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President : Sir Ronald WALKER (Australia)

Present :

Representatives of the following States, members of the Council: Algeria, Argentina, Australia, Austria, Chile, Colombia, Czechoslovakia, Ecuador, France, India, Iraq, Japan, Luxembourg, Senegal, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America, Yugoslavia.

Representatives of the following States, additional members of the sessional Committees: Cameroon, Ghana, Indonesia, Iran, Italy, Mexico, United Arab Republic, United Republic of Tanganyika and Zanzibar.

Observers for the following Member States: Brazil, Bulgaria, Canada, China, Central African Republic, Finland, Ireland, Pakistan, Philippines, Poland, Romania, Sweden, Venezuela.

Observers for the following non-member States: Federal Republic of Germany, 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 Bank for Reconstruction and Development, International Monetary Fund, World Health Organization, World Meteorological Organization.

The representative of the International Atomic Energy Agency.

Tribute to the memory of President Zawadzki of Poland

1. The PRESIDENT, on behalf of the Council, expressed sympathy with the Government and the people of Poland on the death of Mr. Zawadzki, President of Poland.

On the proposal of the President, the members of the Council observed a minute of silence in tribute to the memory of Mr. Zawadzki.

2. Sir Keith UNWIN (United Kingdom), Mr. ARKADYEV (Union of Soviet Socialist Republics), Mr. KOPCOK (Yugoslavia), Mr. DUPRAZ (France), Mr. KURKA (Czechoslovakia), Mr. WILLIAMS (United States of America), Mr. NEHRU (India), Mr. KOLB (Austria), Mr. MIGONE (Argentina), Mrs. AFNAN (Iraq), and Mr. CHANDERLI (Algeria) expressed their sympathy with the Polish Government and people and with the family and friends of President Zawadzki on their great loss. They paid a tribute to the memory of President Zawadzki as a statesman and as a leader in Poland's struggle for freedom from oppression during the Second World War and in its efforts for reconstruction thereafter.

3. Mr. MELLER-CONRAD (Observer for Poland) thanked the President and members of the Council for their expressions of sympathy.

AGENDA ITEM 19

Programmes of technical co-operation

(resumed from the 1325th meeting and concluded)

(b) Expanded Programme

REPORT OF THE TECHNICAL ASSISTANCE COMMITTEE (E/3849)

4. The PRESIDENT drew the Council's attention to paragraphs 36 and 37 of the report of TAC on its November/December 1963 session (E/3849) and to the draft resolution on the Working Capital and Reserve Fund contained in annex II to the report.

The draft resolution was adopted unanimously.

(c) Co-ordination of technical assistance activities

REPORT OF THE CO-ORDINATION COMMITTEE (E/3966)

5. The PRESIDENT drew the Council's attention to the report of the Co-ordination Committee (E/3966) on agenda item 19 (c) and, in particular to the draft resolution concerning the merger of EPTA and the Special Fund in paragraph 15 of the report. To that

draft resolution was attached a draft resolution which the Council would recommend for adoption by the General Assembly.

6. Mr. SIEGEL (World Health Organization) said that it had been at the request of the Director-General of the World Health Organization that the Secretary-General had transmitted to the Economic and Social Council the resolution adopted by WHO's Executive Board on 29 May 1964 concerning the co-ordination of technical assistance activities (see E/3913). As had already been stated by the representative of WHO in plenary meetings and in meetings of the Co-ordination Committee, it had been on the basis of that resolution that the Director-General of WHO had been able to lend his full support to the recommendations of ACC.

7. Paragraph 5 of the report of the Co-ordination Committee included the observations of the Under-Secretary for Economic and Social Affairs on the amendment to the two draft resolutions submitted by the Secretary-General — one for adoption by the Council and the other by the General Assembly — in so far as they related to the participation of the specialized agencies and the International Atomic Energy Agency in the proposed United Nations development programme. The World Health Organization was confident that Governments would wish to continue to utilize the technical resources which had been built up in the specialized agencies over the years, according to their respective constitutions, and thereby to avoid duplication or unnecessary overhead expenses, either at the unified management level or in the field.

