-GORE (United Kingdom) said that all members of the Council had accepted as their guiding principle the direction of effort towards the economic and social development of under-developed countries. That principle was wholeheartedly supported by his Government, which had been among the first to recognize the valuable contribution of the United Nations and specialized agencies towards attaining the common goal.
27. The Secretary-General had referred at the 980th meeting to the question of international action in Africa. The United Kingdom welcomed efforts to improve the welfare of the African peoples, and was already doing much in conjunction with UNICEF, WHO and the Technical Assistance Board (TAB) to achieve that aim. In that connexion, he would mention the valuable work being done outside the United Nations framework by the CCTA; the Council would be glad to hear that Ghana had now joined that organization.
28. His Government particularly appreciated the work of the smaller and more technical agencies which, because of their efficiency and uncontroversial functions, did not always attract as much attention as the larger organizations.
29. Commenting on the report of FAO (E/2973 and Addenda) he said that the "enforced withdrawal" of British antilocus teams from Arabia, which was mentioned in the report, had been regretted by his Government, which believed that the teams had made a most efficient contribution to that important work. It commended the work done by FAO, and welcomed its intention to continue the co-ordination of locust control schemes. FAO's close co-operation with WMO and UNESCO in that field was encouraging.
30. WHO's work in controlling and eradicating malaria deserved the highest praise. The maps provided in the WHO report showed both the extent of the problem and the substantial degree of success achieved in dealing with it. He was glad to see that Cyprus was one of the areas where malaria had been completely eradicated.
31. His Government would continue to give the United Nations and the agencies strong support in such work, but believed — as his delegation had pointed out at the twenty-second session (942nd meeting) — that a great deal of money was still being spent through the United Nations and the specialized agencies on activities which could not properly be claimed to be of the first importance or of real value to under-developed countries. As the available resources were limited, the continuation of such activities could only mean that projects of the first importance were failing to get the money and attention they deserved. That weakness in the practical application of the Council's good intentions had been stressed by the Secretary-General at the twenty-second session (945th meeting), and the Secretariat had been requested to produce the "streamlining paper" (E/3011 and Corr.1) recently considered by the Co-ordination Committee.
32. That paper was excellent, but the budget of the United Nations family nevertheless continued to rise above the levels which inevitable increases in costs justified. That trend must be controlled; and the stage had been reached where it was necessary to look for effective action not only to the secretariats, but to governments. He would recall the Secretary-General's remarks at the twenty-second session (945th meeting) concerning the schizophrenia of governments, which multiplied requests for action, and refused the means of carrying them out.
33. Governments which preached and even practised sensible administration in one place, and in another lightheartedly voted large sums for which there was no urgent need, were an equal danger. For example, at the ninth session of UNESCO's General Conference, the Director-General had been given \$1 million more than he had requested (see document E/2974, paragraph 5). No plans had been presented for the use of that additional

sum, and there was a danger that it would be spent on projects not of the first importance.

34. The Council's attention and the attention of governments should be focused on such shortcomings. The cause was obviously a lack of co-ordination within the administration of member countries. Attention had frequently been drawn to the need for improving inter-governmental co-ordination, and the Council had adopted a resolution (630 (XXII)) on the subject at its twenty-second session. Under that resolution, the Secretary-General had been requested to invite governments to inform him of the way in which they co-ordinated their policies towards the activities of the United Nations and the specialized agencies. Unfortunately, only a few governments — among which was the United Kingdom — had so far responded to that invitation.

35. The Secretary-General had referred at the 980th meeting to arrangements for planning and consultation between the governing bodies of the specialized agencies. His delegation had considered that problem. One proposal it had in mind was to ask the Secretary-General, in consultation with the Administrative Committee on Co-ordination (ACC), to provide for the consideration of the Council and of the governing bodies of the specialized agencies suggestions for the improvement of co-operation and liaison between governing bodies, as opposed to secretariats, in the planning of programmes of common interest.

