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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: Argentina, Belgium, Czechoslovakia, Greece, Ireland, Portugal, Romania, Tunisia, Yugoslavia.

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, Universal Postal Union, World Meteorological 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 (*continued*)

1. Mr. AOKI (Japan) stressed that co-ordination was not an end in itself, but a means for pursuing the economic and social activities of the United Nations family in the most effective and economical manner. Although it was necessary to avoid overlapping between the activities of the various agencies, that was a matter of secondary importance compared to that of harmonizing the policies of the various organizations in their respective spheres and

he commended the remarks of the *ad hoc* Working Group on Co-ordination on the distinction between "negative" and "positive" co-ordination (E/3518, paras. 10-12).

2. The trend towards decentralization had become manifest in the economic and social activities of the United Nations and, though it was satisfactory that the activities of the four regional economic commissions had been greatly expanded, there were bound to be many difficult problems of co-ordination. The Expert Committee on the Review of the United Nations Secretariat, set up under General Assembly resolution 1446 (XIV), had put forward certain views, but he felt that the drastic change of policy suggested by that committee required very careful examination. The regional economic commissions should maintain a close relationship with Headquarters, and it should accordingly be a main concern of the Council to bring about decentralization without depriving Headquarters of its essential function as the co-ordinating centre.

3. Another important feature of United Nations action in economic and social matters was its increasing emphasis on operational activities. That development was welcome in view of the many needs of the developing countries, but its impact, particularly in respect of the increased operations of EPTA and of the Special Fund, deserved careful attention.

4. He agreed with the view, expressed in the report of the ACC (E/3495, paras. 31 and 32) and referred to in that of the *ad hoc* working group (E/3518, para. 48), that the resident representatives ought to play a bigger role, but the primary responsibility for co-ordination in the field must rest with the recipient governments. He did not know whether all recipient countries had yet established a national co-ordinating authority, but without such machinery, United Nations efforts at co-ordination in the field were bound to fail. There was, however, one exception — the United Nations civilian operation in the Congo. A remarkable concerted action had been carried out by the United Nations and the specialized agencies, in spite of the difficulties arising from the absence of a stable central government in the country.

5. Since areas of future co-ordination would be discussed in detail in the Co-ordination Committee, he would confine his remarks to three which were of special interest to his country — namely, industrialization, the utilization of food surpluses for economic development, and oceanography. In the matter of industrialization, there was as yet no competent specialized agency. The recently established Committee for Industrial Development was neither a specialized agency nor a functional commission, but a committee placed directly under the Council; he hoped it would gradually assume responsibility for co-ordination

in regard to industrialization. The utilization of food surpluses would, if such action materialized, have a great effect on economic development and on the welfare of mankind. In view of its impact and scope, the programme on food surpluses would, however, necessitate co-ordination among the various agencies involved and it was to be hoped the United Nations would work out suitable arrangements with FAO and the other agencies. With regard to oceanography, a new ACC sub-committee had been established to study the possibilities of concerted action. Japan was a major seafaring nation and was therefore greatly interested in oceanography. He hoped that FAO, UNESCO and all the other agencies concerned would take steps to achieve maximum co-ordination in the matter.

6. The report of ACC was, regrettably, not entirely satisfactory. It showed how the agencies had contributed towards better co-ordination in various subjects, but unfortunately failed to suggest how further co-ordination should be attempted. He hoped that in future ACC would provide the Council with suggestions for a more forward-looking policy.

7. The experiment of setting up the *ad hoc* Working Group on Co-ordination had been successful. Several delegations had spoken in favour of its continuation, at least for another year. His delegation thought its membership should rotate and hoped that, if maintained, it would take up additional subjects, such as oceanography and seismological research.

8. Of all the organs responsible for co-ordination, the Council itself was the most important. It was unfortunate, however, that the General Assembly appeared to take so little interest in the matter. With the great increase in expenditure by the United Nations and the specialized agencies, the financial aspects of co-ordination were bound in future to attract more attention from governments of Member States.

