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Preparatory Committee  
Twenty-third session  
Geneva

DRAFT SECTIONS OF THE THIRTEENTH REPORT  
OF THE ADMINISTRATIVE COMMITTEE ON CO-ORDINATION  
TO THE ECONOMIC AND SOCIAL COUNCIL

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INTRODUCTION

Attendance

The Administrative Committee on Co-ordination held its sixteenth session at the Palais des Nations, Geneva, on 25 - 26 May 1953, the necessary preparation for this session having been undertaken by the Preparatory Committee of deputies.

Members present were:

Procedures of the ACC and its Preparatory Committee

In the light of its experience in the last six years, the ACC reviewed its procedures and methods of work in order to ensure that the Committee was making the most useful contribution possible to the work of the Economic and Social Council and of the specialized agencies.

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## I. PROGRAMME MATTERS

Programmes and priorities

In the following section, the ACC proposes to make certain suggestions and comments, in the light of the recommendations concerning programme priorities drawn up by the Council and the various resolutions on economic and social development adopted at the Council's XIV and XV sessions. In its last report (E/2340) it underlined the inter-relationship of the world's major economic and social problems and made it clear that the great economic and social problems facing the world's governments and towards the solution of which the United Nations was endeavouring to give assistance -- for example, the problem of raising the standard of living in vast areas suffering from hunger, disease and poverty and lack of essential skills and equipment; the problem of maintaining full employment and economic stability; problems arising from the re-emergence of important sources of industrial production and the rapid growth of population in many parts of the world -- were so inter-dependent that no solution to one group of problems could be wholly successful if it were not to take account of a wide range of related problems. Any sound system of priorities, the ACC felt, must ensure that measures to meet such problems are so dovetailed and harmonized that progress achieved in each field will facilitate progress in the others.

The ACC then pointed out that, despite all current difficulties and dangers, the world was in many respects better placed to shape its own economic and social destiny than ever before, and that the family of United Nations organizations provided new possibilities for mobilizing the resources and efforts of all nations to meet the varied problems of particular areas and to tackle the world's inter-related economic and social issues as a whole.

Except for averting war itself, the international community faces no greater challenge, nor one with more far-reaching implications, than that of organizing itself economically and socially in such a way that freedom from want becomes an enduring reality. A relaxation of international tensions -- so deeply hoped for -- should make possible a greatly increased international effort to meet this challenge, and the availability of far greater resources to the international community for peaceful ends. This would present to the United Nations family of organizations great opportunities for service -- as for example in the immense task of Korean rehabilitation and reconstruction -- and many international problems of adjustments to which the Council will no doubt wish to give serious thought in advance.

Economic development

(a) Technical assistance for economic development

The Council's list of priority programmes was subject to one over-riding objective, namely, the economic and social development of under-developed areas. The ACC feels it appropriate at this stage to make some general comments on the progress of the United Nations Expanded Programme of Technical Assistance and to draw the attention of the Council to certain issues concerning the Programme, which has now been in existence for three years. It will not attempt to cover the ground already familiar to the Council through the reports of the Technical Assistance Board and the Technical Assistance Committee, but will rather refer to certain major issues to which it believes the Council should give attention at its sixteenth session.

The Programme has gone through three stages corresponding to the three financial periods. The first was largely preparatory, during which actual activities in the field did not reach large proportions. During the second, the principal concern of governments expressed through the Council or the General Assembly was that the participating organizations should accelerate their work. This was successfully accomplished during the second half of 1952. There was a considerable increase in the volume of requests for technical assistance from governments and in the activities of the agencies in the field. At the end of 1952 it became apparent that unless there was

a substantial increase in the voluntary contributions made by governments to this account, the Expanded Programme would be unable to respond to more than a fraction of the urgent calls made upon it, although no requests have yet been received from large parts of the under-developed areas of the world. This anticipation is being most fully borne out in the third stage which coincides with the present financial period.

Unless quickly corrected, the situation which has now developed might endanger the whole significance of the work being undertaken. All agencies now have a backlog of requests from governments which they have examined and consider should be implemented, but which they are not able to start during 1953 and may only be able to commence in part during 1954, and further new requests will not be able to be acted upon.

The momentum in the programme is shown not only in the increased volume of requests. The fact that projects and programmes proposed by governments for execution are of increasingly better quality shows the effectiveness of efforts of governments to co-ordinate their requests and to bring them into harmony with economic development planning within their countries.

In the introduction to Part II of the Secretary-General's report of 1949, the estimated cost of technical assistance described by the several international organizations in the later chapters was estimated at \$35.9 million in the first year and \$50.2 million in the second year. In the light of the experience of the last three years, it is clear that while these estimates made insufficient allowance for the time that would be needed to get the Expanded Programme on to a full working basis, they presented a realistic assessment of the degree to which governments of the under-developed countries would be requesting technical assistance once the Programme had come to be well known and the success of many of its operations appreciated.

The acceleration of activities under the Programme is well illustrated by a comparison of the rates of expenditure during the years 1950, 1951 and 1952:

First financial period (1950-51) 18 months	\$ 6,436,251
Second financial period (1952)	22,732,113
Third financial period (1953) (estimate)	25,300,000 (for programmes approved by TAB)

The ACC, therefore, urges the Council to give the most serious consideration to the goals which should be established.

The ACC has noted with appreciation the statements made by many delegations that the Expanded Programme is one which must be continued, not on a year-to-year basis, but for decades, and considers it most gratifying that the General Assembly has requested the Economic and Social Council, "to study the feasibility of working out estimates for the Expanded Technical Assistance Programme on a basis longer than a one-year period". (G.A. resolution 621 (VII)). It is well aware of the difficulties which face governments in making longer term commitments, since in most legislatures the budget is voted annually. It hopes, however, that methods might be evolved whereby contributions may be pledged in advance for a period of several years, subject to parliamentary approval, when so required, on a year-to-year basis.

