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President : Mr. Foss SHANAHAN (New Zealand).

Present :

Representatives of the following States: Afghanistan, Brazil, Bulgaria, Denmark, El Salvador, Ethiopia, France, Italy, Japan, Jordan, New Zealand, Poland, Spain, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America, Uruguay, Venezuela.

Observers for the following Member States: Austria, Belgium, Chile, Czechoslovakia, Hungary, Indonesia, Iraq, Netherlands, Romania, Tunisia.

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 Civil Aviation Organization, International Bank for Reconstruction and Development, International Monetary Fund, World Health Organization, International Telecommunication Union, World Meteorological Organization, Inter-Governmental Maritime Consultative Organization.

The representative of the International Atomic Energy Agency.

AGENDA ITEM 4

General review of the development, co-ordination and concentration of the economic, social and human rights programmes and activities of the United Nations and the specialized agencies as a whole (E/3459 and Add.1, E/3460 and Add.1, E/3461, E/3472, E/3485 and Add.1 and 2, E/3490 and Corr.1, E/3495 and Add.1, E/3496, E/3498 and Add.1-3, E/3502, E/3504 and Add.1, E/3507, E/3518 and Corr.1, E/3531)

GENERAL DEBATE (*concluded*)

1. Mr. HIGGINS (Inter-Governmental Maritime Consultative Organization) introduced the third annual report of IMCO (E/3496).

2. The second session of the Assembly of IMCO, which had been held in April 1961, had agreed that the organization should continue to concentrate on the numerous technical problems still outstanding in the maritime field. It had also accepted the recommendations for further study and action by IMCO made by the 1960 International Conference on Safety of Life at Sea. Those recommendations embraced a wide variety of technical subjects, many of which would bring the organization into close co-operation with the United Nations and with other specialized agencies in the technical field; definite measures for such co-operation had already been devised, and steady progress was anticipated. The Assembly had further requested the organization to pursue its attempt to secure unification of maritime tonnage measurement and to expedite preparations for a conference, to be held in London in April 1962, to revise the International Convention for the Prevention of Pollution of the Sea by Oil, 1954; it was hoped that agreement could be reached on a revised convention to ensure a substantial abatement of the dangerous nuisance of oil pollution.

3. With regard to Council resolution 724 B (XXVIII) on the facilitation of international travel and transport, IMCO would co-operate to the fullest possible extent in all relevant United Nations activities and would also actively pursue any measures designed to facilitate the transport of goods by sea. In following the latter course, IMCO would take advantage of the special knowledge and experience of intergovernmental and non-governmental international organizations already working in that field.

4. In accordance with Council resolution 791 (XXX), the IMCO Assembly had examined the consolidated report prepared by the Committee on Programme Appraisals, entitled *Five-year Perspective, 1960-1964* (E/3347/Rev.1), and had approved, with some changes, the section of the annual report on the predominating trends in the activities of IMCO (E/3496, section 20) that had been prepared in pursuance of operative paragraph 8 of the Council resolution. It would be noted that IMCO's functions were confined to technical matters in the maritime field; where there was a connexion with other specialized agencies or intergovernmental bodies, great care was taken to ensure the closest co-operation. Although IMCO worked primarily with the other transport and communication agencies, some of its activities required the advice and support of WHO, FAO, UNESCO and IAEA.

5. In order that the new programme might be put in hand as rapidly as possible, the IMCO Assembly had made a larger budgetary provision for the next financial period and had authorized the addition of a number of professional and general-service posts. The working

arrangements of the secretariat were also being overhauled.

6. In addition to formal relationships already established with the United Nations and the ILO, the IMCO Assembly had approved an agreement with IAEA to facilitate the establishment of joint working procedures on matters of mutual concern, one of which was the various safety problems of nuclear-propelled ships; that agreement would be submitted to the General Conference of IAEA the coming autumn. The Assembly had also approved the granting of consultative status to certain non-governmental organizations whose activities were closely linked with those of IMCO, and had elected a new Maritime Safety Committee to serve for a period of four years, after confirming all the measures taken by that committee at its sessions in 1959, 1960 and 1961.