8. It was no doubt in that spirit that the Co-ordination Committee had accepted the Under-Secretary's interpretation of the draft resolution submitted to the Council by the Secretary-General. On that understanding, the Director-General of WHO had not felt it necessary to comment further on the text of the proposed resolution pending reconsideration of the matter by the Executive Board of WHO, to which the Council's decision would be reported in due course.

9. Mr. ARKADYEV (Union of Soviet Socialist Republics) reiterated his delegation's opposition to the proposed merger of EPTA and the Special Fund, which it considered would be detrimental to the interests of the countries most closely concerned. The whole question had been insufficiently explored; there was no guarantee, beyond the personal word of individual members of the Secretariat, that the merger would have positive results. Furthermore, only a minority of Member States had yet had an opportunity to express their views. If the Council took a decision now, it would be guilty of a deplorably superficial approach to a matter of vital importance. A further major obstacle to such a decision was the existence of General Assembly resolutions calling for the early transformation of the Special Fund into a capital development fund, which the Council obviously had no right to ignore. His delegation would accordingly vote against the draft resolution.

10. Mr. WEBER (Luxembourg) said that, like the great majority of delegations in the Co-ordination Committee,

he had supported the draft resolution on the merger of EPTA and the Special Fund to form a United Nations development programme. However, he would have liked a more precise recommendation to be transmitted to the General Assembly regarding the composition of the Governing Council of the development programme. In the light of five years' experience with the Special Fund his delegation was convinced that the principle of parity of representation between donor and recipient countries should be maintained. It was not a question of a political institution but of a technical organ where the representatives of donor countries would be better able to follow the activities of the new programme and to make appropriate recommendations to their Governments.

11. Mr. VIAUD (France) said that his delegation would abstain from voting on the draft resolution on the merger of EPTA and the Special Fund as it had done in the Co-ordination Committee.

12. The French delegation felt that, while it had been able, in full knowledge of the facts, to support the draft resolution submitted by the *ad hoc* committee on co-ordination of technical assistance activities (see E/3862, para. 41), it was unable to do so in the case of the text just introduced which went beyond the recommendations in the former text. The draft resolution called in question the principle of parity of representation between the developed and developing countries in the future Governing Council of the two programmes. His delegation would have hoped that that principle, which had proved its usefulness in the Governing Council of the Special Fund, would have been unequivocally recommended by the Council to the General Assembly.

13. The French delegation was not now in a position to assess fully all the implications of the draft resolutions on the merger, and thought that their desirability had yet to be proved, particularly with regard to the management of the programmes. In the circumstances, his delegation did not think that it should support the proposed text and preferred to reserve its final position on it until the General Assembly took a decision on the draft resolution.

The draft resolution (E/3966, para. 15) was adopted by 15 votes to 2, with 1 abstention.

14. Sir Keith UNWIN (United Kingdom) said that his Government reserved its position on the whole merger proposal until the outcome of the questions left open by the Council became known. Of those, the size and composition of the proposed Governing Council were the most important, and he wished to place on record his Government's view that parity between donors and recipients was important.

15. His delegation had voted for the draft resolution on the understanding that the General Assembly would complete that text in such a way as to ensure its effectiveness, particularly in preserving the two programmes, as was indeed laid down in paragraphs 1 and 2 of the resolution. In particular, his delegation understood that the words "operations of the two programmes" in paragraph 1 signified separate systems of programming, country allocations under the EPTA system and methods

of operation through the specialized agencies. His delegation also understood that contributions might continue to be pledged separately to the two programmes. In that connexion, there was a further question still to be resolved: if a contributor made no stipulation as to how his contribution was to be divided between the two programmes, on what principles would it be allocated and by whom? Finally, his delegation understood that the text for which it had voted left the final decision on management until December 1966 or later. His delegation hoped that it would be such as not to disturb the other agreed conditions of the merger.