The Technical Assistance Programme, even if expanded to twice or thrice its present volume of expenditures, would still be the least expensive form of rendering effective assistance to economic development. It is, in many cases, an essential precursor to sound schemes for investment in economic development projects. It lays the foundation for increased capital investment from both internal and outside sources, both public and private. It is increasing the facilities of governments to plan and execute development projects, to aid enterprise in investment programmes by assisting in general public administration improvement, modernization of fiscal systems, fact finding and resource appraisal organizations and in increasing the productivity of existing institutions.

The ACC has been glad to note that there have been a number of examples in which bilateral assistance afforded to under-developed countries has taken the form of the provision of finance or equipment and materials to enable governments to carry out the programmes which have been recommended by experts supplied by the international agencies. It is hoped that this most useful form of co-operation will be further developed. The ACC has also noted the co-operation between the International Bank and certain agencies concerned with technical assistance and hopes for further co-operative developments.

In drawing the attention of the Council to the issues outlined above, the ACC wishes to emphasize that the enthusiasm which the United Nations technical assistance programme has called forth throughout the world demonstrates the value and the significance of the international approach, under which the recipient governments can feel that they are receiving technical aid from their own organizations, that these organizations can recruit experts from a large number of countries and that the advice tendered is the most acceptable on political grounds.

(b) Financing economic development

The General Assembly and other organs of the United Nations have stated their conviction that acceleration of development will inevitably require in many cases some form of public capital, either as grants-in-aid or long-term low-interest loans. In this connexion, the report of the Committee on the Special United Nations Fund for Economic Development is before the Council. The ACC has noted with interest the proposals, but refrains from comment on them since they have not been considered by the Council. The Council will also have before it the results of the further examination by the International Bank of the proposal for the establishment of an International Finance Corporation.

The Council is also requested by the Assembly to give its early attention to the steps which the United Nations, specialized agencies and Member Governments might take to stimulate the flow of private capital into under-developed countries in the light of an analysis and study requested of the Secretary-General.<sup>1/</sup> This study is still in an early stage of preparation. However, there is little doubt that the extent of the increased flow of capital into under-developed areas will be influenced directly by the "climate" for foreign investment created by the policies pursued by the debtor and the creditor countries.

A related field is the introduction or reinforcement in under-developed areas of sound fiscal practices and in general a fostering of conditions that tend to increase domestic savings and investment. It is essential that the heavy and sustained domestic effort in terms both of taxation and the volume of individual savings which are essential to economic development in its early stages do not drive governments of under-developed countries to find temporary relief in the

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<sup>1/</sup> General Assembly resolution 622 C (VII).

financing of public expenditure through monetary inflation or other expedients which discourage saving, misdirect private investment, expose the balance of payments to pressure, frighten the foreign investor and undermine confidence generally. Several of the comparative studies carried out or contemplated by the United Nations<sup>1/</sup> and the specialized agencies on fiscal practices and the financing of development are pertinent to this problem and may be useful in not only considering future international action but also in formulating national policies.

On previous occasions the ACC has drawn attention to the necessity of improving public administration in under-developed areas as a prerequisite to the implementation of sound economic development plans. Neither economic development nor improvements in social welfare can be assured of success unless they are based on a sound administrative system.

Technical assistance in public administration has gathered momentum in the past 4 years, but the improvement of administrative methods in both the fiscal and the more general fields of governmental organization, is necessarily a slow process in under-developed countries, as indeed it has been in the developed countries.

At the present time schemes of training in administration, both national and regional, are the major element in the programme. In addition, requests for advice on general problems of public administration are met, and at the present time there are fifteen experts working in different countries in this field.

These activities are of course intimately associated with the general United Nations programme of fellowships and scholarships, and in addition research work in public administration is in progress, either in association with such organizations as the International Institute of Administrative Sciences or by the Technical Assistance Administration itself.

#### Increased production

One heading in the Council's list of priority programmes is "increased food production and distribution". The lag in the growth of food production, due in part to limitation of arable lands in many countries, but principally to the

<sup>1/</sup> For example, the systematic and continuous analysis of international tax relations by the United Nations Secretariat which results in the publication of the World Guide to International Tax Agreements; and studies on the effects of taxation on foreign investment in general, and in Latin America in particular.

slowness with which knowledge of improved techniques is being applied to agricultural progress, is indeed disquieting, especially in view of the continuing and rapid increase in the world's population. In areas containing 90 per cent of the people of the world, food production is little higher than it was 15 years ago, while population has increased by approximately 315 million, and at a rate of more than 1 per cent per annum. While this increase in population in itself demonstrates, especially in under-developed countries, the growing control which mankind has established over the great killing diseases, as well as the improved health conditions which are responsible for lower infant mortality rates, it is being accompanied by a decline in nutritional standards and an extension of near-famine conditions in many parts of the world.

Given the food and raw materials, methods of mass production of manufactured goods can readily be expanded to meet increasing demands. In most cases the supply of raw materials has proved sufficient to meet increased demands with relative ease. But the problem of increasing supplies of food and raw materials is a longer-range matter which requires vigorous and urgent action, both at the national and at the international level. The General Assembly has called the attention of the Council and the specialized agencies concerned, and of the Technical Assistance Board, to the increased need for co-ordinated and joint action with regard to the problem of increasing food production, particularly in the countries living near the margin of subsistence.

