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

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## I. INTRODUCTION

1. The Administrative Committee on Co-ordination, under the Chairmanship of the Secretary-General, met at United Nations Headquarters, New York, on 7-8 October 1957, and at the European Office of the United Nations, Geneva, on 5-6 May 1958. Present at one or both of these sessions were the Directors-General of the International Labour Organisation, Food and Agriculture Organization of the United Nations, United Nations Educational, Scientific and Cultural Organization and World Health Organization, the Vice-President of the International Bank for Reconstruction and Development (also representing the President of the International Finance Corporation), the Managing Director of the International Monetary Fund, the President of the Council of the International Civil Aviation Organization, and the executive heads of the International Telecommunication Union, Universal Postal Union and World Meteorological Organization. At the Committee's May session, the Director-General of the International Atomic Energy Agency participated for the first time. His colleagues in the Committee wished to express their satisfaction that the Agency was now a full participant in the work of the ACC.

2. The Executive Chairman of the Technical Assistance Board, the Executive Director of the United Nations International Children's Fund, the Director of the United Nations Relief and Works Agency for Palestine Refugees and the United Nations High Commissioner for Refugees were also present at one or both sessions. During the October session, an informal meeting was arranged between the members of the ACC and the Secretary-General of the Organization of American States for discussion of questions of co-ordination.

## II. TECHNICAL ASSISTANCE

3. The ACC heard a report from the Executive Chairman of the Technical Assistance Board on the progress of the Expanded Programme. The Executive Chairman informed the ACC that, measured in monetary terms, the programme of technical assistance carried out in 1957 was the largest in the history of the Expanded Programme. For the first time it had been possible to earmark in January practically all the funds necessary to carry out all the planned

programme for the year. Despite some anxieties, this progress was being maintained in 1958. Some thirty-four countries had increased their contributions to the programme and it was now expected that total contributions for 1958 would amount to 31.5 millions which would be a record figure. The prospects were less certain in view of the reduction in the United States matching formula from 45 per cent to 40 per cent or even 38 per cent. The future resources of the Expanded Programme would also have to be considered in relation to the broader perspectives opened by the establishment of the Special Fund.

4. The Executive Chairman drew the attention of the ACC to two specific questions which had recently engaged the attention of TAB, namely, (i) the provision of technical assistance to countries in Europe which had hitherto not been served; and (ii) the implications of the possible decision of IAEA to take part in the Expanded Programme.

5. The ACC noted that TAB had not renewed for 1959 its decision not to extend technical assistance to countries in Europe which had not had programmes in past years, subject to the qualification that it would be unrealistic to give requesting governments the impression that the non-renewal of its previous decision could result in the provision of significant amounts for technical assistance to countries where no programme had hitherto existed, and that it would be clear that the Technical Assistance Board could expect to meet only a small number of such requests where particular urgency could be shown.

6. It was further noted that this position would be subject to consideration by the Technical Assistance Committee at the end of June. It was agreed that the question called for further study, and that representatives of the organizations concerned would keep in touch with each other and with the Executive Chairman in preparation for the discussion of the question at TAC.

7. The Committee was informed by the Director-General of IAEA that the Board of Governors of the Agency had decided to recommend to the IAEA General Conference that the Agency should become a participating organization of EFTA. The ACC noted that TAB had decided to set on one side a small reserve of \$200,000 to provide the basis for 1959 programme planning within the field of activities of IAEA, should the Agency decide to take part in the Expanded Programme. This

reserve, together with supplementary allocations to meet specific requests, under the Executive Chairman's contingency authority, would enable IAEA to make a modest start in meeting requests for technical assistance under the Expanded Programme. It was too early to determine the scale of assistance which would be needed to meet well-considered requests from less developed countries for help in the peaceful use of atomic energy, but it was expected that the experience gained next year would give a clearer picture of the future scale of need.

8. The Director-General of IAEA, while not in a position to evaluate at this stage the appropriate magnitude of IAEA's initial programme, if it were to join EFTA, expressed his appreciation of the initiative taken by TAB and pointed out that the final decision on participation in EFTA would rest with the IAEA General Conference.

9. The Director-General of FAO drew the attention of the ACC to what he considered to be serious defects in the operation of the country programming procedures in the Expanded Programme. He believed that the time had come for radical changes to improve programming, and pointed out that FAO had made a number of practical suggestions to this end. The Executive Chairman welcomed the initiative taken in this matter, but suggested that it might be well to take into account the experiences of this third year of country-programming procedure. He suggested that TAB should make a thorough study of the experience of existing procedures with a view to making practical proposals for consideration by the ACC at its meeting in May 1959. It was decided to ask TAB to make such a study.