7. Since the compilation of the annual report, two further States had ratified the IMCO Convention: the Republic of Cameroun and the Islamic Republic of Mauritania. The Council had also recommended the admission of the Republic of Korea.

8. The IMCO had reached a new phase in its development. During the first two years, the organization had concentrated on the establishment of procedures and policies, the setting up of a small secretariat and the holding of the important International Conference on Safety of Life at Sea. It had before it currently a programme of important technical tasks to which it was hoped governments would give increasing support.

9. Mr. PERSIN (International Telecommunication Union) introduced the report of ITU on its activities in 1960 (E/3507).

10. For ITU, the year 1960 had been marked by the application of the important decisions taken by the Plenipotentiary Conference and the Ordinary Administrative Radio Conference in 1959. The significance of those decisions was all the greater in that the conferences normally met only once every five years; in fact, the Radio Conference had not met since 1947. The conferences had devoted considerable attention to technical assistance to new or developing countries; such assistance had radically changed the activities of ITU, which had in the past been strictly a co-ordinating body but had now become an executive agency. In that connexion he drew attention to the exceptional scale of the ITU technical assistance programme in the Congo (Leopoldville).

11. An important decision taken by the 1959 Plenipotentiary Conference had been to increase the membership of the Administrative Council from eighteen to twenty-five, thus enabling the Council to increase the effectiveness of its work and the authority of its decisions.

12. The decisions taken by the 1959 Radio Conference had brought up to date the question of the rational utilization of radio frequencies. In that connexion, he reviewed the developments that were to be expected in the telecommunication field in relation to space technology. While it was generally realized that radio was essential for the operation of all space vehicles, it was less well known that some branches of space technology were likely to have purely terrestrial applications in the near future.

Such applications included new methods of telecommunication which might well have far-reaching economic and social repercussions. That explained ITU's great interest in the international regulation of frequency utilization. The 1959 Radio Conference had already laid the foundations of space law by incorporating in the international Radio Regulations provisions concerning space telecommunications. That was a modest beginning, and ITU had to go on to solve the problem of building up a whole body of legal rules — not necessarily on the foundation, firm though it was, of the existing provisions in regard to radio. An extraordinary radio conference was contemplated for 1963, the main purpose of which would be to assign frequency bands to the different categories of space radio-communication and which might adopt, if it saw fit, new provisions for the identification and control of transmissions from space vehicles.

13. As to the co-ordination of the activities of the United Nations and the specialized agencies, the methods of co-operation which ITU had been following for some years seemed to be satisfactory, especially since there was very little risk of duplication of effort in the telecommunication field. Nevertheless, ITU maintained close liaison with those organizations whose activities were related to its own, such as ICAO, WMO and IMCO. Thus it had recently set up, in conjunction with ICAO and IMCO, an inter-secretariat group to deal with problems related to the protection of life at sea and in the air.

14. The Administrative Council of ITU had decided, in order to facilitate the work of the Economic and Social Council, that from 1962 onwards the first part of the report on its activities would present information of special interest to the latter Council; technical information for the information of the administrations of Member States would be included in a second part.

15. Mr. VALLADÃO (Brazil) said that the crucial problem of co-ordinating the activities of the different United Nations organs was clearly no nearer a solution than it had been some years ago. The very existence of the United Nations might, however, depend on its capacity to avoid overlapping so that the best possible use could be made of the limited resources available for the purpose of assisting Member States, particularly countries in the process of development.

16. The initial effort must, of course, be made at the national level, for the desired result would never be achieved as long as governments continued to multiply their requests for action and to overload the already complicated United Nations machinery.

17. International commodity trade provided a good illustration of the problem. That question was of concern not only to the United Nations Commission on International Commodity Trade, but to a number of other bodies such as the FAO Committee on Commodity Problems, GATT and the Economic and Social Council of the Organization of American States. Even the industrialized countries had some difficulty in following the work of so wide a variety of bodies, so it was only to be expected that the under-developed countries might not be in a position to defend their interests in so many different quarters.

18. Furthermore, the complexity of the situation was reflected in the attitude of the Council, which every year seemed to be more weighted down by the magnitude of its task. Although the Council had a committee whose special function it was to deal with questions of co-ordination, it had had to seek the help of an *ad hoc* working group with the result that at the current session it had had two reports before it instead of one. The Brazilian delegation wished to congratulate the working group on its fine achievement, but regretted that the work had not been done by ACC, thereby avoiding a further instance of the duplication of effort which the Council was seeking to eliminate.