This is a matter which concerns the United Nations and most of the specialized agencies. The problem can be successfully attacked only on a broad front. Not only are increased use of more effective agriculture practices necessary, but the web of related facilities for health, education, transport, power and other requirements for increased productivity must accompany improvements in agricultural methods. In many parts of the world extensive areas suitable to crop production remain unutilized, sometimes because they await the provision of water which could be made available, sometimes because the difficulties and costs of clearing or otherwise reclaiming the land are high and sometimes because their inaccessibility requires programmes of transport and communications to make them productive.

In almost all cases substantial investments and technical advice will be needed to make these areas fruitful. The need for technical assistance applies in a special degree to the complex technical and social problems involved in the production and distribution of improved seeds, the wider use of fertilizers and soil fertility practices, the adaptation and introduction of more efficient tools and implements, the upgrading of livestock through selective breeding and the control of plant and animal diseases and other methods of securing higher yields.

The problem is also linked with changes in institutions and in particular with the question of land reform. While land reform and related changes in the agraria structure are in many areas of great importance on social and political grounds, they will not always tend to raise the production of food and may even temporarily reduce it. The maintenance or increase of agricultural productivity in countries which have put through land reforms may, in some cases, require outside financial assistance.<sup>1/</sup>

A regional approach has already been adopted with success by the United Nations and the specialized agencies in certain work undertaken by them in the agricultural, health and labour aspects of food production -- for instance, in increasing agricultural productivity. The ACC suggests that a wider use of this regional approach may be the most effective method for international organizations to bring their influence to bear in increasing food production.

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<sup>1/</sup> Replies are awaited from governments to the land reform questionnaire. General Assembly resolution 625 A (VII), *inter alia*, recommends that governments include in their replies to the questionnaire "relevant information on the financial implications of their programmes of agrarian reform and their development projects designed to implement such programmes, on their capacity to finance such programmes internally, and on the extent of financial assistance needed from outside".

A separate heading in the Council's priority list refers to increased production of goods other than food. For several years past every effort has been made by the international organizations -- through technical assistance and less directly through a variety of other programmes -- to assist governments of under-developed countries in promoting industrialization on a sound and stable basis. One aspect of the problem to which particular attention has been given is that of productivity. While the increase in productivity in a given area must depend mainly upon public and private initiative in the area itself, co-ordinated action on a number of different problems by international and regional organizations can make a decisive contribution. Some activities will relate to technological problems; some will involve primarily problems of financing; others again will relate to the social and human factors involved in raising productivity. These include training to improve the workers' skills, more efficient organization of the employment market designed to place workers in the job they can do best, and measures of safety and health, nutrition and welfare to maintain the workers' productivity capacity. They include also basic problems of human attitudes towards increasing productivity. If these attitudes are favourable, it will be as a result of the conviction that high productivity will, in fact, lead to higher living standards. The conditions for this are firstly, that the benefits of higher productivity should be equitably distributed among capital, labour and consumers, and secondly, that adequate measures should be taken to prevent higher productivity from leading to unemployment. In countries where employment opportunities are limited by scarcity of capital, special attention needs to be devoted to the problem of ensuring an adequate rate of capital formation and also to the adoption of techniques which would permit an increase in productivity with a minimum of capital expenditure. In general, a good climate of industrial relations is essential to foster the co-operative effort of labour, management and government needed to raise productivity and the existence of a free and strong trade union movement. The practice of collective bargaining and the development of good human relations in industry are of the greatest importance in this connexion. These social and human factors are matters to which the ILO in particular has given special consideration.

While the obvious and customary approach to increasing productivity is by tackling the problems of different major industries, a regional approach may also prove fruitful. In Europe such an approach has been made with considerable success since the war. Recently, also, the Ministers of Economy of the Central American countries met at Tegucigalpa to discuss problems relating to the economic integration of Central America and, among other things, recommended that the Central American Governments should request TAA and the specialized agencies to consider a programme of interrelated projects including an Institute of Industrial Technological Research to deal with the problem of raising productivity in their region. This request has been favourably reviewed by the TAB, and action is now being taken on it by the United Nations, ILO, FAO and UNESCO in collaboration.

#### International economic relations

As noted in previous reports, the problems resulting from international disequilibrium have proved less tractable than had been hoped at the end of the Second World War.

It is true that important progress toward the goal of international economic balance has been made. Countries have been able to achieve and maintain new high levels of industrial production, despite a large reduction in the economic aid obtained from other countries, particularly the United States. There is however a striking contrast between this progress and the persistent difficulty in achieving further relaxation of trade and payments restrictions. In recent months the world's principal trading nations have been seeking solutions to the many aspects of the problem in a variety of discussions, both within and outside the framework of the United Nations and the specialized agencies.

There is common agreement that a many-sided approach to the problem offers the only effective solution. Involved are questions of commercial policy, international investment, the stabilization of the prices of primary products entering into international trade and the establishment of adequate international monetary reserves. The diversity of the action being taken in these matters both within and outside the United Nations may be illustrated by reference to the recent discussions undertaken by governments in Europe with respect to the establishment of conditions permitting an approach to current

convertibility, by the talks on East-West trade conducted under the auspices of the Economic Commission for Europe and by the continuing negotiations concerning the stabilization of prices of several important commodities entering into international trade.

There are many international problems -- and trade is among them -- that have to be approached from a world angle. A regional approach is sometimes a political or economic necessity and will, if properly conducted, be a positive step toward universal integration. The universal character of the difficulties encountered and of the solutions which must be sought nevertheless endows the United Nations with a major responsibility for achieving the essential unity of world trade and for international economic integration on the widest possible scale.

The manifold problems of international economic relationships are to a peculiar degree interrelated and interdependent and the Council may wish to consider ways in which current efforts may be supported and complemented by action in a wider and more universal framework. In the meantime high priority will continue to be accorded to any studies in the United Nations and the specialized agencies that add to knowledge and understanding of the conditions of stable economic relations among countries.