9. Mrs. LUKANOVA (Bulgaria), confining her remarks to a few points arising out of the report of the *ad hoc* Working Group on Co-ordination, said that the report was valuable in that it examined three problems of particular interest to the newly independent States and the other developing countries and in regard to each studied the question of avoiding duplication in areas of interest common to more than one agency.

10. In the matter of education and training, the developing countries were faced with major problems in a high rate of adult illiteracy, inadequate school facilities for the large and growing number of children of school age and a shortage of skilled personnel. Each of those problems fell within the competence of one or more of the specialized agencies, but it was essential that none of them should consider any problem exclusively from its own point of view. The same applied to the question of industrialization; all the agencies were interested in industrialization, but their methods and approach differed. Perhaps the most serious problem was the confusion with regard to the very concept of industrialization.

11. She wished to draw special attention to ECA's approach to the problem. The Commission had viewed industrialization as the foremost of the problems facing

the African States, which were anxious to progress beyond their traditional economic structures and find an answer to their pressing employment problems. To the African States, industrialization meant the establishment both of light industries for the processing of agricultural products and of heavy industries for the processing of their mineral production and the utilization of their hydroelectric potential. Their anxiety to establish heavy industries was understandable, because that would provide them with the means of production necessary to set up light industries and to expand all the branches of their economy. It was imperative that the United Nations and the specialized agencies should concentrate their action in the matter of industrialization and not disperse their efforts in secondary activities, for that would be wasteful of resources and detrimental to the interests of the developing countries.

12. In the matter of rural development, the basic aim was to raise the standards of living of the rural population. It was therefore of fundamental importance to find a solution to the problem of land reform, a problem which was vital to many under-developed countries.

13. On the subject of co-ordination procedures and practices, reference was made in the report (E/3518, paras. 39 and 40) to the need for agreement on concerted action between the United Nations and the specialized agencies wherever necessary, but the really essential question was for all concerned to have a clear idea of the common objective they were pursuing and of the specific measures necessary to attain it. It was apparent that the regional economic commissions were assuming an increasingly important role in regional co-ordination of the economic, social and cultural activities of the United Nations family, but the Council itself remained the sole organ representing the States Members of the United Nations which was entrusted with the task of general co-ordination. It was therefore essential to strengthen the machinery for supervision and control at the disposal of the Council.

14. She agreed with the Soviet Union representative's statement at the 1164th meeting regarding the attitude of the ILO towards the most important problems of the time and supported his view that the action of the United Nations and the specialized agencies should not impede the peoples in their struggle for independence, as was currently the case in the Congo.

15. Mr. MACDONNELL, Secretary-General, International Civil Aviation Organization, said that in ICAO's work, co-ordination problems arose for the most part with the technical agencies, in particular WMO, ITU, UPU and IMCO, but their solution presented no undue difficulties.

16. After mentioning the main features of ICAO's report for the year 1960 (E/3504 and Add.1), he said that ICAO had continued its activities in the matter of technical assistance, with emphasis on the training of technicians for ground services; it had accepted responsibility for six Special Fund projects, five of them for the establishment of training centres in Mexico, Morocco, Thailand, Tunisia and the United Arab Republic, and the sixth for setting up an aeronautical research laboratory in India. In the Congo (Leopoldville), it had been called on at short

notice to provide experts to maintain air traffic control and other essential services and at the end of May 1961 its field strength there had been 58.

17. Another area in which ICAO was active was international law of the air, where work continued on new international conventions. A diplomatic conference would shortly be held in Mexico to prepare a convention on the subject of legal liabilities arising from the hire, charter and interchange of aircraft.

18. The ICAO membership had increased, largely through the admission of newly independent African States, and currently stood at 86. In June 1961 an extraordinary assembly of ICAO had unanimously decided to amend the ICAO convention so as to provide for an increase in membership of the Council from 21 to 27; that amendment would come into force when 56 ratifications had been deposited.