16. Mr. HILL (Australia) said that his delegation had voted for the draft resolution because it favoured the merger proposals. At the same time, as the proposed United Nations Development Programme would be financed by voluntary contributions, it considered that parity representation between developed and developing countries should be maintained on the new Governing Council.

17. His delegation had abstained, in the Co-ordination Committee, from voting on the fourteen-Power amendment (E/AC. 24/L. 236) referring the matter to the General Assembly, since it wished to avoid confrontation between blocs and understood that the developing countries themselves had not yet reached agreement. He hoped that those countries would be in a position to accept the parity formula by the time the General Assembly convened.

18. Mr. KOLB (Austria) said that his delegation had voted for the draft resolution on the understanding that a representation formula satisfactory to all would be found. He considered that parity of representation would be conducive to larger contributions and would not hamper the development programme's work for the benefit of the developing countries.

19. Mr. YOKOTA (Japan) said that his delegation had voted for the draft resolution because it favoured the merger in principle. However, the resolution contained a number of unsettled questions now to be referred to the General Assembly for decision, including that of representation on the Governing Council. His own delegation attached great importance to parity of representation on that body. He reserved his delegation's position on those questions.

20. Mr. KOTSCHNIG (United States of America) said that his delegation had voted for the draft resolution in the conviction that the merger would enable the programmes to grow in scope and to provide more effective assistance to the developing countries. The Co-ordination Committee had been unable to give the General Assembly any clear guidance regarding the composition of the new Governing Council. His delegation considered that balanced representation was of the greatest importance, for the reasons already stated by previous speakers. It was encouraging that many of the developing countries took the same view, which he trusted would prevail in the General Assembly.

21. Mr. CHANDERLI (Algeria) said that his delegation had voted for the draft resolution on the understanding that the merger would not jeopardize the transformation

of the Special Fund into a capital development fund. As regards the composition of the Governing Council he did not agree that the developing countries supported the idea of parity representation. Indeed, he had voted for the resolution on the understanding that the General Assembly would opt for proportional representation, as desired by the great majority of Member States.

AGENDA ITEM 32

Annual report of the United Nations High Commissioner for Refugees (E/3935 and Add.1 and Corr. 1)

22. Mr. SCHNYDER (United Nations High Commissioner for Refugees), introducing his annual report (E/3935 and Add. 1 and Corr. 1), recalled that, a year previously, he had informed the Council that a new leaf was being turned in the history of UNHCR: the major aid programmes for "old" refugees in Europe were entering their final phase and the Office's activities were being transferred to other continents. That trend had become still more marked during the past twelve months. At the same time, 1963 had been an experimental period during which new systems and techniques had been tried out within the framework of the current programme. While the aid programme for "old" European refugees would probably not be completed until the end of 1965, the financing of the various projects was already assured and the Office had more time to devote to the new tasks now demanding its attention. Those tasks were of two kinds: first, it was necessary to prevent the reappearance of problems similar to those which had been solved, or which concerned refugees who had been resettled though previous programmes; second, the Office had had to tackle completely new problems which called for rapid action in a form adapted to the particular circumstances.

23. Substantial progress had again been made in the implementation of the current major aid programmes. While the statistics indicated that local integration was in most cases the only possible solution for the residual group of "old" refugees, emigration to other countries still played an important part, particularly in the case of handicapped persons. Dr. Jensen's study of the latter had continued in 1963, and a survey had recently been made of the conditions under which the most seriously handicapped refugees had been integrated in the main resettlement countries in Europe.

24. An important new development had been the arrival at Hong Kong, since the previous April, of more than 600 refugees of European origin from the Province of Sinkiang in mainland China. If the tempo of those arrivals was maintained, the long-standing problem of such refugees would shortly cease to exist.

25. The current programme differed somewhat, in its conception and objectives, from the former major aid programmes which had been essentially designed to eliminate the accumulated miseries of many years. From now on, it was no longer a matter of healing old wounds but rather of preventing new ones; that meant that

UNHCR action must above all be prompt. Viewed in that light, the current assistance programme had proved capable of usefully fulfilling its functions.