International action in the social field

As stated in the introductory passages of this report, the economic and social aspects of successful development are inseparable and must be taken together if progress is to be achieved on sound premises and without harmful and disruptive results. The Secretary-General's memorandum on a concerted programme of action in the social field falls mainly within sections D and E of the Council's list of priority programmes, under the headings of "acceleration of welfare, social security and basic public health programmes" and "development of education and science", although parts of it are embraced by the priority programmes relating to increased production and full employment.

As this report is before the Council, the ACC, through whose mechanism the report was produced, does not feel it necessary to comment upon it in detail here. The governing organs of the specialized agencies concerned will also in due course be examining the action to be taken on it by their organizations. The ACC regards this report as an important step forward in bringing the existing international programmes in the social field in line with the demands reflected in the World Social Report and the needs voiced by governments, and in presenting them as one over-all concerted programme to assist governments in improving social conditions in the world. Broadly speaking, the report emphasizes what is being done internationally to assist governments and indicates areas where the reorientation of existing programme is desirable and will serve to concentrate the limited resources now available on tasks of primary importance.

There are, however, three general considerations to which it would seem appropriate to draw attention. In the first place, the ACC would like to emphasize once again the great importance it attaches to the work of UNICEF and its continued support by governments. It considers that the work of UNICEF in the field, in collaboration with various specialized agencies, has been and continues to be of the greatest importance to the United Nations as a whole, both for its practical results in terms of human welfare and as a demonstration of the ability and willingness of the international community to assist governments actively in their attack on the most difficult and fundamental social problems.

*[Handwritten signature]*

Secondly, the Secretary-General's memorandum on the concerted programme of action in the social field states in its conclusions that on the whole it found that there was good co-ordination of United Nations and specialized agency programmes and that there were no major gaps which should be filled. The report shows that when problems present many different aspects which come within the province of different organizations, the organizations concerned have taken joint action or have striven to co-ordinate their programmes. Better co-ordination of planning and supervision of projects aimed at integrating social activities at the community level is essential, and the ACC is taking steps to reach agreed working arrangements in regard to responsibilities in this broad field of activity. In the field of housing, it will be recalled that a co-ordinated international programme was drawn up under the auspices of the ACC; the ACC continues to keep the question of co-ordination in housing under review, particularly as regards regional housing activities.

Thirdly, the ACC would like to emphasize one of the conclusions of the report concerning the necessity for governments and international bodies to be prepared for decades of patient long-term efforts to improve standards of living in spite of the obvious desirability of promoting early solutions to problems where possible. In this connexion, it may be mentioned that there are certain basic and important long-range activities which do not appear in the Council's list of priorities -- for example, the international control of narcotics, the study of population problems, the improvement of health statistics, etc. -- whose scope may well be extended with great advantage, and whose importance should not be under-rated in the desire to achieve immediate or dramatic results.

To take only one of these examples, it is essential in the planning of long-range programmes of both economic and social development to have available the best possible information about the probable changes in population. Production goals for food, housing, and other essential goods, and plans for various social services need to be determined with reference not only to the desired standards but also to the numbers of the people involved. This is true also with respect to capital requirements. Sound employment policies require the fullest information regarding the human resources of the community, not only

at present but in the foreseeable future. In some countries, particularly, it will be important to take into account the substantial differences between past and future growth that will result from changes in birth and death rates and in migration.

#### Human Rights

The Human Rights Programme, which appears as Section F of the Council's list of programme priorities, falls outside the social programme referred to above and calls for separate comment. Programmes devoted to promoting better standards of health, increasing the world's food supply, encouraging better conditions of work, fighting illiteracy and extending education to all levels, all affirm in a practical way faith in human rights and in the dignity and worth of the human person. These activities and the human rights programme are interdependent: the respect for human rights also facilitates the solution of economic and social problems.

The first part of the first paragraph of Section F provides for "a fuller dissemination of the Universal Declaration of Human Rights".

It may be recalled that this activity was urged in resolution 217 (III) of the General Assembly which adopted the Universal Declaration of Human Rights in Paris in 1948. Since then, a great effort has been made to implement this mandate and the Secretary-General has maintained the closest collaboration with Unesco which has made education in human rights a vital part of its programme. The Council may wish to consider how these encouraging developments can be assisted and what further steps should be taken to give effect to this objective and to widen the impact of the Universal Declaration.

The list of programme priorities further provides for "the completion of the covenants on human rights".

It may be expected that the General Assembly will, at its eighth session, have before it texts of a covenant on civil and political rights and of a covenant on economic, social and cultural rights. When texts are finally established however, the fundamental problem of implementation will still remain. Implementation is at the core of the human rights programme. The measures of implementation which are contemplated in the present drafts of the covenants on human rights are only a first step. Moreover, the problem of implementing human rights is of general concern to the United Nations and to the international community as a

whole; it is not restricted to those States which may become parties to the covenants. It is therefore expected that, even after the adoption of the covenants and independently of the measures of implementation provided therein, the full application and realization of human rights will continue to be a matter of concern to the Council.

The preparation of comprehensive international treaties is not the only method open to the United Nations to promote universal respect for and observance of human rights and fundamental freedoms for all. As in the past, special instruments regulating problems of a more limited scope may be appropriate in many cases. Moreover, the provisions of the Charter open up many ways of honouring the pledge taken by States Members through their adherence to the Charter, additional to the ratification of conventions: annual reports by governments on developments in the field of human rights to be prepared with the assistance of national or local human rights committees which would be considered by the Commission on Human Rights and form the basis for recommendations to governments, represent a promising idea. The same may be said of surveys of various aspects of human rights throughout the world to which the specialized agencies would contribute and in the course of which non-governmental organizations would be consulted. A satisfactory solution of the problem of the handling of communications concerning human rights may also be considered an important step towards the realization of the goals of the Charter. Advisory services, regional seminars, scholarships and fellowships may also be used as practical means for the promotion of human rights.