19. In response to Council resolution 791 (XXX), inviting the specialized agencies to comment on the consolidated report of the Committee on Programme Appraisals entitled "Five-year Perspective, 1960-1964" (E/3347/Rev.1), ICAO had included a special supplement at the end of its report covering the first five months of 1961 (E/3504/Add.1), expressing general agreement with the conclusions of the consolidated report and observing that ICAO's methods of working were leading the organization along the lines favoured by its authors and also agreeing that the relevant parts of ICAO's annual report to the Assembly should in future be written with certain of the conclusions in mind.

20. Mr. NATORF (Poland) said that the reports of the specialized agencies showed the profound change which the economic and social activities of the United Nations were undergoing. Those activities tended increasingly to place the emphasis on direct assistance to Member States. There could be no doubt that that process of change would continue, especially since most of the new Members were countries which had just emerged from colonial domination.

21. The report of the *ad hoc* Working Group on Co-ordination focused attention on three areas where co-ordination was of major importance, especially to the developing countries — namely, education and training, industrialization and rural development. With regard to education and training, the developing countries needed assistance, particularly in the training of the administrative and technical staff for their development plans. An excellent example of co-operation in the matter of education and training was provided by the recent Conference of African States on the Development of Education in Africa held in Addis Ababa. ECA and UNESCO had played a leading part in the organization of that conference, and although only preliminary indications of its results had so far been received it was plain that it had been fruitful. The results of the Conference should be of value to other regions which were also in need of programmes for the accelerated training of administrative and technical personnel.

22. With regard to the arrangements for inter-agency co-operation, he shared the view expressed by ACC in its report (E/3495, para. 28) that "to meet the rapid growth

in operations, no fundamental changes in procedures and machinery seem to be required, but rather a strengthening of existing co-ordinating arrangements at various points: at the level of ACC, among the technical staff at Headquarters and in the regions, and in the field." There could be no doubt that the United Nations and the specialized agencies were equipped with the necessary machinery and experience to meet the challenge of co-ordination. In particular, the Council and its committees were well organized for the task of guiding the economic and social activities of the United Nations; the governing bodies responsible for technical assistance and for the Special Fund were also equipped with adequate machinery. Existing arrangements should therefore be continued and strengthened. The question of co-ordination at the regional and country level invariably attracted the attention of the Council. The regional economic commissions had an important role to play in connexion with the development plans of the emerging countries and in giving assistance to those countries in the establishment of priorities and the formulation of technical assistance projects and programmes. On the question of co-ordination at the country level, much had been said of the role of the resident representatives and the need to strengthen their powers, and although the implication of those suggestions was not yet clear, he could not avoid some misgivings. Undue emphasis on the strengthening of the powers of the resident representatives could be in the long run harmful. It was the duty of the United Nations to help governments to carry out in an independent manner their responsibilities in the matter of planning and co-ordinating bilateral and multilateral assistance, but assistance should not be extended to the point where it might involve a substitution of authority. The role and functions of the resident representative should be such as to make it possible for the government of the recipient country eventually to take over those functions. Moreover, resident representatives should be selected in accordance with the principle of geographical representation, which had so far been completely ignored, and some should be appointed from nationals of the developing countries.

23. Mr. MAHEU (United Nations Educational, Scientific and Cultural Organization) said it was remarkable that in spite of the increase in concrete tasks in UNESCO's programme, the General Conference had reaffirmed that the work of UNESCO as a whole should still be guided by two objectives — namely, to encourage economic and social development and to promote international understanding and the rights of man. What was more, the General Conference had emphasized that those two objectives were interdependent, and that aid to developing countries would fail in its aim if it were not closely associated with efforts to increase international understanding and promote the rights of man.

24. Within the framework of that general policy, the General Conference had made a very important decision when, by its resolution 8.62 (E/3498, para. 85), it had decided to continue giving priority to education. That priority naturally applied to the two aspects of education: education regarded as a right, and education considered as an instrument for economic and social development. That UNESCO was not neglecting the first aspect was

proved by the recent adoption of a convention and recommendation against discrimination in education, but it was the emphasis on the role of education in economic and social development that struck a new note in the decisions of the eleventh session of the General Conference. Such re-orientation presented three series of problems, concerned with theory, practice and co-ordination. With regard to theory, surveys were needed to determine the nature and importance of the influence of education on economic development. The secretariat of UNESCO had already undertaken such surveys, first for the Conference of African States on the Development of Education in Africa, held at Addis Ababa in May 1961, and secondly for the conference on the role of education in the economic development of Latin America, to be held at Santiago at the end of 1961 under the joint auspices of ECLA, UNESCO and the Organization of American States. Those surveys had been brought to the attention of the Executive Board, which had made a thorough preliminary study at its previous session, and had authorized the Director-General to inform the Council on UNESCO's views of the problem at that stage.