19. The *ad hoc* working group, in its report (E/3518 and Corr.1), had suggested various courses of action which deserved the careful attention of governments. Meanwhile the Council, in view of the very voluminous documentation before it, would doubtless have no choice but to follow the usual course of taking note of the reports submitted to it by the specialized agencies, whereas, under the terms of reference assigned to it by the United Nations Charter, it should make a thorough examination of the activities of the agencies, draw attention to overlapping and make definite recommendations for improved co-ordination. He therefore hoped that in the interval before the next session, governments would give their attention to the recommendations made by the *ad hoc* working group and would take the appropriate measures, both at the national and at the international level, to remedy the present far-from-satisfactory situation.

20. Mr. KOTSCHNIG (United States of America) endorsed the Secretary-General's view that the problems of co-ordination facing the United Nations family had been changing and had become more serious, and that secretariats alone could never fully overcome them (1163rd meeting). Co-ordination was vital if the total impact of the United Nations programmes was not to be weakened, and the Council was in a position to ensure it. He also commended the *ad hoc* Working Group on Co-ordination on its work, which had served to make the debate less diffuse than some earlier debates on the subject. The doubts felt the previous year about the usefulness of such a working group were now dispelled, and he would like to see its mandate extended for at least another year. His delegation would also suggest that its membership might be enlarged by the election of some States which were not represented in the Council but which had a special interest in co-ordination problems. His delegation also welcomed the report of ACC (E/3495 and Add.1), which was an improvement on the reports of previous years, although certain vital issues such as the position of the resident representatives had received insufficient attention. He re-affirmed his delegation's warm appreciation of the work of the executive heads of the specialized agencies and of the Secretary-General of the United Nations.

21. The debate had shown that real progress was being made on a broad front. Above all, the United Nations had acquired a new capacity to act in the economic and social fields; the specialized agencies, EPTA and the regional economic commissions had all gained in strength and resources. That newly developed executive capacity

must be strengthened. To that end, the first requirement was the clarification of essential objectives. Foremost amongst those objectives was the material, cultural and spiritual well-being of the individual, and his delegation was therefore encouraged by the growing acceptance of the concept of balanced economic and social development, with its implicit emphasis on human values. That concept called for a new approach to programming: programmes could no longer be considered in isolation. The specialized agencies should thus concern themselves with the over-all aspects of development planning, which entailed intensification of ACC's activities at headquarters, and greater secretariat support for its operations, as the Council had recommended the previous year (resolution 799 A (XXX)). Similar advances in over-all programming were needed at country level. While governments bore the primary responsibility for national planning, they would welcome greater external assistance in the form of advice; although the regional economic commissions had responded to the need, more could be done in that direction. He endorsed the New Zealand representative's observations at the 1163rd meeting about the danger of duplication in surveys, due to insufficient inter-agency consultations; the results of surveys should also be more fully shared.

22. Where the programmes in operation were concerned, increased efforts should be made to secure concerted action in the case of the industrialization programme. With regard to rural development programmes, he endorsed ACC's call for intensified international action to raise incomes and living conditions in rural areas (E/3495, para. 104), and agreed with the views and suggestions set out in paragraphs 28 to 35 of the *ad hoc* working group's report. In connexion with the closely related subject of food surpluses and their utilization in industrial and rural development, he commended the report *Development through Food*, submitted by the Director-General of FAO (E/3462). In that field, closer co-operation must be developed between FAO and the United Nations and other specialized agencies. With regard to urbanization, the Social Commission's programme (E/3489) deserved the highest priority; its implementation would require close co-operation between the United Nations and at least five or six specialized agencies, and as it had a direct bearing on questions of rural and industrial development, an attempt must be made to harmonize the programmes in those three fields. That was also true of training and education, where there had been differences between specialized agencies such as UNESCO and the ILO regarding their respective responsibilities; fortunately, those differences were apparently being resolved.