36. The problem was not easy, and a fully satisfactory method of co-ordinating at the governmental level the work of the many autonomous organizations with interlocking activities was not likely to be rapidly achieved. The proposals placed before the Executive Board of UNESCO by a member of the UNESCO secretariat, acting in a personal capacity, seemed to be a forthright attempt, not only to define the problem, but also to provide at least the outline of workable machinery for putting an end to it. The proposals would require a good deal of further thought in the light of the consideration that one essential of effective intergovernmental discussion was that it should not slow down the machine.

37. Turning to the specific question of co-ordination, he regretted that the reports of ACC were in general most uninformative. Taken as they stood, they might even, in some respects, mislead the Council. For example, the paragraphs of the twenty-first report (E/2993), dealing with inter-agency co-operation in administrative matters, camouflaged the considerable confusion known to have arisen in the agencies as a result of events connected with the United Nations salary review and the various proposals to review pensionable scales.

38. The same report mentioned a decision to establish a group of outside experts to make proposals for increasing pensionable scales. He hoped that did not mean that the examination of that admittedly difficult problem would be prejudiced by the over rigid phrasing of the group's terms of reference.

39. Annex 2 to the twentieth report of the ACC (E/2931) showed the extent to which the specialized agencies had already interested themselves in the field of atomic energy. His delegation continued to hope that the agencies would refrain from embarking on new

ventures or expanding existing plans until the International Atomic Energy Agency was formally established, its Director-General appointed and relationship agreements between it and the other agencies concluded.

40. Turning to the question of streamlining, he said that the Co-ordination Committee had been able, on the basis of the constructive paper by the Secretariat (E/3011 and Corr.1), to make recommendations to the Council (E/AC.24/L.126) which his delegation in general wholeheartedly supported. Streamlining, however, was not co-ordination in its strictest sense. The aim had been to ensure that the limited resources available to the United Nations for its economic and social work were used to the best advantage. That meant going to a certain extent into the substance of some of the activities involved, whether or not they were to be considered in more detail at a later stage by the Economic and Social Committees. What the Co-ordination Committee had tried to do, to a large extent successfully, was to produce recommendations to the Council based on a comprehensive review of all the activities in those fields, and their relative importance. His delegation therefore hoped that the Council would wholeheartedly accept the recommendations of the Co-ordination Committee. At the same time, it thought much could still be done. Some of the functional commissions still tended to demand numbers of reports, sometimes involving work by the specialized agencies, on matters which could not reasonably be considered of first importance. The work of the regional economic commissions could also be further streamlined. The commissions and their secretariats had made a real effort to comply with the Council's wishes, and in that connexion he particularly wished to compliment the Executive Secretary of the Economic Commission for Asia and the Far East (ECAFE), but his delegation did not entirely share the conviction of the retiring Executive Secretary of the Economic Commission for Europe (ECE) that nothing more could be done in that respect, so far as ECE was concerned.

41. The specialized agencies' response to the Council's request that they should see what they could do to follow the lead of the United Nations had been disappointing. Nearly all the agencies had included special sections in their reports dealing with questions of inter-agency co-ordination and programme preparation, but that was not streamlining. His delegation hoped that they would be able to give a more constructive answer to the Council's request in their next reports.

42. General Assembly resolution 1094 (XI) had requested the Council to study questions involved in an appraisal of the over-all programmes to be undertaken by the United Nations and the specialized agencies in the economic and social fields in the following five or six years. The specialized agencies had been requested to co-operate with the Council in its consideration of the matter.

43. So far as concerned the study of the programmes of the United Nations itself, the Secretary-General's paper on the work programme of the Council (E/3001 and Corr.1) had provided an excellent foundation on which to base the Council's efforts to comply with the General Assembly's request. The Council could do no better than to ask the Secretary-General to continue the work he had already

begun, and to prepare a further document which would be a second volume of the report on streamlining, indicating how best the Council could comply with the General Assembly's resolution. The report might be prepared in time for consideration by the Council at its twenty-sixth session, with a view to presentation to the thirteenth session of the General Assembly in 1958.

44. The position as regards the appraisal of the programmes of the specialized agencies was more difficult. While it was clearly in the common interest that the Council should comply with the General Assembly resolution, his Government doubted, on considering the matter further since its support of the General Assembly resolution, whether it would be constitutionally proper, given the autonomous status of the specialized agencies, to ask the Council to undertake a detailed review of the agencies' programmes, or to lay down detailed objectives for them. It was also questionable whether the Council had the necessary time or expert knowledge to perform that task.