26. While it had been successful in Europe, it was in Africa that the programme had been confronted with its most urgent and most spectacular tasks. The most serious of all such problems, that of refugees from Rwanda, was now gradually approaching a solution.

27. One of the outstanding features of the current programme had been the volume of contributions provided both outside and inside the recipient countries; that was indicative of the drawing power of a programme which did not confine itself to providing Governments with the means of solving their problems, but also established a nucleus around which the most varied forms of assistance could be brought together and organized. The work of aiding refugees could thus be seen as a coherent whole, with UNHCR acting as nerve centre. Normally it was the countries of asylum which carried the heaviest burden, with the help of those Governments which traditionally supported the UNHCR's work and of the many voluntary agencies. It was impossible to overestimate the importance of the part played by the latter, for it was through them that the human significance of the work of assisting refugees could be fully realized.

28. Other bodies, such as the Intergovernmental Committee for European Migration (ICEM), also collaborated closely with the High Commissioner's Office. Thanks to ICEM, the flow of emigration from Europe remained at a level sufficient to offset the arrival of some thousands of new refugees each year.

29. Now that it was extending its activities to the developing countries, UNHCR had to call more frequently on the various specialized agencies. The most recent example was the regional development projects drawn up by the ILO to facilitate the integration of refugees settled on lands in Burundi and in the Kivu Province of the Congo (Leopoldville).

30. Although it was in the field of material assistance that the greatest changes and the most significant developments had taken place during the period under review, the task of protection entrusted to UNHCR had not been relegated to the background. Material assistance was simply a method of stimulating international co-operation to solve refugee problems wherever they arose. Its essential aim was to establish and maintain a necessary balance between the duties and obligations of the countries of asylum and the desire of the international community to uphold certain humanitarian principles. The adoption of a generous policy of asylum should be accompanied by the firm desire on the part of other countries to help the countries of asylum either by assisting them to meet their obligations towards the refugees whom they agreed to accept or by adopting an equally liberal and generous immigration policy.

31. The immediate objective of protection was to ensure that the refugee should be placed wherever possible on an equal footing with the national of his country of residence, and it was satisfactory to note that forty-

three States had now acceded to the Convention relating to the Status of Refugees of 1951 and that Ireland had recently acceded to the Agreement relating to Refugee Seamen of 1957.

32. Voluntary repatriation had not been overlooked, and refugees wishing to return to their own countries received help from UNHCR in dealing with any administrative and financial difficulties: UNHCR thus facilitated contact between the refugees concerned and the authorities in their countries of origin, and helped them to obtain travel documents and such visas as they required.

33. With regard to international protection, he praised the understanding attitude shown by the newly independent African countries which had had occasion during the past few years to become acquainted with refugee problems. The liberal policy which they had immediately adopted in the matter of the right of asylum was a tangible and encouraging indication of the increasing support for the principles and ideals which the General Assembly was endeavouring to incorporate into the text of a declaration on the right of asylum. The discussions at the eleventh session of the Executive Committee, in which the new African members of that committee had taken part, had also revealed their very profound understanding of refugee problems and of the objectives of UNHCR activities. For example, the strictly non-political nature of his Office's work had been fully grasped and even given striking emphasis by the observer for Rwanda, who had expressed his Government's satisfaction and thanks both for the general welcome extended by neighbouring States to refugees from his country and for the way in which the High Commissioner's Office had discharged its task of protection and assistance in that connexion.

34. On the subject of international co-operation on behalf of refugees, he wished to mention the valuable assistance which his Office had received from certain regional intergovernmental organizations such as the Council of Europe. Many recommendations and resolutions addressed by that Council to its member Governments had been of considerable help to his Office in its task of international protection. With regard to the difficult problem of financing the last major aid programmes for the residual group of "old" European refugees, the Council of Europe had taken an immediate and successful initiative at the European level. At a meeting on co-operation between his Office and the other intergovernmental organizations, held in the course of the eleventh session of the Executive Committee, that Committee had paid a tribute to the Council of Europe for its participation in the humanitarian task of international assistance to refugees.