10. The ACC heard a statement from the Executive Chairman on the annual report of the Technical Assistance Board to the Technical Assistance Committee for 1957. The Report had been submitted to the ACC in final draft form, and it was decided to endorse it for presentation to TAC.

### III. SPECIAL FUND

11. The ACC has noted the arrangements and plans set out by the Preparatory Committee for the Special Fund in its report to the Council.<sup>1/</sup> It considers that the inter-secretariat consultations held prior to the meetings of the

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<sup>1/</sup> E/3098.

Preparatory Committee were valuable and hopes that the measure of agreement reached as a result of those consultations may have facilitated the Preparatory Committee's task.

#### IV. CO-ORDINATION OF ACTIVITIES IN THE FIELD OF ATOMIC ENERGY

12. During the May session of the ACC, there was an exchange of information on the arrangements for the forthcoming Second United Nations International Conference on the Peaceful Uses of Atomic Energy, for which papers on the following topics have been submitted by organizations in the United Nations family: the programme of the International Committee on Radiological Protection and on Radiological Units and Measurements (WHO), a joint study by the Government of Italy and IBRD of a large nuclear power plant in Southern Italy (IBRD), meteorological aspects of the peaceful uses of atomic energy (WMO) and the development of international collaboration in the field of atomic energy (IAEA). ILO will be communicating to the Conference the first instalment of the ILO manual of industrial radiation protection, now in course of preparation; UNESCO will submit a report on the international conference which was held under its auspices, in September 1957, on the use of radioisotopes in scientific research; IAEA plans to provide a survey on the use of radioisotopes in physics, chemistry and technology, while the United Nations Secretariat will provide a review of problems of economic analysis of nuclear power, particularly in relation to power development in general.

13. It was noted that representatives of FAO, UNESCO, WHO, IBRD, ICAO and WMO as well as IAEA attended the fourth session of the Scientific Committee on the Effects of Atomic Radiation, held early this year. Reports for consideration at that session included information from WMO on the question of suitable international standards applicable to the collection of samples of precipitation for the measurement of radioactivity; a joint report of FAO, UNESCO and WHO on sea and ocean disposal of radioactive wastes; and a report of FAO regarding calcium availability in the broad soil groups of the world in relation to the uptake of radio-strontium. In addition, ILO informed the Scientific Committee of its activities in the field of radiation protection.

14. With reference to the future scope and extent of the activities of the Scientific Committee on the Effects of Atomic Radiation, it was generally agreed that the Committee provides a useful focal point for work on various aspects of the effects of radiation, with which inter-governmental agencies as well as non-governmental scientific organizations and institutions are concerned. It provides a framework within which specialized agencies, the IAEA and non-governmental scientific institutions can co-operate on specific matters of common interest in the radiation field, and through which the relevant research programmes can be stimulated and co-ordinated and results evaluated. This activity is especially important in a complex scientific field in which both resources of skill and of trained manpower and research facilities are scarce.

15. The members of the ACC will continue to be available for informal consultations with a view to giving any assistance required by the Secretary-General and the Scientific Committee on the question of strengthening and widening scientific activities in this field, on which the Secretary-General, in consultation with the Scientific Committee, is called upon to report to the next session of the General Assembly.

16. Consultations are currently under way between IAEA and several of the specialized agencies having an interest in atomic energy matters. The purpose of these consultations is to prepare for the conclusion of relationship agreements and to ensure the most appropriate division of labour as well as mutual assistance in the execution of programmes of common concern.

#### V. DEVELOPMENT OF CO-ORDINATION AND CO-OPERATION IN MAJOR ECONOMIC, SOCIAL AND HUMAN RIGHTS ACTIVITIES

##### (a) Possibilities of concerted action

17. The ACC's response to the questions addressed to it by the Council last summer in resolution 665 A (XXIV) is the subject of a special report, which is attached as Annex I.

18. In preparing this report, the Committee reviewed the practical arrangements for ensuring co-operation and co-ordination that have been built up over the years in respect of a wide range of activities, and brought up to date the

material on this subject that had been submitted to the Council in 1954 (E/2607/Add.1). In the ACC's view, the significance of this new and revised material is such that it should be made available to the members of the Council. It is to be found in document E/3108/Add.1.