Elimination of the discriminatory measures referred to in the Universal Declaration of Human Rights has assumed an increasingly important place in the work programmes of the United Nations and its specialized agencies, particularly Unesco and the ILO. Much remains to be done, however, so that these programmes may reflect fully the view expressed by the General Assembly in its resolution 532 E (VI) that "the full application and implementation of the principle of non-discrimination ... are matters of supreme importance, and should constitute the primary objective of the work of all United Nations organs and institutions".

The Charter of the United Nations has reaffirmed faith in the equal rights of men and women; while some progress has been made in promoting this equality

in a concerted effort of the United Nations, the ILO and Unesco, much remains to be done. In addition to achieving political equality and the implementation of the principle of equal pay for equal work, the question of the abolition of discrimination with regard to nationality, the problem of economic opportunities for women, of the status of women in private law and of access of women to education, including vocational and technical training, ranks high in the work programme of the Commission on the Status of Women.

In respect of the last paragraph of Section F, a substantial programme of work for the promotion of freedom of information and of the press has been laid down by the General Assembly at its seventh session, particularly in resolution 631 (VII) on the future work of the United Nations in this field, and in resolution 633 (VII) on information facilities in under-developed regions of the world.

The tasks laid down in these two resolutions would form part of a programme of concrete action based on the Charter and the Universal Declaration of Human Rights to which - now that the draft covenants are nearing completion - the United Nations and certain of the specialized agencies might henceforth devote increasing attention.

Inter-agency consultations on programme matters

The practice of consultation at every stage of planning and execution of programmes of common concern to the United Nations and the various specialized agencies has been maintained and developed in the past year. The ACC does not think it necessary to report to the Council in detail on these consultations or to indicate the range of the subjects covered, since the conclusions reached come to the notice of the Council through the reports of the Commissions and the specialized agencies concerned. Three subjects, however, on which special arrangements for developing concerted programmes have been reported on earlier occasions to the Council call for special mention.

[The following paragraphs summarize the reports of the three working groups. The Preparatory Committee may feel that further condensation is desirable for the purposes of the ACC report to the Council.]

(a) Long-range activities for children

In its tenth report to the Council (E/2161, paras. 38-46), the ACC informed the Council of the consultations which had taken place in November 1951 within the framework of the ACC between technical officials of the United Nations (including UNICEF) and the specialized agencies on the continuing needs of children and the development of a co-ordinated programme of international measures designed to assist governments in meeting such needs. The Council was likewise informed by the ACC, in its eleventh report (E/2203, paras. 52-53), of the report on this programme being submitted by the Secretary-General to the Social Commission, at its eighth session, in consultation with the specialized agencies concerned.

Further consultations within the framework of the ACC took place in December 1952 in Rome, at which the United Nations (including UNICEF and the Office of the High Commissioner for Refugees), ILO, FAO, UNESCO and WHO were represented. Particular stress was laid on the improvement of child nutrition, with special reference to the problem in under-developed areas, as requested by the Council in resolution 434 E (XIV). [The committee approved certain general principles for inter-agency action to improve child nutrition.] Specific measures were recommended, such as the improvement of maternal diets, the provision of nutritious local foods, the elaboration of food distribution programmes, and the encouragement of better nutritional and dietary habits by education.

The correlation of these measures with the existing basic services of governments was likewise emphasized. Reference was made to the assistance which could be given by specific agencies, such as FAO and UNICEF in connexion with methods of food processing and preservation, FAO, WHO, UNESCO and UNICEF as regards food distribution programmes, ILO, FAO, WHO and UNICEF in terms of nutrition education, FAO and WHO in the training of personnel, and FAO and UNICEF for the development of local foods other than milk. [The ACC recommends that the attention of governments be drawn to the importance of proper child nutrition and the methods by which it would be improved.]

[It further recommends that joint planning be encouraged on the part of the relevant international agencies and government officials in order to establish appropriate services and programmes within countries which would (1) provide adequate supplies of local foods of high nutritive value by various means; (2) distribute these foods to significant numbers in the infant and child population through supplementary feeding programmes; (3) disseminate among the people a sound knowledge of nutrition and good feeding processes in the home; and (4) increase the numbers of professional and auxiliary personnel trained in nutrition.]

[The ACC further gives its support to international action which is designed for improving nutrition through increased use of local foods of high protein value, provided that appropriate governmental requests have been received, and that such projects are suited to the local economy.]

Consultations likewise took place within the framework of the ACC as regards assistance to certain governments in the assessment of child welfare services and needs, as requested in Council resolution 434 E (XIV), as well as the training of auxiliary workers, the amplification of the measures previously proposed for developing comprehensive family and child welfare services and the co-ordination of information relating to family and child welfare. The above questions were brought to the attention of the Social Commission, at its ninth session and are being reported on to the Council under..... They were also referred to the Executive Board of UNICEF in March 1953, which approved in principle UNICEF assistance to non-milk producing countries for local production of high protein foods, in order to introduce such foods into children's diets.

(b) Migration

The 1953 migration programmes of the various international organizations concerned have been reviewed at a meeting in February 1953, convened by ILO under the auspices of the ACC, at which the United Nations, FAO, UNESCO, HO and the United Nations High Commissioner for Refugees were represented, as well as the Intergovernmental Committee for European Migration, the Organization for European Economic Co-operation and the Council of Europe. Stress was laid on the need for even more effective co-ordination of the migration activities of the international agencies within and outside the United Nations family and the desirability that this co-ordination should be established from the planning stage of migration projects and programmes, so that the organizations concerned could submit to governments proposals for concerted action to meet the governments' requests for assistance in the solution of their migration problems. It was agreed that practical implementation of the programmes and projects resulting from this joint planning could best be ensured by close and constant co-operation at all levels.

