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CO-ORDINATION BETWEEN THE UNITED NATIONS AND
THE SPECIALIZED AGENCIES

SIXTH REPORT OF THE ADMINISTRATIVE COMMITTEE ON
CO-ORDINATION TO THE ECONOMIC AND SOCIAL COUNCIL

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/I. INTRODUCTION

I. INTRODUCTION

1. The Committee held its eighth session on 11 October 1949, the necessary groundwork for this session having been undertaken by the Preparatory Committee of deputies at meetings on 9 August and on 7 and 10 October 1949. The Preparatory Committee met on 14 and 15 December 1949 to consider inter alia matters arising from the General Assembly's resolutions on co-ordination between the United Nations and the Specialized Agencies. These deliberations of the Preparatory Committee were then referred to the members of the ACC individually, who gave their approval to the present report.
2. Members present at the eighth session of the ACC were Mr. Trygve Lie (Chairman), Secretary-General of the United Nations, Mr. David A. Morse, Director-General of ILO; Mr. Morris E. Dodd, Director-General of FAO; Mr. Walter H. C. Laves, Deputy Director-General of UNESCO; Mr. Edward Warner, President of the Council of ICAO; Mr. Eugene A. Black, President of the Bank; Mr. Camille Gutt, Managing Director of the Fund; Dr. G. Brock Chisholm, Director-General of WHO; as well as representatives of the chief administrative officers of IRO, ITU and PC.IMCO.
3. Like the Committee's report to the eighth session of the Council, this is essentially a report on work in progress and deals mainly with the initial action taken to give effect to the decisions made at the Council's ninth session and the fourth session of the General Assembly.

II. PROBLEM OF CONCENTRATION OF EFFORT AND RESOURCES

4. The most important of these decisions are clearly those which relate to the problem of concentrating more effectively the effort and resources of the United Nations and the Specialized Agencies.
5. The request of the Council that urgent attention should be given to this problem by the competent organs of the United Nations and the Specialized Agencies and that the ACC should report to an early session of the Council on the measures taken to give effect to the principles laid down by the Council in the matter was discussed by the ACC at its eighth session, and its members undertook to bring the Council's request before their respective governing organs at the earliest opportunity. The Committee expects to be able to report to the Council at its eleventh session on the measures taken by the various organs concerned.
6. The General Assembly's resolution on the "problem of proliferation and overlapping of the programmes of the United Nations and of the Specialized Agencies" drew the attention of the organizations concerned to the Council's recommendations

/referred

referred to above and requested the Secretary-General, through the ACC, to assist the Council in the discharge of its responsibility in this regard by putting before it any relevant recommendations; it also requested him to supplement the Catalogue of Economic and Social Projects with such information on costs and duration of projects described therein as might be available.

7. At the instance of the Secretary-General, the ACC has initiated studies of measures that might contribute to achieving the objectives of the Council and the General Assembly with a view to formulating recommendations which it might place before the Council at its eleventh session.

III. TECHNICAL ASSISTANCE FOR ECONOMIC DEVELOPMENT

8. Since the special Technical Assistance Conference will not take place until the spring of 1950, actual implementation of the expanded programme of technical assistance for economic development of under-developed countries, established by the General Assembly on 19 November 1949, will not begin until after that time. Following consultations between the agencies, a preliminary informal meeting took place on 13-14 December among the United Nations and the Specialized Agencies regarding the administration of the programme and on the timetable for the work of TAB. The first meeting of TAB has been called early in 1950, and, after consultation with the participating Specialized Agencies as provided in the Council's resolution, the Secretary-General has appointed Mr. M. Perez Guerrero to be Executive Secretary of that body. The existing inter-agency bodies within the framework of the ACC have been requested to place themselves at the disposal of TAB and TAB has been invited to avail itself of their services so far as it may find this desirable.