25. It was not easy to analyse the influence of education in its various forms. However, as far as the workers were concerned, it could be stated that education paid an immediate dividend. Where technical ability and knowledge were lacking, education and vocational training were the most productive factors. In many respects, education was a fundamental element of the infrastructure. Looked at from another point of view, it was the motive force which stimulated the economy, engendered the spirit of enterprise and influenced national savings and investment. From a third standpoint, it was one of the determining factors in consumption. Finally, in government and political thought, it was the mainspring of civic progress and political justice. The UNESCO was studying the economic incidence of education as a factor in the cost of production of every development project. It considered education as "input" in the economic sense of the term, not just as a social factor or as a component of consumption. Such considerations were still, of course, generalities, and it was in order the better to define them that the Executive Board had authorized the Director-General to set up within the secretariat a section for the analysis of educational, scientific, and technological factors in development. That section would work closely with the various United Nations bodies, the regional economic commissions, IBRD and the universities. The adoption of the Secretary-General's suggestion on the possible seconding of officials from one organization to another would be highly appropriate in connexion with the work of the new section.

26. With regard to practical application, the new policy would have the result that UNESCO would henceforth consider the problem of educational planning as an integral part of the general problem of planning for economic and social development as a whole.

27. Lastly, in respect of co-ordination, the priority given to education raised problems which were themselves of three kinds. First, the new concept of education as a factor of economic and social development would naturally lead to closer relations with the other specialized

agencies, since, although UNESCO's competence was limited to education proper, it was undeniable that in practice education and vocational training, which were the province of other specialized agencies, constituted a whole, and that it would be quite artificial to treat them separately. Secondly, UNESCO had already given proof of its willingness to co-ordinate plans with the regional economic commissions by organizing conferences jointly with ECA, ECLA and ECAFE. If all the specialized agencies would collaborate for that purpose with the regional economic commissions, such action could put them in contact with the economic realities peculiar to a specific area. Thirdly, the problem of co-ordination needed to be solved on the national level, and that led back once more to the question of the resident representatives. It was well known that the most characteristic services which UNESCO was called upon to furnish in the field of economic development were connected with planning, where co-ordination was more necessary than in any other sphere. Since it attached great importance to planning, and also for reasons of administrative convenience, UNESCO was favourably disposed to increasing the responsibilities of resident representatives though it agreed that they should not overstep the bounds of economic and social development. In no case should the resident representatives assume any political functions. On the other hand, they should not be regarded as omniscient dictators who could lay down priorities for economic and social development; they were general advisers who needed the assistance of specialists. The function of the resident representative was that of the head of a group, who was responsible for negotiating with governments on planning priorities in a country, after agreement concerning those priorities had been reached with the other members of the group.

28. The purpose of the recent Addis Ababa conference (E/3498/Add.3), which had been held under the auspices of ECA and UNESCO, had been to give the representatives of the African States an opportunity to report in person on the educational requirements of their countries, so that joint plans could be prepared, the implementation of which would require, in addition to the countries' own resources, the assistance of international organizations, of non-African governments wishing to be associated with the development of Africa, and of non-governmental organizations interested in the continent. The conference had provided accurate data from reliable sources concerning the requirements of the African countries and in the light of those data, had considered problems of financing, planning, the features of a general educational system covering technical and vocational training, and of adult education. The African States had agreed that they should aim first and foremost at developing secondary education, except in countries where primary education was inadequate. The conference had unanimously adopted a plan for the development of education in Africa to be carried out in two stages: 1961-1965 and 1965-1980. The aim of the long-range plan was to secure 100 per cent primary-school attendance, 23 per cent secondary-school attendance, and 2 per cent attendance at higher educational institutions. The cost of the short-term plan had been estimated at \$1,150 million,

of which \$700 million would be raised locally, while the remainder would have to be provided by external sources. For the long-term plan, outside contributions would reach a maximum of \$1,310 million in 1970, but after 1980 the whole of the financing would be undertaken by the African States themselves. Another conference would be convened in 1963.