19. The arrangements referred to above necessarily operate within the framework of the constitutions and the decisions of the governing organs of the various agencies. Because of this constitutional position, as well as, of course, the nature of the problems involved, which obviously set limits to what inter-secretariat action can achieve, the importance of co-ordination at the national level for the purpose of ensuring coherence and concentration of international programmes cannot be overemphasized. The ACC notes that a report dealing with the methods adopted by governments to ensure co-ordination of their activities in different international organizations is to be submitted to the Council by the Secretary-General this summer.<sup>1/</sup>

(b) Programme appraisals for the period 1959 to 1964

20. The Secretary-General and the executive heads of ILO, FAO, UNESCO, WHO and WMO have consulted on the manner in which they could best give effect to the request addressed to them by the Council, under resolution 665 C (XXIV). Consideration was given to the question of the preparation in comparable form of the appraisals of the programmes of their respective organizations for the period 1959 to 1964. In the light of these consultations, the ACC has responded to the Council's request for a report regarding the preparation of the appraisals and major problems encountered. This report, which includes a summary of action taken, under the Council's resolution, by the governing bodies of the specialized agencies concerned, will be found in Annex II.

(c) Recent consultations on economic and social activities

21. In the past year, particular attention has been devoted, in inter-agency consultations, to questions relating to community development, water resource control and utilization, and commodity questions.

22. As regards community development, efforts in 1957 and 1958 have been directed towards practical steps to be taken in field work to implement the

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<sup>1/</sup> E/3107.

principles and concepts governing concerted action among the organizations concerned, which had been agreed upon in 1956.<sup>1/</sup> In this connexion, certain criteria have been adopted for planning at the country level and for the recruitment and briefing of experts. The public administration aspects of community development have been the subject of special study, and the statements of 1956 concerning the technical services contributing to community development are to be revised in the light of the experience acquired.

23. The proposals now before WMO for the extension of the work of that Organization into the field of hydrology were noted. These proposals, as formulated by the WMO panel on water resource development, envisage that, in addition to subjects common to both meteorology and hydrology (precipitation and evaporation), WMO should accept responsibility as regards other aspects of hydrology, such as stream flow, sedimentation and underground water, but should not be involved in engineering work, such as design of dams and other hydraulic structures, nor in the broad scale planning of water resource development. The ACC welcomed the principle of the extension of the responsibility of WMO in the field of hydrology. At the same time, it recognized the importance, in accordance with the resolution adopted by the Council on 2 May 1958, of avoiding duplication with the work in this field of the United Nations and other specialized agencies and, in particular, FAO, UNESCO and WHO. With this in view, the ACC arranged for inter-secretariat consultations to be held on the allocation of primary responsibilities between the interested organizations in the field of hydrology. The results of these consultations would be submitted to the governing bodies of the specialized agencies concerned, which would be invited to communicate their views to WMO before a final decision would be reached by that Organization.

24. The ACC was of the opinion that there was a need for further clarification and standardization of terminology in the various fields of water resources. In pursuance of Council resolution 345 A (XII), relating to the development of standard concepts useful for the survey and inventory of specific types of

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<sup>1/</sup> E/2931, Annex III.

non-agricultural resources, the ACC invited UNESCO, in close collaboration with the organizations concerned, to intensify and co-ordinate the work already undertaken towards the standardization of terminology in the above fields.

25. In connexion with the ACC's May session, a consultation was held between the Executive Secretary of ECAFE and representatives of several of the specialized agencies in regard to the project for development of the lower Mekong river. The project has been undertaken jointly by Cambodia, Laos, Thailand and Viet-Nam on the basis of an initiative taken and studies made by ECAFE, and was recently the subject of a United Nations technical assistance survey mission headed by General Wheeler. The executive heads of ILO, FAO, UNESCO, WHO and WMO stressed the importance they attached to being associated in appropriate ways in the further development of the project, to certain aspects of which, such as agricultural development, training and manpower, they believed their agencies could make a useful contribution.

26. The ACC authorized the setting up of a Sub-Committee on Commodity Problems, consisting of the executive heads of the United Nations, FAO and GATT or their representatives. It was understood that other agencies interested in particular aspects of the problem, such as ILO and IMF, would be kept informed of the Sub-Committee's work and be entitled to participate in it whenever they considered it desirable to do so. The first meeting of the Sub-Committee, largely of an exploratory nature, was held in April of this year.

27. Other subjects to which attention has been directed, from the point of view of the development and co-ordination of programmes, include agrarian reform and migration. Inter-agency consultations have continued on the preparation of the Secretary-General's report, called for by General Assembly resolution 1053 (XI), on progress in the Non-Self-Governing Territories. Consultations have also been held regarding the preparation of the report to be submitted to the Council's twenty-sixth session on the development and co-ordination of UNICEF programmes with the regular and technical assistance programmes of the United Nations and the specialized agencies.