45. He would therefore suggest that if the Council could, with the assistance of the Secretariat, lay down the general lines and levels of the programmes of the United Nations for the next five or six years, it would be proper to ask the specialized agencies to see whether they could not do the same for their own programmes. The agencies should also be asked to ensure that their programmes were consistent with the programmes of the other agencies and of the United Nations itself. That was one reason why he had suggested at the current meeting that arrangements should be made for the governing bodies to consult between themselves and with the Council when programmes of common interest to a number of agencies were being planned.

46. With regard to the Secretary-General's proposal for an international civil service, which was cogently and moderately set out in document E/3017, he said that his country was second to none in its understanding of the problems of providing efficient and modern administrations in many parts of the world, and the benefits which such administrations could confer upon the peoples of the territories in which they operated. He agreed with the Secretary-General that territories which had enjoyed administrations supplied from abroad did not cease to feel the need for skilled administrators when they achieved self-government, and believed that the United Nations could play a useful part in helping to find and recruit such persons. Nevertheless, there was a real distinction between the recruitment of executive officials to meet a particular need, and the establishment of an organized international civil service which would inevitably develop a corporate life of its own. His delegation was not aware that there was sufficient demand to warrant the establishment of such a service.

47. Apart from the practical difficulties and problems of divided loyalties and responsibilities, the most doubtful part of the scheme was the assumption that a cadre of highly trained and very highly paid administrators could be recruited and promised a career with continuity of employment over a period of time. It might well be that when the members of the proposed service had completed their first assignment, they would find themselves unemployed, but entitled to be maintained at the expense of

the United Nations. The matter could not be taken further until more was known about the extent of the demand.

48. His delegation's opposition to the establishment of a separate order of supranational civil servants did not mean that it was opposed to the improvement of the internal administration of Member States through the use of United Nations machinery. It believed that the means and machinery already existed to give effect to the Secretary-General's suggestions, which should be fully considered by the Technical Assistance Administration (TAA) and the other bodies concerned with technical assistance. In the meantime, the technical assistance authorities should see whether they could not meet from their existing resources any immediate specific requests which governments might make for administrators. The Council would thus be enabled to obtain a clearer idea of the extent of the demand for administrators and the issue could, if necessary, be taken up again at the twenty-sixth session with a broader understanding of all the implications.

49. The response of the Secretary-General and his assistants to the Council's resolution on streamlining (630 (XXII)) had been gratifying, and it was now for the Council to approach the problem in an equally constructive and courageous spirit. The Council could then claim without undue complacency that it had taken a definite step forward — perhaps for the first time — in that difficult matter.

50. Mr. CHENG PAONAN (China), after paying a special tribute to the Secretary-General for his well-considered and useful observations on the Council's work programme and the financial implications of its actions, said his delegation noted with satisfaction that in accordance with Council resolution 630 (XXII) the functional and regional commissions and the specialized agencies had all made genuine efforts to further streamline their work in the economic, social and human rights fields, and the ACC for its part had intensified its efforts to achieve co-ordination in the planning and execution of work programmes.

51. To take the ACC first, he felt that particular mention should be made of the efficient way in which United Nations bodies such as UNICEF and the Office of the United Nations High Commissioner for Refugees and specialized agencies such as WHO, FAO and UNESCO, not to speak of non-governmental organizations such as the International Committee of the Red Cross, had co-operated in rising to the dual challenge with which they had been faced the previous autumn by extending assistance to the refugees from Hungary, and in the Port Said areas of Egypt.

52. ACC and its Sub-Committee on Atomic Energy had also paid considerable attention during the past year to the question of co-ordination of activities in the atomic energy field. The Chinese delegation noted with some concern that whereas both the specialized agencies and the Advisory Committee on Atomic Energy agreed that the proposed Second International Conference on the Peaceful Uses of Atomic Energy should entail no duplication with the specialized agencies, work in that field, they appeared to be of different opinions as to

which should be adjusted accordingly — the specialized agencies' programmes or the conference's agenda. It hoped the present difficulties were not insuperable, and that the specialized agencies and the Advisory Committee would continue their consultations in order to arrange the conference in such a way that not only would there be no duplication of work, but also that all parties concerned would contribute most effectively to the common task.