29. Mr. VIAUD (France) said that the consolidated report entitled *Five-Year Perspective, 1960-1964* submitted by the Committee on Programme Appraisals (E/3347/Rev.1) clearly showed the importance of the Council's role in securing co-ordination. A tribute should be paid to the specialized agencies, which were the most immediately concerned in co-ordination problems. All had done useful work, and all, but more particularly ICAO and WMO, had been very successful in complying with the Council's request in resolution 791 (XXX) to include in annual reports a section indicating the extent to which the trends and emphases of their programmes were developing as expected. With regard to WMO, a special problem had arisen in TAC owing to the need to prevent the new procedures from leading recipient governments to overlook the long-term importance of meteorological questions. Reference should also be made to the difficulty experienced by UNESCO, owing to the exceptional scope of its terms of reference, in concentrating its efforts in fields which were unlikely to lead to duplication. The Council, and more particularly ACC, might be able to help in those matters.

30. The report of the *ad hoc* Working Group on Co-ordination was a concise document which gave equal attention to the main fields in which closer co-ordination was necessary and to the general problems arising in matters of co-ordination; it was regrettable only that it did not describe more fully the sectors where the responsibilities of the various specialized agencies met. The working group had no doubt based itself on ACC's report, which on that occasion showed a real desire to meet the Council's wishes and offered an assurance that unsolved problems would continue to be studied by the various organizations concerned. Whatever decision the Council might take regarding the future of the *ad hoc* working group, it was desirable that emphasis should be placed on specific cases calling for action by the Council, and that precise instructions to that effect should be given to ACC before the Council's thirty-fourth session.

31. During the current year, in accordance with the wishes of the Council, ACC had concentrated on studying the effects of the operations of EPTA and the Special Fund on the work of the United Nations and the specialized agencies; it was to be commended on the manner in which it had discharged its task. However, the study asked for by the Council covered too vast a field to be completed at one stretch. The Advisory Committee on Administrative and Budgetary Questions had expressed the view (E/3531, para. 5) that not only administrative, but also constitutional changes were necessary if participating organizations were to be able to cope with the expansion of programmes. The French delegation would therefore like the matter kept on the agenda of ACC, which should again devote a large part of its report to the measures adopted by the specialized agencies to meet the

growing needs of EPTA and the Special Fund. In particular, it might concentrate its attention on the need to co-ordinate the work of experts recruitment offices; it might be well to seek help from existing offices in the various countries rather than set up new offices everywhere.

32. The working group singled out education and training, industrialization and rural development as being the areas in which major co-ordination problems existed. The key problem was the shortage of qualified experts. The first aim of co-ordination should therefore be to concentrate efforts on increasing the number of administrative and technical experts that could be made available for the developing countries: whence the emphasis on education and training. He would go even further than the group, and add the wish that, in order to avoid unnecessary competition, the specialized agencies should carefully consider means of co-ordinating their action in the field of training. Education and training, however, took time; consequently, ways should also be studied of speeding up, in the countries capable of providing technical assistance, the training of experts to whom specific tasks could be entrusted later. Finally, ACC might consider the problem of assistance in public administration and call on the countries which, by their experience, were particularly well placed to help in that direction.

33. There was no need to stress the importance of industrialization, in which virtually all the specialized agencies were interested and to which the Special Fund devoted more than one-third of its resources. There were two requirements of co-ordination in that field. On the one hand, it was essential to avoid overlapping and gaps in the work of the agencies concerned; on the other, it would be useful for the two problems of urbanization and industrialization to be dealt with jointly, and thus provide an instance of "balanced economic and social development". With that purpose in mind, the French delegation had suggested in the Social Commission that a joint committee composed of members appointed by the Commission and by the Committee for Industrial Development should be set up. Although the suggestion had not been taken up, he mentioned it, because it put forward the usefulness of co-ordination not only among administrations, but also among deliberative organs.