## VI. ADMINISTRATIVE AND OTHER QUESTIONS

28. The results of the ACC's consultations on administrative questions will be brought to the attention of the General Assembly and the competent organs of the specialized agencies by the members concerned. Attention was given to several questions concerned with the implementation of the new common salary and allowances system. After consultation with ICSAB, final arrangements are being made for the appointment of a small committee of outside experts by the ACC to make recommendations on the administration of the system of post adjustments. A review of conditions of service for General Service staff, with particular emphasis on problems at field stations, has been undertaken. A group of experts to study the question of pensionable emoluments, referred to by the ACC in its last report,<sup>1/</sup> was constituted in the autumn and is expected to report this summer. An interim report by ICSAB on common grading standards was considered and approved by the ACC and, as requested by the Board, arrangements are being made for gathering from each of the organizations certain basic material needed by the Board in the further stages of its work.

29. The progress achieved in the development of common services at regional and branch offices was reviewed, and it was noted that the Secretary-General is to make a report on this subject to the next session of the General Assembly.

30. The executive heads of the specialized agencies whose headquarters are in Geneva, and which use the Palais des Nations regularly for certain of their major meetings, expressed satisfaction with the work that has been undertaken by the United Nations for the enlargement and improvement of the meeting facilities in that building. At the same time, they pointed out that, whereas a corresponding increase in office accommodation in the conference area is required, such accommodation has in fact been reduced, partly as a result of the enlargement of the conference rooms themselves. It was also becoming clear that the lack of office space for the agencies housed in the Palais was forcing them to use offices reserved for conferences. The members of the ACC concerned suggested that attention should be given to this problem including the question of adequate office space for the regular tenants of the Palais, with a view to an early solution

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<sup>1/</sup> E/2993, para. 24.

being found. The executive heads of the other specialized agencies, in supporting this suggestion, pointed out the importance they attached to having office space available for their use when attending meetings in the Palais.

31. The United Nations pavilion at the Brussels Universal and International Exhibition was opened on 26 April by the Director-General of ILO on behalf of the United Nations family of organizations. The ACC wishes to record its appreciation of the co-operation of the Belgian authorities and the Belgian association "UNEXPO" which has made this joint exhibit possible.

32. The ACC considers that it would be very desirable if a provision could be included in the International Convention on the Protection of Industrial Property, which is to be revised at an inter-governmental conference in Lisbon next October, protecting the flags and other emblems of the United Nations and the specialized agencies in the same way as State emblems and flags. The Committee further agreed that it would be useful if this protection were extended to protection against the unauthorized commercial use of names and the recognized abbreviations of the United Nations and the specialized agencies. It felt that such action would be a natural complement to that taken by the General Assembly, in resolution 92 (I),<sup>1/</sup> which recommended that "Members of the United Nations should take such legislative or other appropriate measures as are necessary to prevent the use, without authorization by the Secretary-General of the United Nations, and in particular for commercial purposes by means of trade-marks or commercial labels, of the emblem, the official seal and the name of the United Nations, and of abbreviations of that name through the use of its initial letters". The ACC also considered that the question of patent protection for international organizations might be worthy of further consideration.

33. The Committee noted the text of a proposed agreement<sup>2/</sup> between ILO and the League of Arab States and has no observations to make on the proposed text.

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<sup>1/</sup> Similar resolutions have been adopted by the General Conference of UNESCO and the World Health Assembly.

<sup>2/</sup> E/3082.

ANNEX I

POSSIBILITIES OF CONCERTED ACTION

1. Last summer the Council had before it a report of the ACC<sup>1/</sup> calling attention to a problem which arose out of the increasing concern of the United Nations and certain of the specialized agencies with broad aspects of economic and social development requiring concerted action among several organizations. If there were to be fully concerted action on such programmes, the ACC felt, certain developments in the existing arrangements for inter-agency co-ordination seemed to be required. The Council also had before it the views of the governing bodies of several of the specialized agencies, which had had an opportunity of considering and commenting on the ACC's report, together with a detailed proposal prepared for - and subsequently adopted by - the Executive Board of UNESCO regarding the procedure which might be followed in the formulation of major programmes requiring concerted action.

2. The ACC, in the report referred to above, expressed the view that one part of the answer to the questions it had raised lay in the widest application of procedures ensuring full prior consultation before decisions are taken by the governing body of one organization on matters of concern to others. It urged fuller application of the draft rules of procedure which it had formulated, and which the Council had approved in 1951,<sup>2/</sup> for the purpose of achieving co-ordinated use of the resources of the respective agencies. It also undertook to ensure fuller application of existing arrangements for inter-secretariat consultation on programmes from the earliest planning stages. Finally, it felt that special action may be required to ensure that, before final decisions on a broad programme involving a major initiative are taken by an organization, the governing bodies of the other organizations directly concerned are consulted and afforded due opportunity to express their views. The delay necessarily entailed would, it was believed, be fully compensated in terms of facilitating and promoting concerted international action.