35. The Organization for African Unity had also recently indicated its interest in the refugee problems which were being encountered by some of its members and in the UNHCR's efforts to help in their solution. The UNHCR had sent an official to attend the meeting of the committee set up by the Organization for African Unity to study refugee problems in Africa, and was endeavouring to maintain and extend the contacts thus established, in

the belief that they would provide a useful basis for future co-operation with the African countries.

36. The increasing interest thus being displayed throughout the world in the humanitarian work of UNHCR was reflected in the decision of the General Assembly to raise the number of members of the Executive Committee of the High Commissioner's Programme from twenty-five to thirty. The range of countries represented on that Committee was now commensurate with its activities and reflected the principle of universality set forth in its statute.

37. The trend which he had thus outlined was not only the natural and inevitable result of events in Africa and elsewhere, but also the result of an increasing understanding by the international community of the strictly humanitarian and non-political nature of UNHCR's activities. In its unceasing efforts to maintain and emphasize that basic aspect of its task, UNHCR was not merely adopting a position which would best enable it to serve the causes of refugees. It could also sometimes reduce and even eliminate possible causes of friction between countries and thus bring about that relaxation of tensions which was undoubtedly one of the major aims of the United Nations.

38. Mr. CHANDERLI (Algeria) said that Algeria took a special interest in the work of UNHCR which, not so long ago, had assisted several hundred thousand Algerian refugees and had later helped with their repatriation and to some extent their resettlement. In addition, since its independence, Algeria had become a country of asylum for refugees of various origins and the Algerian authorities had established satisfactory relations of co-operation with the UNHCR representatives in that connexion.

39. His delegation had considered with interest the annual report of the United Nations High Commissioner for Refugees and had noted with satisfaction the enlarged membership of the Executive Committee and the increased representation on that Committee of the continent of Africa, which unfortunately had now to face serious refugee problems. His country had been honoured by being elected a member of the Executive Committee.

40. In its efforts to solve the numerous and difficult human problems relating to refugees, UNHCR had established relations of co-operation with the Organization for African Unity. His delegation was particularly gratified to note that development, which would make it possible to carry out joint efforts to assist refugees, who were generally the victims of man-made difficulties.

41. With regard to resettlement operations in Africa, he wished to point out that UNHCR's terms of reference were perhaps unduly rigid. Once a refugee population moved out of the asylum area, UNHCR assistance ceased to be applicable. He suggested that UNHCR, in consultation with the Executive Committee, should seek a solution to that problem which would duly take into account the mobility of refugees.

42. Another interesting development was the co-operation of UNHCR with the specialized agencies in the establishment of programmes of social and economic deve-

lopment for each region of asylum as a whole and all its inhabitants, whether refugees or not. That approach deserved every encouragement, and his delegation wished to congratulate the High Commissioner on his efforts in that direction.

43. In conclusion, he assured the High Commissioner of Algeria's wholehearted co-operation in his valuable work.

44. Mr. FRANZI (Italy) said that although the problem of the "old" refugees in Europe was considered to be on the way towards a solution, the fact remained that there still was a refugee problem in Europe. Italy was traditionally a land of first asylum and, in 1963, over 5,000 refugees had asked for asylum in Italy, a figure considerably greater than that for 1962. In the first four months of 1964, some 1,200 refugees had requested asylum in Italy.

45. Italy's financial burdens for the settlement of refugee problems took several forms. In addition to Italy's contribution to the UNHCR budget, his country incurred other expenditure for the benefit of refugees, particularly for the resettlement of those who remained permanently in his country. The Italian Government had spent no less than \$30 million for the benefit of refugees from 1 January 1962 to 30 June 1963. In 1963, 429 refugees had been admitted to permanent residence in Italy and 78 had become naturalized. In the first four months of 1964, 312 refugees had been resettled in Italy.

46. The Italian authorities maintained the fullest co-operation with UNHCR and a joint committee, consisting of an equal number of representatives of the Italian Government and UNHCR, dealt with such problems as the granting of refugee status.