IV. PROGRAMME CO-ORDINATION

A. Migration, Housing, Fellowships, Regional Programmes

9. The Council requested that the ACC should follow up the work already undertaken on the several topics selected for programme co-ordination. Co-ordination in the fields of migration and housing has been kept under review and further studies with reference to fellowship programmes and regional programmes are being undertaken with a view to reports on these subjects being presented to an early session of the Council.

B. Continuing Needs of Children

10. The Executive Board of the UNICEF decided on 1 July 1949 to report to the tenth

session of the Council the results of a study to be conducted by the executive director in co-operation with the Secretary-General, the Social Commission and the interested specialized agencies, with a view to developing recommendations as to methods of organization and procedure within the United Nations and the specialized agencies required to ensure that the continuing needs of children may be identified and given due emphasis and attention.

11. The Executive Board of WHO, on 14 July 1949, took note of this resolution of UNICEF and requested the Director-General to co-operate with the Executive Director of the UNICEF, with the United Nations and the specialized agencies in exploring and recommending ways and means of achieving a number of international objectives on behalf of children and of providing a continuing inter-agency machinery to accomplish these objectives.

12. It was felt desirable to arrange for a single procedure for consultation among the United Nations and the specialized agencies which would at once assist in giving effect to the UNICEF resolution and constitute a first step in implementing the resolution of the WHO. With this end in view, a working party was established by the ACC consisting of representatives of the United Nations, ILO, UNESCO, WHO, FAO, IRO and UNICEF, which was requested to prepare a report, if necessary of a preliminary character, before the December session of the Social Commission on certain questions raised in the above-mentioned resolutions.

13. The preliminary report of this working party came before the Social Commission at its fifth session, which adopted a resolution on 13 December 1949 requesting the Secretary-General, taking into account the views of the interested specialized agencies and UNICEF, to prepare a report for the next session of the Social Commission on "the organizational arrangements by which essential international long-range activities for children can be rendered by the United Nations and other appropriate intergovernmental organizations".

C. Assistance to Ecuador

14. The Committee, at the request of the Secretary-General, discussed the question of assistance to Ecuador in connexion with the recent earthquake. The Secretary-General had been requested by the Economic and Social Council under resolution 254 (IX), "to co-ordinate the efforts of the United Nations organs in the matter".

15. At the time of the disaster, the United Nations had in Ecuador, as a result of requests made previously by the Government, a number of consultants in social welfare and economic and financial matters. These consultants were at once made

available to the Government for any emergency activities, and the Secretary-General sent a special representative to the country for the purpose of consulting with the Government and of recommending to him "measures of co-ordination which might be taken in order to ensure that assistance of the United Nations and the specialized agencies will be rendered with maximum satisfaction and effectiveness".

16. The Council had particularly invited WHO and UNICEF to "give urgent attention to the problems resulting from the catastrophe". UNICEF immediately approved an emergency allocation of \$200,000 and set in motion a five months' feeding project for 40,000 children, as well as a programme for providing blankets, soap etc., to all these children. In November, an additional allocation of \$140,000 was made, providing for five additional months' feeding and a reserve for miscellaneous medical supplies and equipment for children's institutions. WHO made arrangements to meet the immediate needs of medical relief through its regional office, the Pan-American Sanitary Bureau. It participated with neighbour Governments, voluntary agencies, e.g., the Red Cross and the Servicio Co-operativo Interamericano de Salud Publica, in furnishing medical supplies and supervision of precautionary measures for water supplies and other environmental sanitation.

17. Separate arrangements for technical aid were made by FAO, which soon after the earthquake sent a mission to investigate and advise on the problems of irrigation and storage, which were of primary importance to the rescuing of the harvest. Later, the Director-General of FAO paid a personal visit to the disaster area. UNESCO also offered its help in restoring educational facilities.

18. Contacts are being maintained between the Secretary-General and the specialized agencies with a view to ensuring the co-ordination of such longer range measures for purposes of reconstruction as the United Nations and certain of the specialized agencies might be in a position to undertake.