53. As far as the International Atomic Energy Agency was concerned, the Council was entitled to hope that the draft agreement between the Agency and the United Nations, which would have to deal with such matters as examination by the Council of the relevant action taken by the Agency and examination by the Agency of resolutions relating to it adopted by the Council, could be completed as soon as possible. His delegation would even hope that the draft agreements between the Agency and the other specialized agencies could also be prepared before the opening of the first regular and special session of the International Conference of the International Atomic Energy Agency, which was expected to take place in October 1957.

54. He welcomed the fact that the specialized agencies concerned had co-operated actively with the Scientific Committee on the Effects of Atomic Radiation, whose work was clearly of great topical interest.

55. Annex II to the ACC's twentieth report (E/2931), which listed the activities of the United Nations and seven specialized agencies in the field of atomic energy, should prove to be most useful to the different organizations, such as the Scientific Committee, the Agency, and the proposed international conference. The list should, however, be brought up to date, if possible on a regular basis.

56. While the suggestions in paragraphs 29 to 31 of the ACC's twentieth report would undoubtedly help to ensure that the governing organs of the specialized agencies concerned played their appropriate role in the formulation of broad programmes requiring concerted action by several organizations, and that suitable provision was made within the programmes and budgets of the organizations concerned to enable them to play their full part in such programmes, his delegation believed that specific criteria and procedures could be worked out to guide the future development of such comprehensive programmes, and therefore welcomed the decision of the Executive Board of UNESCO to co-operate with the Council in studying and working out such criteria and procedures. It hoped that the Co-ordination Committee would pay particular attention to that problem at the present session.

57. Turning to the Secretary-General's proposals (E/3013) regarding the detailing of certain Headquarters personnel to regional offices, he said his delegation could naturally see the value and usefulness of such arrangements in view of the trend towards increasing integration of economic and social development programmes. It could also endorse in general terms the three types of task to be carried out by such personnel, as outlined in the Secretary-General's report, and hoped they would also contribute to the planning and implementation

of national programmes by closer co-operation at the regional level with the governments and specialized agencies concerned. It trusted, however, that when the Secretary-General submitted his report to the twelfth session of the General Assembly as requested by resolution 630 B (XXII), he would supply more detailed information than was contained in his present rather brief report, particularly concerning the results of the experience thus far gained.

58. While it also appreciated the merits of the Secretary-General's proposal for an international administrative service, in view of the urgent need for strengthening the national administration of many of the under-developed countries — especially in the field of integrated economic and social development — his delegation felt a few points required further consideration by the Council in that connexion.

59. In the first place, he recalled that when presenting his proposal (E/2894/Rev.1) at the Council's twenty-second session, the Secretary-General had said in his introductory statement that it might be difficult to organize such a service adequately without establishing a new international agency for the purpose. Was such an international agency still contemplated, and if so, what would its nature be?

60. Secondly, the Secretary-General had proposed, in the memorandum submitted to the present session (E/3017), that the proposed administrators should first have a period of orientation at United Nations Headquarters. In that case, it was difficult to see why a highly qualified national official could not serve the same purpose provided he received similar orientation or training.

61. Thirdly, his delegation believed that the proposal for an international administrative service could only be considered as an interim or emergency measure, not as a long-term or permanent programme. It had been a general principle in all United Nations assistance programmes that recipient countries should be encouraged, to help themselves. As the Secretary-General himself implied in his memorandum, it would be one of the proposed administrator's tasks to identify and, by in-service training, develop able local officials in such a way that he could hand over to them as soon as possible.

62. He stressed that his delegation was in no way opposed to the Secretary-General's proposal, which was fully in line with the current, perfectly correct tendency of technical assistance programmes to place more emphasis on training in public administration. Provided it was not too expensive, it might be desirable to embark on the scheme on an experimental basis. However, as it was closely linked with the existing training programmes and the proposed service might have to be administered by TAA, he felt the Secretary-General's proposal should also be examined by the Technical Assistance Committee.