47. Italy faced special problems as a country of first asylum. Countries of immigration were in the favourable position of being able to choose the refugees whom they would take; unlike those countries, Italy had no choice in the matter. He therefore urged the desirability of greater co-operation between countries of migration and countries of first asylum.

48. As regards co-operation between UNHCR and other bodies, he stressed the importance of ICEM. Although that Committee did not belong to the United Nations family, it nevertheless co-operated wholeheartedly with it, and in particular with UNHCR. In that connexion he quoted several passages from the report on the resettlement of refugees (A/AC. 96/205) prepared by UNHCR in co-operation with ICEM.

49. The ICEM had been responsible for the movement of 27,000 refugees in 1963 and in 1964 it planned to move 33,700 refugees. As far as Italy was concerned, 3,178 refugees had been moved by ICEM in 1963 and 4,000 were expected to be moved in 1964. Italy, as a country of first asylum, contributed to ICEM's administrative expenses and, in addition paid ICEM \$60 for each refugee moved from Italy. Italy's total contribution to ICEM had amounted to \$412,810 in 1963 and was expected to reach \$500,000 in 1964. He wished to take that opportunity of thanking ICEM for its valuable work.

50. Italy's concern for the problem of "old" refugees did not prevent it from taking an active interest in the problems of refugees in Africa. In that connexion, he had been greatly impressed by the programme of co-operation of UNHCR with the specialized agencies with a view to resettling the refugees in the countries of first asylum within the framework of general economic development schemes. He assured the Council that Italy, which had extended its wholehearted support to the programmes for refugees in Africa, would continue to support the efforts being made to help those refugees.

51. Mr. de CHALVRON (France) paid a tribute to the High Commissioner for the manner in which he was performing his mission of protection and assistance. With regard to protection, the most important step had been the conclusion in 1951 of the Convention relating to the Status of Refugees. Thanks to the High Commissioner's efforts, forty-three countries were now parties to that important Convention.

52. Great progress had been made with regard to the "old" European refugees, but the problem had not been completely settled. In particular, it was essential not to allow the problem of handicapped refugees to reappear in Europe. It should not be forgotten, moreover, that cases of new refugees continually occurred, and he congratulated the High Commissioner on his wise decision to maintain a limited programme of assistance for those new arrivals in order to facilitate their speedy resettlement in their country of asylum.

53. The problem of refugees had unfortunately spread from Europe to Africa and other continents, and the problems of African refugees had absorbed almost the whole of the Executive Committee's attention at its eleventh session in May 1964. The UNHCR should do everything in its power to help the refugees and make sure that their rights were respected. It was UNHCR's duty to contribute to the solution of those grave problems by providing guidance and encouragement to the Governments of countries of asylum, so as to enable them to find permanent solutions for their difficulties. The UNHCR

must co-operate closely with African Governments and organizations.

54. He congratulated the High Commissioner on the close co-operation which he had established with the specialized agencies and with the voluntary agencies in working out schemes to facilitate the settlement of refugees thanks to limited economic, agricultural and cultural development programmes. It was not the High Commissioner's role to tackle general problems connected in particular with the economic development of the countries concerned and which lay outside his competence. In that connexion the French delegation considered that the refugees should be resettled in areas enjoying a maximum of stability and providing the most favourable living conditions.

55. The French delegation was sure that, as in the past, the High Commissioner would take action which, while prudent, would none the less be constructive and effective.

56. He assured the High Commissioner of France's full support in carrying out his difficult task.

Statement by the President

57. The PRESIDENT drew attention to a notice in the Press of 11 August 1964 relating to the issuance by the International Monetary Fund of its nineteenth annual report. Two chapters of that report were devoted to questions of international liquidity — a subject which had been very much on the minds of Governments of both the more and the less developed countries in recent years in the Council, at the General Assembly and at the United Nations Conference on Trade and Development.

58. Arrangements had been made by the representative of IMF for copies of the reprints of the two chapters in question to be made available to delegations together with a summary of the whole report prepared by IMF for Press use. The annual report would be officially transmitted to the United Nations for consideration by the Council at its thirty-eighth session.

The meeting rose at 1 p.m.