23. The section of the ACC report dealing with public administration, including OPEX (E/3495, paras. 116 to 119) gave rise to some concern about the rate of progress contemplated. The Council had originally asked for a report to be submitted at its thirty-second session (resolution 796 (XXX)), but the likelihood of its receiving a report in the near future seemed remote. The problems of public administration and of building up new institutions were so urgent in the less developed countries, especially in those which had just attained independence, that the rate of progress should be speeded up. The same applied

to OPEX; for though the scheme had been under way for a number of years, only some fifty persons had been placed, as against more than 250 requests from governments. He fully realized the difficulties involved, but ways and means must be found to accelerate the United Nations programme and to extend it to the specialized agencies, with their consent. Further discussions would probably be needed within the agencies.

24. The UNESCO major project on scientific research on arid lands also aroused misgivings. It was not clear what was becoming of that project, which had been under way for a considerable time, or whether it was in fact designed to promote the practical application of scientific findings. Considering the vast extent of arid zones and their importance to the less developed countries, it was to be hoped that UNESCO, FAO, WMO and the other specialized agencies concerned, together with the United Nations Water Resources Development Centre, would make an effort to facilitate progress in the matter so as to bring real benefit to the less developed countries.

25. With regard to organizational improvements, consultations should be strengthened at the regional level within the regional economic commissions and between the commissions and the specialized agencies. He welcomed the statements by the representatives of the specialized agencies advocating closer co-operation on the regional level.

26. The real test of the will of all concerned to plan and operate in concert would have to be made at the country level. The Secretary-General had obviously had that in mind in his opening statement at the 1163rd meeting. The importance of the role of the resident representatives had been widely recognized, but there still seemed to be no general agreement on what that role was to be. The Director-General of WHO, at the 1164th meeting, had mentioned a suggestion that the resident representative might act as a convener of the local United Nations development group. The representative of the ILO, at the 1165th meeting, had said that the ILO fully accepted the central role of the resident representatives in promoting ever closer co-operation among the various branches of the United Nations family in individual countries, but while he had said that their role was nothing less than that, he had also said that it was nothing more. He himself had no quarrel with those statements. The resident representative should indeed be the convener or chairman of the United Nations development group in each country, but was that all he could do? Perhaps the ILO representative's statement might in point of fact be construed broadly. It was generally agreed that the resident representative must give administrative support to all the agencies working in particular countries. He should go further and assist them in their approaches to and, as appropriate, in negotiations with governments; he would not, of course, deal with technical matters but would attempt to ensure that projects were welded into a cohesive country programme. He should play a key role in advising governments and the agencies concerned on the need for, and the nature of, over-all programming and should be able to advise TAB and the Special Fund about such programming. It was self-evident that he should be kept continuously informed of all the programmes being

executed by all agencies and of all bilateral assistance programmes; he could thus serve as a bridge between the multilateral and the bilateral programmes. He should be consulted on any new surveys, especially any surveys going beyond the sphere of competence of any one agency, and should be ready to provide governments, on request, with information on all potential sources of assistance. In discharging all those functions, the resident representative must not serve as a pro-consul, but as a guide, counsellor and friend. If a specialist, he should have a vision going beyond his own speciality. Admittedly, it would be difficult to find such paragons, but every effort should be made to do so. Appointments should be made on the basis of full consultation, not only with the agencies participating in a given programme, but with all the agencies represented in ACC and the management of the Special Fund.

27. There was nothing in the United Nations Charter or the constitutions of the specialized agencies and the IAEA to prevent action along the lines he had suggested. On the contrary, such co-operation would be essential if the objectives laid down in those constitutions and in the Charter were to be attained. In the process, some remnants of "byzantinism" might perhaps be encountered, but they would not be important in comparison with the urgent need to meet the requirements of the less developed countries, which were determined to improve their situation and looked to the United Nations to help them do so.