63. After expressing appreciation of the introductory statements by the executive heads of the specialized agencies, he said he would confine his comments on their reports to a few remarks relating to the work of the International Labour Organisation.

64. The Chinese delegation was particularly impressed by the action the International Labour Organisation had

taken during the past year in the field of human rights. In response to the events in Hungary the Governing Body's Committee on Freedom of Association had, in November 1956, unanimously submitted five recommendations for the protection of human rights and trade union movements in that country. Those recommendations had been subsequently adopted by the Governing Body and submitted to the eleventh session of the General Assembly of the United Nations. That prompt action constituted a shining example of co-operation between the International Labour Organisation and the United Nations in matters of common concern. Equally commendable was the action the International Labour Organisation had taken on the problem of forced labour. In submitting its second report, which contained allegations involving thirteen countries, including mainland China, the Ad Hoc Committee on Forced Labour had suggested that the Governing Body "regularly examine these questions and where appropriate bring to the notice of the Economic and Social Council of the General Assembly of the United Nations aspects of the matter relating to human rights and the protection of the human person". The International Labour Conference at its 40th session had also adopted a Convention concerning the abolition of forced labour. One reason why he had referred specifically to those activities was that it had been impossible to deal with them fully in the International Labour Organisation's report, which had been drawn up earlier in the year. In view of the fact that the International Labour Conference usually took place shortly before the summer session of the Council, he wondered whether a brief supplementary report covering its major decisions could not be submitted to the Council annually.

65. As to the effect of the International Labour Organisation's work in the field of human rights, he agreed with the Director-General of that organization that the new Convention on forced labour was of historical significance. Questions concerning the observance of human rights could not however be solved by international instruments alone, and as the Ad Hoc Committee on Forced Labour had rightly pointed out, it was essential to keep the spotlight of public opinion constantly focused on them. He therefore hoped that the International Labour Organisation would in future give greater and wider publicity to its activities in the field of human rights, particularly as regards freedom of association and the abolition of forced labour.

66. Mr. CHISTYAKOV (Union of Soviet Socialist Republics) regretted that the Co-ordination Committee's report (E/3024/Rev.1 and Rev. 1/Add.1) contained some recommendations which would tend to restrict international action in the economic and social fields, despite the general desire that such action should be strengthened and made more effective. His delegation was unable to support the recommendation that the regional economic commissions and the functional commissions should reduce the number and duration of their meetings. Nor could it endorse the recommendation that the Commission on Human Rights and the Commission on the Status of Women should meet less often. The Co-ordination Committee had displayed dangerous zeal and appeared to have misunderstood Council resolution 630 A (XXII), which simply stressed the need to concentrate

efforts and resources in the interests of greater efficiency. He also regretted that the Co-ordination Committee should have contemplated fixing 1963 as the date for the publication of the next report on the *World Social Situation*, because there would then be a danger of the Council not being able to respond in time to possible changes in the social field. He also objected to the course proposed by the Committee in section IV of its report and considered that the Committee should resume its study of measures to improve United Nations work in the economic and social field, taking into account the views of all delegations.

67. Turning to the work of the specialized agencies, he stated that on the whole that of the International Labour Organisation had been satisfactory. The 40th Session of the International Labour Conference had adopted some important conventions and had dealt with various problems such as the effects of automation on industry and discrimination in employment and occupation. He regretted, however, that the Conference had not seen fit to advocate the cessation of nuclear tests. Further, he deplored the one-sided membership of certain bodies of the International Labour Organisation, in particular the Committee on Freedom of Association — a situation which was not only prejudicial to the interests of the working classes, but also damaged the Organisation's prestige. The International Labour Office should take care to observe the principle of equitable geographical distribution in the recruitment of staff, as was its duty.

68. The Ukrainian Soviet Socialist Republic had applied for admission to FAO, and he hoped that all governments would support the application of a country which had made an outstanding contribution to international co-operation.

69. He commended UNESCO for its work in the cultural sphere and welcomed in particular the decisions adopted by its ninth General Conference to establish cultural links between the Eastern and Western countries.

70. In 1957 the Soviet Union had resumed active participation in WHO, which was performing a unique task in the realm of health.