V. ADMINISTRATIVE AND BUDGETARY CO-ORDINATION

A. Salary, allowance and leave systems

19. Assistance has been rendered by the ACC to the Committee of Experts on Salary, Allowance and Leave Systems as far as it was practicable to relate the schedule of the work of the two Committees.

20. As previously reported, the specialized agencies had been consulted through the ACC on the possible membership, plan of work and areas of studies for the Committee of Experts, which was established by the Secretary-General by direction

/of the General Assembly

of the General Assembly. Several specialized agencies participated actively with the United Nations in the preparation of necessary comparative data and in meetings of the Committee. In making its recommendations the Committee while it was concerned primarily with the problems of the United Nations, took into consideration the repercussions its recommendations might have on the specialized agencies.

21. The Secretary-General brought the draft report of the Committee of Experts to the attention of the ACC at its eighth session, when it was arranged that the Consultative Committee on Administrative Questions should meet forthwith to discuss and comment on the major issues raised in the report. The comments of the Consultative Committee were duly brought to the attention of the General Assembly in the Secretary-General's report which stated that "several agencies wish to emphasize the importance of action on this question by the United Nations at the current session of the General Assembly".

22. The Committee noted that the fourth regular session of the General Assembly had not found it possible to act on the plan submitted by the Secretary-General on the basis of the final report of the Committee of Experts. It was informed, however, that it was the intention of the General Assembly, as stated in the report on the United Nations budget (A/1232), that the Secretary-General should not be precluded from continuing to effect those improvements which are consistent with the staff regulations and within the limits of existing budgetary appropriations. The Secretary-General informed the ACC that he would communicate to them his intentions with respect to implementation of certain aspects of the experts' plan in 1950. UNESCO informed the Committee that it would find it necessary to proceed with improvements in certain areas of personnel administration in the general line of the recommendations of the Committee of Experts before final action was taken by the United Nations.

B. International Civil Service Advisory Board

23. To fill the vacancy on the International Civil Service Advisory Board created by the death of Mr. J. A. Stevenson (United States), the ACC, after giving consideration to several nominations for this post, approved the appointment of Mr. Arthur S. Flemming (United States), who had served as Chairman of the Committee of Experts on Salary, Allowance and Leave Systems referred to above. It will be recalled that the other eight members of the Board are: Mr. Thanassis Aghnides (Greece), Chairman; Mr. Leon Baranski (Poland); Mr. Charles H. Bland (Canada); Mr. Ebbe Gross (Denmark); Mr. Luiz Simoes Lopes (Brazil); Mr. J. Morellet (France); Sir A. Ramaswami Mudaliar (India); and Dame Mary G. Smiiton (United Kingdom).

24. It is expected that the Board will hold its next session at Geneva in March 1950.

/C. Other

C. Other administrative and budgetary questions

25. The Committee has noted the General Assembly discussions of administrative and budgetary co-ordination and the resolutions which were adopted dealing with budgets of specialized agencies. It has taken the necessary steps to undertake or continue the studies requested by the General Assembly on (a) priorities, (b) reduction in the number of meetings, (c) balanced calendar of meetings, (d) reserve funds, (e) utilization of "soft" currencies, (f) common form of budget, (g) organization of administrative and financial services, and (h) standards of conference services.

26. At its ninth session, the Council requested the ACC, taking into account all relevant factors including financial implications, to study the practicability of a proposal that a consolidated set of the budgetary estimates of the specialized agencies, as well as a provisional list of the meetings of agencies and the United Nations, for the succeeding year be transmitted to Governments at an earlier date than they have been receiving the budgets of the specialized agencies. The Committee is undertaking such studies as well as examining, as also requested, the practicability of information being provided in the budgets and accounts on: (a) operational expenditures, classified according to regions, and (b) expenditure in different currencies.

27. The Committee noted the steps taken by UNESCO, FAO, WHO and ICAO to join the Joint Staff Pension Fund, and by ILO, FAO, UNESCO and WHO to participate in the Joint System of External Audit. The FAO Conference on 6 December 1949 resolved to accept the competence of the United Nations Administrative Tribunal, the establishment of which had been approved by the General Assembly on 24 November 1944 and also adopted a resolution on assessments of contributions which took account of the General Assembly's resolution on this subject.