34. He had not intended to deal at that time with the problem of co-ordination at the national level or with the role of resident representatives, but since hearing the statements of the Director-General of WHO at the 1164th meeting and of the UNESCO representative, he felt obliged to do so. The surest means of achieving good co-ordination was never to lose sight of the elementary fact that the establishment of the targets and priorities which formed the basis of development programmes was a matter for governments; it was, in fact, their first responsibility. All that the United Nations could contribute was knowledge and experience of programming techniques. To go beyond that would mean substituting the concept of international planning for the concept of national interest.

35. Mr. JENKS (International Labour Organisation) said that the fundamental concern of the ILO was to ensure that economic development reflected the social pur-

pose without which economic development would inevitably founder in economic and social collapse and political disaster. That concern far transcended the ILO's responsibilities in the particular fields of economic and social policy, the discharge of which was described in the report to the Council (E/3460 and Add.1).

36. The three characteristics of the ILO's approach to its task were, first, an unflinching faith in the cause of human freedom and human dignity. The abolition of forced labour, the protection of freedom of association, the elimination of discrimination in respect of employment and occupation were enshrined in the ILO Constitution and in a series of conventions, and the ILO would not relax its efforts until those conventions had the status of universal law universally applied in practice.

37. The second characteristic was a belief in the democratic process. The ILO regarded its task as being to respond to the utmost of its strength to the felt needs conveyed to it by governments, employers and workers. Its task was not to fulfil the role assigned to it by some master mind, but to live in the rough and tumble of the world with tough trade unionists, tough employers and governments of sharply conflicting views, interests and policies, and do the best job it could so as to gain the respect and confidence of all. That was a political task and a political responsibility. It was against that background that the specialized agencies must always approach their obligations and responsibilities as members of the United Nations family.

38. The third characteristic was the extent to which the varied forms of ILO action — standard-setting work, informational functions, promotional and operational activities, industrial relations responsibilities, quasi-judicial duties and educational programmes — were developed as mutually complementary. The ILO could not reasonably be expected to disrupt that coherent approach to broad fields of policy in order to establish a closer relationship between certain elements of it. That was a limiting factor which the ILO must always keep in mind in determining whether particular proposals would in fact produce better or worse co-ordination. Nothing was gained by consolidating United Nations action in the field at the expense of cutting such action away from the roots of policy and experience at the centre. While willing to envisage new solutions for new problems at any time, the ILO was not prepared to substitute untested improvisations for tried experience when there were no practical reasons for doing so. When a crisis such as Korea or the Congo occurred, all members of the United Nations family did what they could and agreed instinctively to whatever the needs of the situation might require, but the ILO did not regard the Congo experiment as a pattern. Its willingness to envisage emergency arrangements for emergency situations might even be seriously impaired if such arrangements were subsequently invoked as a model for situations to which the same consideration did not apply.

39. Without qualifying the views which the ILO had stated on previous occasions concerning the undesirability of adding unnecessary cogs to already complex machinery and while reserving fully its attitudes as regards the

future, he expressed appreciation of the essential reasonableness of the pragmatic approach represented by the report of the *ad hoc* Working Group on Co-ordination and the ILO's willingness to co-operate with the working group for a further year if the Council desired to extend its mandate. Co-ordination was neither an end in itself nor a panacea, but a means of enabling all members of the United Nations family to do a better job in making the resources available for international efforts go further. Every problem of co-ordination involved striking a balance between the needs for vitality, political wisdom and support, technical soundness and general effectiveness in particular fields of action. In that spirit the ILO welcomed the discussion of education and training in the report. The crux of the matter was that there were differences of view concerning relative priorities, which reflected differences within individual governments. The ILO was dedicated by the terms of its constitution to the principle of equality of educational and vocational opportunity, but it had always taken the view that the creation of a class of unemployables compounded innumerable personal tragedies with political, economic and social strains which were a danger to society itself. The assessment of manpower resources and needs was the foundation for any realistic training policy, and it welcomed the increasing recognition now being accorded to that principle. The ILO attached special importance to the full and frank consultations mentioned in paragraph 38 of the working group's report. Such consultations represented fixed ILO policy, but he would be less than frank if he did not say that their success presupposed two conditions — full reciprocity from all concerned and a degree of discipline within each organization ensuring that the outcome of such consultations was faithfully reflected throughout its programme of work and administrative structure, both at headquarters and in the field.