71. With regard to UPU, he drew the Council's attention to the fact that in 1955 the German Democratic Republic had sent the Belgian Government an application for admission to UPU. It was deplorable that the latter Government, neglecting its obligations as depositary of the Union's Convention, had omitted to inform the other Members of the application. The German Democratic Republic fulfilled all the necessary conditions of membership, and he hoped that the Belgian Government would take the appropriate action.

72. It was important that the WMO should take part in the scientific gatherings arranged during the International Geophysical Year.

73. He then emphasized the positive work done in the Plenary Assembly of the International Radio Consultative Committee of the ITU held at Warsaw, but regretted that certain broadcasts inimical to international peace made under the aegis of the Voice of America and Radio Free Europe should be allowed. Such programmes contravened the provisions of the International Telecommunication Convention.

74. In conclusion, he thanked the Directors-General of FAO, UNESCO, the International Labour Office and WHO for their important statements on the co-ordination of the programmes of their agencies. The statements were most informative and should be carefully considered by the Co-ordination Committee.

75. Mr. SCHURMANN (Netherlands) said that bearing in mind the key words in the title of the agenda item under discussion and also in resolution 630 (XXII) which the Council had adopted on the same subject at its twenty-second session, he felt that the purpose of the present debate was to discover whether all the economic, social and human rights activities of the United Nations and the specialized agencies formed a harmonious whole, whether they had been properly developed, whether they had been co-ordinated in such a way as to promote such unity and development, and whether the individual programmes and projects had been streamlined in a manner that would enable the maximum effort to be concentrated on the major problems. That was a formidable task which might well appal the Council were it not for the preparatory work reflected in the documents before it. It was moreover a task that, if it was to be of any real use, must necessarily entail a certain amount of criticism. If, therefore, he was occasionally obliged to sound a critical note, it would not be done in a spirit of depreciation, but against a background of appreciation and in the full knowledge that "la critique est aisée, l'art est difficile".

76. Turning first to the ACC's reports (E/2931 and E/2993), he recalled that in resolution 630 (XXII) ACC had been requested "to report in more detail to the Council on its deliberations". The main purpose of the request had been to secure reports showing what difficulties had arisen in the field of co-ordination, what different points of view had been expressed and on what particular points agreement had been reached or divergencies of opinion had remained. On such questions, however, the two reports now presented were singularly unenlightening. Difficulties and controversies were not mentioned and it seemed as though the authors had aimed at creating the impression that in the matter of co-operation and co-ordination everything was for the best in the best of all possible worlds. It seemed, indeed, from the footnote on page 1 of the twenty-first report (E/2993) that it contained only those matters which had commanded the "collective assent of the ACC". If so, it certainly did not help the Council to see where the difficulties lay and to assist in overcoming them. For that purpose, frank statements on the real problems and conflicts were necessary, and he saw no reason why two such responsible bodies as the ACC and the Council should have to content themselves with exchanging a number of vague generalizations.

77. To take a few concrete examples of the evasive nature of the reports, he recalled that WHO and the International Labour Organisation had recently taken some important decisions which ran directly counter to those which the General Assembly had adopted at its eleventh session in respect of the salaries of United Nations personnel posted in Geneva and to which it had recommended that the specialized agencies should conform. The only reference to that serious breakdown

in co-ordination which he had been able to find in the ACC's reports was part of one sentence in paragraph 22 of the twenty-first report, which read: "Agreement was reached on guiding principles and procedures for fixing and adjusting post-adjustments." Such a statement, written a few weeks before WHO and the International Labour Organisation had made their decisions, and at a time when the executive heads must have known what was afoot, was, he submitted, incomplete and misleading. Again, paragraph 6 of the twenty-first report gave the impression that relief to Hungary had been granted by one perfectly co-ordinated, concerted action. Unfortunately, that had not been the case; at the outset it had been one agency only which had acted on its own initiative. Similarly, how could the Council know the value of the statement in paragraph 12 of the twentieth report (E/2931) that "each of the organizations concerned has been cautious in developing its work in the field of atomic energy with a view to ensuring full co-ordination" when there was no indication of the existence of any over-all plan for such work? Again, paragraph 28, dealing with broad programmes for concerted action, stated that "special action may be required to secure that degree of flexibility of procedure which would enable the necessary decisions to be taken without undue delay". What action, it might be asked, and what procedure?