28. After the various factors involved, including the relevant clause of the FAO-United Nations Agreement, had been brought to its attention, the FAO Conference decided that the permanent headquarters of the FAO should be located in Rome.

VI. REGIONAL CO-ORDINATION

29. As has been indicated in Section IV (A), studies are being made on the co-ordination of regional programmes in order that the information on this matter requested by the Council may be available for the eleventh session of the Council.

30. As regards consultation on regional or branch offices, the Committee has given consideration to the desire expressed by the Council not only that there should be /full consultation

full consultation as far in advance as possible through the ACC but that "wherever possible the Council should be given adequate information by the ACC early enough to enable it to make any necessary recommendations to the respective agencies..." The views of the Council were duly conveyed to the members of the ACC who made an up-to-date review of the situation.

31. The following is the situation as reported to the ACC:

- UN - At present, United Nations Information Centers are operating in the following areas: Buenos Aires, Cairo, Copenhagen, Geneva, London, Mexico City, Moscow, New Delhi, Paris, Prague, Rio de Janeiro, Shanghai, Sydney, Warsaw and Washington, D. C. Centers will also be opened in Belgrade, Karachi, Monrovia and Teheran during 1950.
- ILO - The ILO has no regional offices and has no present intention of establishing any; it has a number of branch offices and of manpower field missions.
- FAO - There has been no change in the existing situation, which is that temporary regional offices exist in Rome, Cairo and Bangkok, with a temporary liaison office in Geneva. For the present, work in connexion with Latin America is directed from Washington with a local forestry unit at Rio de Janeiro and a representative at Santiago in connexion with ECLA headquarters. It is planned to expand this system by establishing local representation in Central America.
- UNESCO - The Executive Board of UNESCO at its sixteenth session requested the Director-General to establish during 1949 a regional office for UNESCO at Havana. There are no plans for opening further regional or branch offices in the foreseeable future.

The third session of the General Conference of UNESCO adopted a resolution instructing the Director-General to examine the practicability of promoting the establishment of an institute of cultural co-operation for South and East Asian countries. The fourth session of the General Conference approved the view of the Director-General that the circumstances now prevailing would not appear to be favourable for an early decision concerning this proposal.

- WHO - Regarding the proposed establishment of a regional office and organization for the European area, the fourth session of the Executive Board of WHO

/authorized the

authorized the Director-General:

- "(1) to establish the Regional Organization for Europe as soon as practicable after the consent of the majority of Member States in Europe shall have been obtained;
- (2) to establish the site of the Regional Office, as soon as the site has been recommended by the Regional Committee, after consultation with the United Nations and subject to approval by the Members of the Board obtained by correspondence."

32. The Director-General of WHO has advised that since the consent of the majority of Member States in Europe has not yet been obtained for the establishment of a regional organization, no plans for the establishment of a regional office for Europe can yet be made. It did not appear likely that any other regional or branch offices would be established in the immediate future.

ICAO - ICAO does not envisage the establishment of any other regional or branch offices in the near future.

BANK - The Bank has no regional or branch offices and has no present intention of establishing any in the immediate future. It has a liaison office in Paris.

FUND - The Fund has no regional or branch offices, and at the present time does not contemplate setting up any.

IRO - No new regional or branch offices are contemplated beyond those already existing.

VII. INTER-AGENCY AGREEMENTS AND AGREEMENTS BETWEEN AGENCIES AND OTHER INTER-GOVERNMENTAL ORGANIZATIONS

33. In accordance with the terms of the agreement between the United Nations and WHO, the latter transmitted to the Secretary-General the initial agreement between WHO and the Pan-American Sanitary Bureau, leading to the integration of the latter into WHO as laid down in the WHO Constitution. The Committee noted (a) that the agreement had come into force as of 1 July 1949, and (b) that its terms did not appear to be in conflict with any agreements which the United Nations and the various specialized agencies have concluded with each other or with other inter-governmental organizations.