Note was taken of the conclusions and recommendations of the ILO Latin American Manpower Technical Conference (Lima, December 1952), which emphasized the need for dealing with migration problems within the wider framework of manpower and economic development plans, called attention to the possibilities of technical assistance by ILO in the establishment of national machinery for carrying out migration operations, and made suggestions concerning other activities which might be carried out by ILO in co-operation with the interested international organizations.

Particular satisfaction was expressed with the decision taken by the Inter-Agency Regional Co-ordination Committee on Migration in Latin America to establish or strengthen relations with a number of non-governmental and official or semi-official national organizations interested in migration problems, and it was noted that the Committee had established an ad hoc inter-organizational working party in connexion with the request made to ILO and FAO by the Government of Paraguay for technical assistance in regard to a land settlement project. The Technical Working Group considered that the establishment of this working party provided an interesting example of practical co-operation between international organizations in the migration field and might constitute a useful precedent. In connexion with the question

of migrants belonging to the professional categories, it was suggested that a survey might be carried out in a limited number of countries with a view to assessing the availability of migrants in the professional categories for emigration and the absorption possibilities in immigration countries, and it was agreed that ILO should consult the international organizations concerned regarding the technical and geographical scope of the action to be taken and the priorities to be established. This consultation would take place at an early date, so that a precise programme of action might be drawn up by ILO before the convening of the Fourth Conference of Non-Governmental Organizations interested in Migration, scheduled to meet in Geneva in August 1953.

(c) Rehabilitation of the physically handicapped

Inter-agency consultations within the framework of the ACC took place on the question of rehabilitating physically handicapped persons, and a meeting of the agencies concerned was held in February shortly after the close of the second conference of the non-governmental organizations concerned in the problem.

In connexion with the rehabilitation of persons with impaired hearing, the Secretary-General was requested to call upon the appropriate non-governmental organizations to consider what action should be taken in order to stimulate the setting up of demonstration projects in this field and to explore with the interested non-governmental organizations the possibility of forming an international non-governmental organization concerned in the problem. In view of the varying standards now prevailing in different countries, the Secretary-General will seek to secure from governments the necessary supplementary information on existing definitions of blindness, in order to establish a feasible minimum definition. The United Nations and ILO agreed to undertake a joint study, in selected countries, of the existing provisions for special allowances to handicapped persons to compensate for extra expenses imposed by handicaps, and to prepare recommendations as to standards for such allowances. In connexion with the educational needs of blind children, the recommendations of the non-governmental organizations conference will be submitted to the policy-making bodies of UNESCO for consideration. As regards a uniform system for recording statistical data, the Secretary-General will seek the co-operation of the appropriate non-governmental organizations in the preparation of draft classifications of physical handicaps which might be used in the collection of such data, and

the executive heads of the various organizations concerned were requested to secure information on the extent of physical handicaps in connexion with studies such as population surveys, and morbidity or manpower studies.

In connexion with the question of international co-ordination of the production, fitting and training in use of prosthetics, it was agreed that all organizations concerned should participate in the meeting of experts to be convened by WHO in 1954.

It was pointed out that, under the expanded programme of technical assistance, the use of funds for rehabilitation projects was not excluded, provided this use was related directly to economic development, and the specialized agencies concerned were invited to include appropriate rehabilitation projects in the programmes for which technical assistance funds were being requested.

[The ACC took note of a resolution, adopted by the second non-governmental organizations conference, on rehabilitation of persons disabled by virtue of their service in Korea with the United Nations Command and recommended the initiation of a study of this problem by the Secretary-General in consultation with the executive heads of the agencies concerned as well as the appropriate non-governmental organizations, with the aim of encouraging governments which had supplied armed forces to the United Nations Command to establish rehabilitation programmes of uniformly high quality.] [The ACC further supports the recommendation of the conference that the United Nations and the specialized agencies, in consultation with interested non-governmental organizations, should "assist in the establishment of such programmes where nations cannot, by their own efforts alone, provide adequate rehabilitation for all who were disabled by virtue of their service in Korea with the United Nations Command"]

Other problems under consideration included aids and appliances for the blind, blindness in the Middle East, the rehabilitation of handicapped children, the training of teachers for handicapped children, medical aspects of rehabilitation as part of national health and medical care programmes and employment of the disabled.

II. ADMINISTRATIVE, FINANCIAL AND OTHER MATTERS

International Civil Service Advisory Board

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External audit procedures

In accordance with the General Assembly's request, as contained in paragraph 2 of resolution 672 E (VII), the ACC has reviewed the present audit procedures and arrangements, in order to ascertain whether they are the most efficient and suitable to meet the increasing requirements of the United Nations and the specialized agencies, and, if not, what changes or improvements would be desirable.

The various specialized agencies were of the opinion that their existing audit arrangements had fully met the requirements of their constitutions and legislative organs in the past, and appeared adequate to meet the increasing requirements of the future. (It will be recalled that these arrangements, except in the case of ICITO, involve utilization of the services of governmental auditors for external audit purposes: ILO, FAO, UNESCO, WHO, ICAO and WHO employ the services of members of the Joint Panel; UPU and ITU, those of officials of the Swiss government.)