78. If the ACC's reports accurately reflected its discussions, those discussions were a comparative waste of time. That his delegation refused to believe and was therefore forced to the conclusion that the reports did not adequately reflect the importance of the work done. What the Council needed was more precise and, he would venture to add, more courageous reports.

79. Annex II to the ACC's twentieth report (E/2931) contained an interesting survey of the work that was already being undertaken or planned by the United Nations and the various specialized agencies regarding the peaceful uses of atomic energy. While he realized that the precise details of the relationship between the International Atomic Energy Agency on the one hand and the United Nations and the specialized agencies on the other hand had still to be worked out, the question would soon arise whether all activities in that field should be reviewed as a whole and then parcelled out fairly and justly among all the claimants, or whether the elder members of the United Nations family would try to hold on to what they had and leave the newcomer only what remained. Annex II certainly gave the impression that the elder members had already divided up the cake between them. In his delegation's view, the over-all programme of work in the atomic energy field should be based on the relative urgency of its component parts rather than on the claims and competencies of the various organizations participating in its execution. In other words it should be drafted not only so as to obtain proper co-ordination, but also so as to ensure streamlining and the concentration of effort on major projects. Otherwise, the natural inclination of every specialized agency to regard its own projects as of supreme importance would lead to the main effort being diverted from the major task to a number of less urgent activities. The establishment of a comprehensive priority programme, on the other hand, could ensure a sensible direction and

division of effort as well as a pattern of co-operation in which each member of the United Nations family could readily see where its own projects fitted in.

80. For the co-ordination of technical assistance activities in matters relating to the peaceful uses of atomic energy (dealt with in paragraph 12 of the ACC's twenty-first report) the closest possible co-operation between the TAB and the International Atomic Energy Agency was, in his view, essential. The Netherlands had found that much was to be gained by employing the services of existing technical assistance machinery for rendering technical assistance in the atomic energy field.

81. Resolution 630 (XXII) had also contained a request to the specialized agencies and to the regional and functional commissions to include a special section on concentration and co-ordination of activities in their next report to the Council. As the relevant sections of the reports of the regional and functional commissions had already been discussed in the Co-ordination Committee, he would confine his remarks to the specialized agencies' reports, which, on the whole, contained much interesting material, but were somewhat lacking in constructive ideas.

82. Those two characteristics, wealth of material and a lack of constructive ideas, were especially evident in the International Labour Organisation's report (E/2975). The International Labour Organisation had itself drawn attention to some of the constitutional difficulties, resulting from its tripartite structure, which stood in the way of its full co-operation and co-ordination with the United Nations Secretariat and the other specialized agencies. It could be readily admitted that for that reason that organization's freedom to come to its own decisions could not be made too dependent on external factors. He would not therefore enter into any detailed examination of the relevant section of its report and would merely express his conviction that even so venerable a body as the International Labour Organisation would not be able to escape the necessity of moving with the times and adapting itself to the changing requirements of international life.

83. FAO's report (E/2973 and Addenda) contained some significant indications of the procedure adopted whenever an item that was proposed for the agenda of an FAO conference raised possible problems of co-ordination. It also showed that FAO was planning to strengthen its regional organization; he suggested that the ACC might profitably consider whether some at least of the desired objectives might not also be achieved by intensified inter-agency co-ordination in the regional sphere, for example by a pooling and sharing of offices and technical equipment.

84. The section relating to co-ordination in WHO's report (E/2980) gave the impression that the great enthusiasm with which that agency carried out its valuable work did not leave room for an equal interest in co-ordination, at least in the sense in which the Council had gradually come to understand that word. He was, however, glad to say that the Director-General's interesting statement at the beginning of the current meeting had done much to correct that impression.

85. UNESCO's report (E/2974) on the other hand, showed evidence of a full understanding of the demands

of co-ordination and of a desire to meet those demands to the largest possible extent. The Director-General and the Executive Board had obviously given serious thought to the matter and had managed to acquire the broad outlook which was a prerequisite for the proper functioning of international bodies under modern conditions. His great pleasure in congratulating UNESCO in that respect was only slightly marred by his memory of the regrettable mistake to which the United Kingdom representative had already referred, also at the current meeting, and which had resulted, in a substantial increase in UNESCO's budget.