28. Mr. WODAJO (Ethiopia) said that, year after year, the Council was faced with basic problems of co-ordination, some of which were in fact more basic than most people were willing to admit. Those problems had come to the fore with the gradual evolution of ideas about the cure for economic under-development. Originally, efforts had been concentrated on evolving a system which would guarantee liberty and social justice. In the nineteenth-thirties, attention had been almost exclusively focused on the problem of unemployment. After the Second World War, the immediate problem of post-war reconstruction had been tackled simultaneously with the longer-term problem of improving living conditions in the less developed countries. The United Nations and the specialized agencies had naturally had to cope with both problems, but the main emphasis had been on the latter. At that time experience and knowledge had been scanty and only much later had it been realized that economic development was so much bound up with social and institutional development and that the approach to development problems would have to be integral rather than piecemeal. Except in the case of the more highly technical of the specialized agencies, the division between functional activities had become increasingly blurred and, in the circumstances, duplication and overlapping had been inevitable. If the United Nations system had to be created anew with the knowledge and experience already gained, it was doubtful whether the same institutions would be established. The problem of social and economic development was an organic whole and the cure for under-development at the national level must be also organic.

29. The report of the *ad hoc* Working Group on Co-ordination had been enlightening. With regard to education and training, it bore out the existence of duplication

and the absence in some cases of clear-cut objectives. The same could be said of industrialization and rural development. Unless a reappraisal were made, the problems would undoubtedly remain. The United Nations and the specialized agencies should think in terms of regional priorities. Unless such priorities were established, it was doubtful whether their efforts would be fully effective. That work should be done mainly by the regional economic commissions, but the resident representatives might usefully assist in drawing up country priorities.

30. Since their human and financial resources were limited, the United Nations and the specialized agencies could obviously not tackle all the problems of the less developed countries. They should therefore pool their resources and work in the context of regional priorities. The UNESCO documents on the Addis Ababa Conference of African States on the Development of Education in Africa (E/3498/Add.2 and 3) called for careful study in that connexion. The conference had come about through co-operation between ECA, UNESCO and the African governments, and its main task had been to lay down a programme for the development of education in Africa, together with priorities for that work. The conference had found that secondary education was the critical bottleneck. The comments in the UNESCO reports on the recognition accorded to the value of educational development were reassuring. The UNESCO and ECA were to be congratulated; for the first time in United Nations history educational development had been tackled in the context of economic development. The African countries had determined the sums to be allocated to education in their own budgets in the period 1961 to 1965, but there would also be need for external assistance, and that might come from two sources. The Council might call on TAB, the Special Fund, UNICEF and the specialized agencies, including IBRD, and also on IDA, for assistance in giving effect to the decisions taken at the Addis Ababa conference, whereas the General Assembly might appeal directly to the Member States. Priorities similar to those established for educational development might also be set for agricultural development, industrialization and rural development, by means of similar co-operative efforts. The excellent results obtained at the Addis Ababa conference and the magnitude of the problems of educational development in Africa warranted action by the Council, based on the conference's decisions. His delegation would therefore submit in the Co-ordination Committee a draft resolution to that end.¹

31. The PRESIDENT declared closed the general debate on item 4 of the agenda, which would be referred to the Co-ordination Committee.

AGENDA ITEM 3

World social situation (E/3489; E/CN.5/346/Rev.1, E/CN.5/346/Add.1-5, E/CN.5/357, E/CN.5/361)

GENERAL DEBATE

32. Mr. de SEYNES, Under-Secretary for Economic and Social Affairs, introducing the *Report on the World Social*

Situation (E/CN.5/346/Rev.1), said that the statistics on which the *Report* was based presented, at first sight, an encouraging picture: social conditions seemed to have improved in many sectors and almost everywhere in the world since 1955. Actually, however, the figures gave cause for disquiet, and the results of the 1960 censuses that were beginning to come in threw a rather unaccustomed light on social progress. In particular, they suggested that, while the level of human well-being was tending gradually to rise, the number, in absolute figures, of those suffering from ignorance and poverty was also progressively increasing. For example, the percentages or averages concerning literacy in India or Pakistan, school attendance in Latin America or employment, housing and personal income in the world as a whole, though reflecting improvements, in fact, and paradoxically, merely concealed a deteriorating situation, attributable of course to the pressure of demographic growth. According to the data of the 1960/61 censuses in several Asian countries, the population had increased much more rapidly than had been forecast by governments or even by the highest United Nations estimates. The rates of demographic growth, which had to be revised accordingly, reduced correspondingly the forecasts of per caput income and food production and consumption; and similarly they affected all index numbers based on population figures.