40. The primary responsibility for problems of industrialization rested with the United Nations and the ILO, though the importance of the contribution of IBRD and its affiliated institutions must be constantly kept in mind. The ILO agreed with the working group that in so far as co-ordination in industrial development was sought by concerted action within areas of common interest, it was logical that the leadership in each area should go to the organization which had been most active and had acquired most experience in it (E/3518, para. 27). The ILO would willingly explore, however, with the other organizations most directly concerned and within the general framework of ACC, the best methods of finding a synthesis of complementary approaches.

41. The sharply increased emphasis on the problem of rural development was perhaps the most striking immediate result of the larger part played in the ILO by Asian, Middle Eastern and Latin American States, and of the admission of some twenty-five new States, mainly in Africa. Rural development would call for close attention during the following few years in order to ensure effective co-ordination. Two problems were involved: to avoid duplication and to harmonize policies. Steps to avoid duplication had already been taken in relations between the ILO and FAO and did not involve any new departure. It had, however, been thought advisable to re-invigorate

the well-established mutual arrangements between the two agencies in order to meet current needs fully. The recently negotiated tripartite agreement on training concluded by FAO, UNESCO and the ILO contained a provision of more general scope, whereby the three organizations agreed that the duplication of existing facilities maintained by any of them was to be avoided and that, if any problem should arise in that respect, there would be consultation between the directors-general concerned. No such duplication would be allowed to occur as a result of the ILO's rural development programme, which would be planned in the closest consultation with FAO. The harmonizing of policies involved larger questions, which had their roots in national policies and, as in the case of training, could not be resolved by goodwill alone or by any simple institutional device. The ILO would co-operate fully in endeavouring to achieve that end, and its approach would naturally be determined by the broad social considerations which governed its whole work.

42. The ACC report (E/3495) dealt with three questions to which the ILO attached the utmost importance: the expansion of international aid and development programmes, education and training, and the effect of the decentralization of United Nations economic and social programmes. The ILO subscribed fully to the analysis in paragraph 28 of the report of the effects of an increase in the operations of EPTA and the Special Fund. It wholeheartedly endorsed the view that the existing arrangements for inter-agency co-operation and co-ordination had stood the test of experience and that no fundamental changes in procedures and no new machinery seemed to be required, but rather a strengthening of existing arrangements at various points.

43. The ILO regarded the arrangements for an integrated programme in the field of education and training as a firm commitment by the executive heads of the organizations concerned which was binding upon each and all of them. It proposed to carry out its commitment in full, as was its wont, and it likewise insisted that its partners in the commitment do the same.

44. The ILO was fully alive to the problems involved in the decentralization of certain United Nations economic and social activities, if only because it was confronted with similar problems. Each member of the United Nations family must achieve a balance between worldwide and regional action appropriate to its own particular functions and responsibilities, and might find it necessary to readjust that balance from time to time. In doing so, however, it could not modify unilaterally its relationships with or obligations towards the other members of the family. The ILO therefore attached importance to the principle that the arrangements between members of the United Nations family, the network of understanding which it had been built upon and the resulting distribution of responsibility should in no way be affected by the measures in the direction of decentralization which the United Nations itself might undertake. It realized that such decentralization would call for a review of the practical arrangements for co-operation with and among regional bodies, and in particular, would require the establishment or strengthening of direct links between the ILO and the regional commissions. While precise

arrangements were still under consideration, the recent ILO regional conference at Buenos Aires had afforded an unusual opportunity for consultations with ECLA and the Director-General of the ILO and the Executive Secretary of ECLA had agreed on arrangements to place co-operation between the ILO and ECLA on a more continuous basis.