It was noted that, in the case of the United Nations, further examination of the problem might lead to a recommendation for the setting up of a full-time staff to deal with questions of external audit. Although this was a specific concern of the United Nations, the Committee wished to express its view that if such a staff were set up, it should not replace the existing Board of Auditors and thereby impair the accepted principle of final responsibility for external audit being placed upon governmental auditors, but that such a staff should carry out its duties on behalf of and under the direction of the Board. It was also felt that even if a full-time external audit staff were established, the need for an internal audit service would not be eliminated, in view of its value in day-to-day financial administration, and that the maximum degree of co-ordination should be aimed at between the work of the internal and external audit staff.

Pursuant to the General Assembly's request in paragraphs 2 and 4 of the

above resolution, the recommendations of the ACC on this matter have been transmitted to the Joint Panel of Auditors and the Advisory Committee on Administrative and Budgetary Questions.

Other financial and personnel matters

In the light of the revision by the General Assembly of Article 27 of the regulations of the Joint Staff Pension Board (resolution 680 (VII), Annex), providing for arrangements between the Secretary-General and the competent authorities of other member organizations for the sharing of expenses incurred in the administration of these regulations, a formula has been agreed upon for a pro-rated reimbursement by participating organizations to the United Nations, beginning in 1954, of the administrative expenses connected with the Pension Fund, which are paid initially out of the United Nations budget. The principle of payment is to be submitted to the appropriate authority in each agency for agreement. Further attention has been given to the question of a commonly financed compensation scheme for death and disability incurred as a result of service with international organizations, taking into account the views put forward by the Actuary of the Joint Staff Pension Board. Problems related to the adequacy of school facilities for staff members in various parts of the world are to be referred to ICSAB for examination, on the basis of documentation to be prepared by the ACC. The following matters have also been under consideration: annual review of standard travel per diem rates, the form of the Information Annex to the Secretary-General's budget estimates for 1954, cost of living adjustments, termination indemnities, probationary periods, retirement age and definitions of dependency. In answer to the request of the Joint Staff Pension Board, reports were made to the Board on sick leave provisions, plans for medical care, military leave and accrued annual leave in relation to the date of initiation of disability pensions. Recommendations have likewise been prepared, upon the request of TAB, on health insurance for fellows and social security and medical care for experts.

Telecommunication facilities

- (a) Government privileges for specialized agencies in respect of telegrams and telephone calls

In its twelfth report (E/2340, paras. 34-37), the ACC informed the Council

of the statement transmitted on its behalf by the Secretary-General to ITU on government privileges for the specialized agencies in respect of telegrams and telephone calls.

The Quinquennial Plenipotentiary Conference of ITU, meeting in Buenos Aires, October to December 1952, did not accept the proposal of the ACC that the definition of government telegrams and telephone calls should include those originated by the executive heads of the specialized agencies. It decided, however, that there might be "circumstances in which the urgency or importance of the telecommunications of the specialized agencies warrants special treatment for their telegrams or telephone calls". Instructions were given to the Administrative Council that, if specialized agencies "wishing to obtain special privileges for their telecommunications inform the Administrative Council, justifying the particular cases in which special treatment is necessary, the Administrative Council should inform Members and Associate Members of the Union of the requests which, in their opinion, should be accepted;" and that the Council "should take a definitive decision on these requests, bearing in mind the opinion of the majority of Members and Associate Members".

After taking careful note of the above decision of the ITU Conference, [the ACC came to the conclusion that, before considering the possibility of a joint approach to the Administrative Council on the part of the agencies, where special privileges might be asked, agreement should be reached on the categories of telegrams and telephone calls, if any, for which governmental privileges should be requested, as well as the various kinds of special privilege required, the occasions upon which they should be invoked, and the reasons in support thereof. To this end, the ACC decided to give the matter further study.]

[The ACC agreed that it would be desirable to leave to each specialized agency that wished to do so the submission of its own case to the Administrative Council, but that the ACC should first discuss the intended requests, in order to ensure consistency between them.]

(b) Article IV, Section 11, of the Convention on the Privileges and Immunities of the Specialized Agencies

In consequence of the above decision on the question of government privileges for telegrams and telephone calls and the seeming discrepancy between the International Telecommunication Convention and the Convention on the Privi-

leges and Immunities of the Specialized Agencies, the Conference, in a separate resolution, instructed the Secretary-General of ITU "to request the Secretary-General of the United Nations to place before the eighth session of the General Assembly of the United Nations the opinion of this Conference that Article IV, Section 11, of the Convention on the Privileges and Immunities of the Specialized Agencies should be revised, in view of the decision taken".

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(c) Carriage of the traffic of the specialized agencies over the United Nations telecommunication network

The Plenipotentiary Conference considered the Secretary-General's offer to the specialized agencies with which the Advisory Committee had expressed its concurrence, to use the existing facilities of the United Nations network for official messages, subject to reimbursement of costs on a pro rata basis.<sup>1/</sup> It adopted a resolution stating that the proposed method of operation and charges was "out of harmony with the provisions of the International Telegraph Regulations and therefore contrary to Article XVI of the United Nations - ITU Agreement" and declared that "in normal circumstances the United Nations point-to-point telecommunication network should not be used to carry the traffic of the specialized agencies in competition with existing commercial telecommunication networks". The Secretary-General was accordingly invited to withdraw at the earliest practicable moment his offer to the specialized agencies. In view of the consideration that specialized agencies might have to assume major obligations in the event of emergencies, the Conference agreed that ITU "would have no objection if, in case of emergency, the traffic of the specialized agencies were carried over the United Nations point-to-point network at a tariff composed as prescribed in Article 26 of the International Telegraph Regulations [i.e., at normal commercial rate] or free of charge."

Upon receiving notification of this resolution, the Secretary-General transmitted copies thereof to the specialized agencies and to the Advisory Committee.

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<sup>1/</sup> This proposal is set out at length in the twelfth report of the ACC (E/2340, paras. 38-40).