33. It was not to suggest discouraging conclusions that he had mentioned those facts. Progress in public health and education, for example, would not be wiped out because demographic trends were giving rise to new difficulties and vaster problems. In the process of development, there was always a "take-off" stage in which the indicators rose only slowly and sometimes even declined for a while, but in which the society acquired the material and human bases needed for self-sustaining growth at a satisfactory rate.

34. Nevertheless, even if one took a relatively optimistic long-term view, the phenomena to which he had referred boded ill for the immediate future. Almost everywhere there were tensions resulting from an imbalance of demographic, economic and social trends: where social progress lagged behind economic development, the population as a whole derived insufficient benefit from the increase in wealth; where, on the contrary, the development of material resources was preceded by a bold social policy, aspirations and even demands sprang up which could not be satisfied. Yet the objective of a balanced economic and social development could not be accepted as an article of faith, for harmony between economic development and social progress was not invariably reflected in a particularly dynamic rate of growth, whereas modern experience was rich in examples of spectacular growth achieved despite successive imbalances that were sometimes deliberately planned. That method, naturally, had its limitations; it was feasible only so long as social awareness was dulled or suppressed. Governments and international organizations would be better advised to elaborate and apply the concept of balanced development.

35. That was no easy task. It was unfortunately apparent from the *Report* that even in the modern world social programmes were very often worked out in ignorance of their economic implications, and conversely the social

¹ Subsequently circulated as document E/AC.24/L.178.

repercussions of economic decisions, whether public or private, were disregarded. Too many people still seemed to think of social action in terms which needed to be radically revised.

36. At the same time, however, the *Report* also pointed to very substantial progress, to the increasing acceptance of certain principles which had gradually emerged from the comparison of experience. The very concept of social policy had been transformed and enlarged. The conflict between social aspirations and the requirements of capital formation no longer seemed so inevitable as in the nineteenth century, and the two objectives were partly reconciled in the arrangements for certain collective services, such as education and public health. There was an increasing tendency to give high economic priority to expenditure which simultaneously enhanced human dignity and mitigated certain basic inequalities. It was likewise becoming clear that a particular distribution of income which might originally have encouraged capital formation could hamper growth, especially in the industrialized countries, where further advances depended on a rise in the income of certain social strata, and, in general, on an increase in the number of consumers.

37. Those, however, were relatively simple, identifiable situations, in which the old dilemmas seemed resolved. But some phenomena still defied analysis. Some social programmes worked out independently of considerations of economic development might powerfully influence — positively or negatively — the environment and so help to create an atmosphere favourable or unfavourable to expansion. The influence might be unfavourable in the short run and favourable in the longer run: an action which at first sight seemed to draw unduly on the resources needed for the development of the economic apparatus might yet help to create a stronger social bond in a better-integrated community and in that way hasten

the advent of conditions conducive to growth. It was uncertainties of that kind which justified the Council's debate and the Secretariat's studies. The Social Commission had rightly treated the chapters of the *Report* concerning balanced economic and social growth not as the culmination of a study but as the starting point for research and action (E/3489, draft resolution I).

38. The Social Commission had been at pains to relate social policy to realities. For example, in connexion with long-range programmes of concerted action it had placed particular emphasis on the contribution of the United Nations and the specialized agencies to the solution of the problems arising from urbanization (*ibid.*, draft resolution II). The worst of the social problems from which Europe had suffered early in the industrial era had been due to the unpreparedness of European societies for the upheavals caused by industrialization, and especially to their unpreparedness for the accelerated growth of urban areas, whose uncontrolled expansion was to result in chaotic conditions. The countries that were still underdeveloped could avoid making the same mistakes; but for that purpose their governments would have to show imagination and vigour in their social policies. The international organizations could help them in that respect.

39. Balanced development and urbanization were only two aspects of the social problems with which the Council would be concerned during the current session. Both raised structural and organizational problems that would have to be resolved if the existing resources were to be used with maximum effect, and if machinery was to be created that would enable new resources to be harnessed and permit the various components of international action — discussion, research and programmes of practical action — to be combined to the best effect.

The meeting rose at 1 p.m.