VIII. OTHER MATTERS

Competence in the meteorological field

34. Following consideration of a request from the International Meteorological Organization, the members of the Committee from the interested specialized agencies agreed that there would be consultations with IMO, as the interim preparatory body for the World Meteorological Organization, regarding allocation of functions and responsibilities in the meteorological field between WMO and their agencies. It was further agreed that the results of these consultations would be communicated to the AQC, which would in due course report on such to the Council.

Documentation problems

35. Detailed problems connected with the submission of annual reports by the specialized agencies to the Council have been studied, with a view to greater uniformity in form, content and format, better timing of submission, fuller distribution, etc.

36. The multiplicity of reports required of agencies was also given consideration. Several agencies have expressed the view that they were heavily burdened with the presentation of numerous reports to the General Assembly, the Economic and Social Council and other organs of the United Nations, which in many instances represented a duplication of information contained in the annual reports and other documents. The hope was expressed that where an agency has included full information in its annual report transmitted to the Economic and Social Council or in a special report, it would be possible to refer to that report for much of the special information which might be requested by another organ of the United Nations. The Council's endorsement of this objective would be appreciated.

Trusteeship and Information on Non-Self-Governing Territories

37. "The Trusteeship Council, under resolutions 47 (IV) and 110 (V) recommended respectively (1) that the specialized agencies should study the annual reports on the administration of Trust Territories with a view to making such observations and suggestions as they may consider proper in order to facilitate the work of the Trusteeship Council, and (2) invited UNESCO and other specialized agencies to inform the Administering Authorities in regard to fellowships, scholarships and internships which might be available to qualified students from Trust Territories. The Secretary-General has been in contact with the specialized agencies, certain of which have notified him that consideration is being given to the manner in which these resolutions may best be implemented."

38. Consultations were held by the United Nations Secretariat with representatives
/of ILO,

of ILO, FAO, UNESCO and WHO on questions of mutual concern on which the Special Committee on Information Transmitted under Article 73e was expected to take action. Resolutions of direct concern to the Specialized Agencies, which were recommended by the Special Committee, were adopted by the General Assembly, providing for close collaboration with the Specialized Agencies, notably UNESCO, in studies on economic, social and educational conditions in non-self-governing territories, in the study of indigenous languages, for information on measures for suppressing illiteracy, and in studies on the possibility of providing training facilities for indigenous students in certain specified fields.

Public Information

39. Regular consultations between the United Nations and the specialized agencies continue to be held on matters of public information and films. Among particular points discussed most recently was the dissemination by United Nations information centers in all parts of the world of specialized agency documentary and information material, the volume of which has greatly increased in the past year. United Nations information centers are also endeavouring to make available to non-governmental organizations visual and other information material dealing with the activities of the specialized agencies. Plans for United Nations Day and certain specialized agencies Days have been co-ordinated. Certain films were approved for sponsorship by the United Nations Film Board, which has also, through the United Nations Films and Visual Information Division serving as its Executive Office, stimulated production activities on behalf of its members.

Library, Registry and Terminology Services

40. Consultations have been held between the United Nations and the specialized agencies on the co-ordination of (1) library services, (2) registry systems, and (3) terminology. The library and bibliographical implications of the programme of technical assistance to under-developed countries were discussed, as well as technical problems such as co-operative cataloguing and subject-indexing of United Nations and specialized agencies documents and publications, co-ordination of distribution of agency documents, central recording of translations of legal texts, etc. Beginning February 1950, the United Nations Library will publish a current Monthly List of United Nations and specialized agency documents, which will include a checklist by organs and agencies, followed by a subject index. As regards registry services, agreement was reached on the adoption of standard terms and recommendations were made for exchanging and standardizing statistics for

/operational,

operational, staffing and budgetary purposes. In the field of terminology, a plan was drawn up of centrally co-ordinated joint work for the progressive standardization of terminology in fields of common interest (constitutional, administrative and financial).