#### Common services and co-ordination of services

During the first part of its seventh session the General Assembly considered the Secretary-General's second report on co-ordination of services (A/C.5/504), and by resolution 672 A (VII) requested the Secretary-General, in consultation with the executive heads of the specialized agencies and the Advisory Committee, to give continuing attention to the co-ordination of administrative procedures and services. At the same time the attention of the specialized agencies was invited to the recommendations and suggestions made by the Advisory Committee (A/2287) as well as to the views expressed by members during the discussion.

In pursuance of those recommendations, there have accordingly been further consultations between the United Nations and the specialized agencies. In particular, studies have been initiated on such questions as library co-ordination, co-ordination of public information services, co-ordination of printing services, the joint purchasing service and the common supply service in Geneva; the possibilities of common premises and the development of common services in Bangkok, New Delhi, Cairo and Washington, and local rates of employment in various centres.

#### Regional and branch offices

In accordance with the Council's request that there should be full consultation through the ACC on the establishment of new regional or branch offices, the ACC has kept this matter under review. The proposal to transfer the ICAD Far East and Pacific Regional Office from Melbourne to Bangkok, providing suitable arrangements could be made with the Government of Thailand, was brought to the attention of the Committee, .....

The Committee also noted that, as previously proposed (E/2203), the WHO Regional Office for Africa had been officially transferred to Brazzaville.

#### Four-year pattern of conferences

The executive heads of the agencies located in Europe noted with satisfaction that in adopting resolution 694 (VII), providing for a four-year pattern of conferences, the General Assembly had decided that the regular summer session of the Economic and Social Council and sessions of some functional commissions of the Council should meet in Geneva. This they believe will assist in maintaining close collaboration between their agencies and the Council and in ensuring the best possible representation of their agencies at the Council's sessions. The presence in Europe during the Council's session of

a number of United Nations officials directly responsible for various programmes and projects requiring co-operation with specialized agencies will facilitate on-the-spot consultations at the appropriate level.

The Committee noted the recommendation of the General Assembly to all organs of the United Nations that "they arrange their meetings in accordance with the dates and places set forth in the pattern presented by the Secretary-General" and the invitation to the specialized agencies "to give due consideration to this pattern in drawing up their own programme of meetings". This invitation has been brought to the attention of the appropriate organs of the various agencies concerned. ....

The ACC emphasized that if the proposed regular pattern were to fulfill its purpose it must be strictly adhered to by all the organs concerned.

#### Implications of biennial assemblies of specialized agencies

Since there is an increasing tendency on the part of most specialized agencies to plan their programmes on a long-term basis and to hold their assemblies at intervals of two years or longer, the Committee reviewed the various problems arising from the holding of less frequent assemblies, including (a) the impact of biennial assemblies on existing procedures of co-ordination, and (b) the possible desirability of "staggering" the biennial assemblies.

With regard to (a), it was felt that effective working relationships between the Council and the agencies concerned could be maintained if due authority was delegated to the executive boards or governing bodies to act between sessions of the agencies' assemblies. While it was agreed that annual reporting is not only desirable but necessary if co-ordination of the work of the United Nations and the specialized agencies is to be effective, some members felt that there might be a case for the agencies submitting full reports to the Council in the years when their assemblies were meeting, and progress or interim reports in other years. This procedure would reduce the time spent on the preparation of documents and reports, which is one of the reasons why some of the agencies have decided to hold their assemblies less frequently.

With regard to the possible "staggering" of assemblies, it is clearly desirable that meetings be arranged in such a way as, on the one hand, to make the best use of available conference facilities and, on the other, to group

together closely related sessions which may be served by the same national representatives.

In this connexion, account should be taken not only of the periodicity of the sessions but also of the closely related character of the work of particular agencies. Accordingly, the agencies might be considered as falling into two groups, namely, one group consisting of ILO, holding annual conferences, and FAO, UNESCO, and probably WHO, holding biennial conferences, whose conferences should not overlap; and a second group consisting of ICAO meeting triennially, WMO quadrennially, and UPU and ITU quinquennially, the timing of whose conferences need not be affected by the programming of the first group.

#### Public information

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#### Convention on Privileges and Immunities of the Specialized Agencies

In its last report the Committee emphasized the importance it attached to the widest possible acceptance of the Convention on Privileges and Immunities of the Specialized Agencies. Consultations were held regarding the reservations attached by certain governments to their proposed accessions to the Convention. In the event of further reservations to the Convention, consultations will take place, as heretofore, within the framework of the ACC.

#### Agreements with host countries

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#### Inter-agency agreements

In accordance with the Council's desire that the Secretary-General should, in consultation with the ACC, study the nature and scope of agreements and draft agreements between specialized agencies, and between agencies and inter-governmental organizations, and to make recommendations to the Council, if necessary, concerning any changes which might seem to be desirable before such agreements are concluded (E/1470), the ACC has reviewed such agreements and draft agreements from time to time. The Committee noted the agreement which was concluded between WHO and the International Committee of Military Medicine and Pharmacy (E/2369) in May 1952 and also that the agreement between UNESCO and the Council of Europe, on the draft of which it had already reported to the Council (E/2340), had been concluded in November 1952.

#### Non-statistical questionnaires

The Committee discussed the existing arrangements for inter-agency clearance

of non-statistical questionnaires, or requests to governments for information, and reviewed the wider questions of the number and frequency of such questionnaires and the response of governments to them.

[It believes that the adoption of new procedures is not necessary, but that there should be a fuller and stricter compliance with the policies and arrangements already agreed upon - more particularly the avoidance of new questionnaires which are not absolutely necessary, consideration wherever possible in one questionnaire of requests for related items of information required by different agencies, and prior consultation in all cases with other agencies concerned.]

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