86. Resolution 630 (XXII) had caused the spotlight of inquiry to be directed to a number of minor imperfections in the United Nations and the specialized agencies' programmes and activities and had enabled the Council to take the necessary corrective action. Useful though that was, however, not only on one occasion but as a regular exercise, it did not result in a total view of the work of the United Nations family as a whole, not only as it looked at present, but in the shape which it would assume in days to come. It was for that reason that the General Assembly had, in resolution 1094 (XI), unanimously requested the Council "to study the matters raised in paragraphs 6 and 7 of 'the report of the Advisory Committee on Administrative and Budgetary Questions' concerning an appraisal of the over-all programmes to be undertaken by the United Nations and the specialized agencies in the economic and social fields over the next five or six years, and to report thereon to the General Assembly at its thirteenth session".

87. In the revealing and highly important report on which that resolution was based (A/3489), the Advisory Committee had recalled General Assembly resolution 411 (V), which had "urged the specialized agencies to intensify their efforts to stabilize their regular budgets by the elimination or deferment of less urgent projects", and had noted that in the five years following that resolution expenditure in seven of the specialized agencies, far from remaining stable, had actually increased by almost one-third, a trend expected to continue in 1956 and probably in 1957 as well. It was in the light of that situation that the Advisory Committee had recommended a reappraisal of the over-all situation as regards the programmes of the United Nations and the specialized agencies, adding that such a reappraisal should be aimed at determining the scope and trend of the programmes during the ensuing period of five or six years. It was because of its considered opinion that that reappraisal was necessary that the Netherlands Government had supported the General Assembly's unanimous decision and that its delegation would be glad to co-operate in carrying out the task which that decision had laid upon the Council. What concrete action the Council was to take in that matter was of course a question that would be discussed in the Co-ordination Committee. All he now wished to say was that no matter what that action might be, it would only bear fruit if it was undertaken in the right spirit, and it was about that spirit that he wished to make certain remarks by way of concluding his statement.

88. When matters of co-ordination were discussed it was not unusual for the representatives of some of the

specialized agencies to refer to what they called their "constitutional responsibilities", and in his statement at the 980th meeting the Secretary-General had even mentioned that the executive heads of certain specialized agencies had expressed reservations concerning the proposed international civil service because of its possible effects on "the legitimate interests of their respective agencies". With regard to the latter term, it was his view that as regards the economic and social work of the United Nations and the specialized agencies the only ones who had any "legitimate interests" were the people whom that work was intended to raise from their present level of poverty, disease and ignorance. If the specialized agencies were going to think of their share in international activities for the benefit of suffering mankind as an interest that had to be guarded against outside interference, indeed as anything but a sacred duty, they were not animated by the spirit which alone could sustain the necessary efforts.

89. As regards "constitutional responsibilities" he would point out that, as Dicey had remarked, every constitution consisted of two parts — the "constitutional law", the fixed framework of rules that could only be altered by parliamentary process, and the "constitutional conventions", the constantly growing body of unwritten adaptations to changing circumstances which alone pre-

vented the rules from becoming obsolete and kept them abreast of significant movements of human thought and aspiration. Such movements were under way in the present-day world. Primarily, there was the desire of the under-developed countries for independence and equality. On a much smaller scale, in the realm of economic and social development, that desire had its counterpart in the creative urge towards integration of effort and abolition of particularism. Those who grasped the trend of those movements would be able to guide them into the right channels; those who were insensitive to them would be passed by. *Ducunt fata volentem, nolentem trahunt!* Fate guided the willing, but the unwilling it dragged along.

90. If he had spoken bluntly it was because he felt it his duty where so much was at stake. His criticisms did not imply that his delegation had anything but the greatest admiration for the truly remarkable work that was being done by each of the specialized agencies separately, but only to draw attention to certain shortcomings in co-ordination; and he asked the executive heads of the agencies to accept them in the objective spirit in which they had been made.

The meeting rose at 1.20 p.m.