45. With regard to the resident representatives, the ILO accepted in full their central role in directing co-operation between the various branches of the United Nations family and individual countries. That was their role; nothing less and nothing more. It was not their function to consolidate United Nations activities in the field, a purpose inconsistent with the Charter and with the ILO Constitution, and neither politically wise nor attainable in practice. The ILO agreed entirely with the Secretary-General's introductory remarks at the 1163rd meeting that the question was how the United Nations family could organize itself, each under its separate governing and executive organs, to carry out a wide range of functions, and that no opportunity should be neglected to pool the meagre resources. That could and would be done, but only working together in genuine partnership. Response to the Secretary-General's call for readiness to give and take without too much formality or formal concern depended on two factors; the readiness must be a readiness to give as well as take and the lack of formality or formal concern must not impair either constitutional responsibility or the effective and responsible control of the particular operation by those with real knowledge of what was at stake.

46. If those principles were applied to the role of the resident representatives, it would be seen that the ILO was fully prepared to accord them adequate authority to discharge the tasks entrusted to them, but those tasks called for definition. The resident representatives were not responsible for operations, and could not be made responsible for them without impairing the responsibility of each organization for its own work. So far as the ILO was concerned, it was fully satisfied that neither governments nor employers nor workers desired that. The resident representatives were responsible for directing and facilitating co-ordination in the development and execution of programmes of assistance, and in the discharge of that responsibility they would continue to have full co-operation from the ILO. The difficulty and the problems of choice confronting recipient governments must be recognized, but it was essential that the resident representatives should be, as the best of them always were, channels in the operations between the participating organization and governments, should serve impartially all members of the United Nations family, should not be unduly influenced by personal views, the views of any particular international organization or of any particular government department or school of thought in the country to which they were accredited, and that the level of disinterestedness and capacity attained should be so consistently high as to command the confidence of governments and organizations everywhere.

47. While discussion by the Council of the general principles involved would be helpful, no arrangements for closer co-operation in the field would work unless they

grew naturally by common agreement on the basis of mutual confidence. The ILO would welcome an inquiry, but any attempt to force the pace would destroy, rather than strengthen, existing arrangements. It therefore trusted that when the Council had discussed the general principles, it would leave it to ACC to work out mutually acceptable arrangements.

48. Mr. BOENNEC (Universal Postal Union), introducing the UPU report (E/3461), said that, compared with the activities of the great international organizations, the role of UPU in technical assistance might appear a modest one, yet the Union traditionally provided technical assistance in the form of exchanges of information and experience among postal administrations, the loan of experts for the organization or reorganization of postal services, and the vocational training in foreign countries of scholarship holders and trainees. That form of technical assistance had yielded excellent results at little cost. At its previous session, the Executive and Liaison Committee of the Union had nevertheless decided to expand the scope of its technical assistance work and had decided to study how the Union might take part in EPTA and in the Special Fund. It had continued to collaborate with the technical assistance authorities in the recruitment of postal experts under regular technical assistance programmes.

49. The Union had encouraged the free circulation of information through the application of very low international postal tariffs for books, newspapers and other printed matter, which were often carried below cost. The Union was grateful to ICAO for the statistical information it had supplied, which enabled it to understand more clearly the cost of mail transport by air and the financial implications of the use of jet aircraft. It had also followed closely the drafting by IAEA of regulations for the transport of radioactive materials; those regulations would be used as a basis for the conditions for the transport of such substances in the international postal service.

50. Finally, the important meetings to be held at the end of 1961 and in 1962 under the Union's auspices included the Management Council of the Consultative Committee for Postal Studies, which was responsible for studies undertaken in conjunction with postal administrations and for the preparation of advice on technical and economic questions and on operating problems; it would meet in Tokyo in 1961. The Universal Postal Congress, which was the chief organ of the Union and which normally met every five years, would not be able to meet in Brazil as planned, but would meet in New Delhi in 1962. That would be the first time that a congress of the Universal Postal Union had been held in Asia.

The meeting rose at 6.20 p.m.