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<sup>1/</sup> E/2931, paras. 27-31.

<sup>2/</sup> Council resolution 402 B (XIII), Annex, para. 39.

3. Emphasis was placed by certain of the specialized agencies on the establishment of procedures for consultation and on the distinction they felt should be drawn between "concerted action" and the "co-ordination of activities" with which the Council and the ACC had so far been mainly concerned. While co-ordination normally implied efforts to harmonize actions undertaken by different agencies within the framework of different programmes, concerted action was held to imply action under a jointly conceived and unified plan aimed at a common broad objective.

4. After consideration of the problem referred to it by the ACC, the Council adopted resolution 665 A (XXIV), the operative part of which reads as follows:

"1. Reaffirms its reliance on the Administrative Committee on Co-ordination, under the leadership of the Secretary-General, to continue to develop and improve arrangements for the fullest consultations between the secretariats in all stages of planning and execution of programmes of common interest;

"2. Recognizes the need for establishing, on a regular basis, consultations of the governing bodies of competent organizations in all cases of major programmes calling for the participation of several organizations within the framework of a plan of concerted action;

"3. Invites the Administrative Committee on Co-ordination, in the light of the opinions expressed in the Council and of the positions taken by the governing bodies of the specialized agencies, to formulate for the consideration of the Council at its twenty-sixth session:

(a) A preliminary list of specific fields of activity requiring concerted action among several organizations;

(b) Suggested procedures for the elaboration and execution of plans of concerted action in such fields, including steps to be taken by the governing bodies of the specialized agencies;

(c) Proposals concerning measures which might be taken to assist the Council in the exercise of its role of co-ordination as regards such plans."

5. With reference to paragraph 1 of the above resolution, the ACC proposes to concern itself to a greater degree than heretofore with broad programming issues. To this end, it decided to review its machinery and procedures, in order to increase in every way possible the effectiveness of the contribution it can make to the work of the Council and the governing organs of the specialized agencies.

6. With reference to paragraph 3 (a) of the above resolution, the ACC examined certain fields of activity with a view to determining whether further steps towards fully concerted action were feasible and desirable. These fields included community development; water control and utilization and related fields; housing, building and planning; industrialization and productivity; and urbanization.

7. It was decided to apply the criterion that "concerted action" should only be envisaged if the programme were (a) sufficiently complex to call for efforts from different directions; (b) sufficiently specific to allow the combination of those efforts within a definite area; and (c) capable of a definition which the various parties concerned agree to accept as the framework of their joint efforts. It was agreed that each case should be examined separately and so far as possible at the technical as well as the policy-making level.

#### Community development

8. In community development, a beginning of concerted action was achieved as a result of the working out through the ACC, on the basis of inter-secretariat co-operation, of an agreed body of concepts and principles (see Annex III to the ACC's twentieth report to the Council, E/2931) and the acceptance of these concepts and principles by the governing bodies concerned. A long-range plan of concerted action was then developed, the details of which are elaborated and adjusted from year to year among the agencies concerned.

#### Water control and utilization and related fields

9. The question of the possibilities of concerted inter-agency action in the field of water resource utilization and development was referred for study at the technical level to the annual inter-agency meeting on water resource programmes. In the light of its findings, the ACC feels that in the field as a whole the approaches of the various agencies are at present too dissimilar and the concrete problems in which they are interested too disconnected to allow of the establishment of a unified programme at this stage. The question could usefully be raised again at some future date, in the light of intervening developments. An essential condition of a unified programme is the identification and classification of the main problems in the water field of concern to the interested organizations. The ACC is taking the necessary steps to meet this requirement.

10. There was general consensus, on the other hand, that certain fields of activity - in respect of each of which one of the United Nations organizations could act as the focal point - might be suitable for concerted action. The domain which particularly commended itself was integrated river basin development, regarding which a panel of United Nations experts has recently reported to the Council.<sup>1/</sup> The ACC noted the resolution of the Council adopted on 2 May 1958, requesting the Secretary-General and the specialized agencies, in their programme of studies, to give priority for concerted action not only to this question, but also to certain others which are the subject of current inter-agency co-operation. These include problems of ground water and water pollution control, to which the members of the ACC concerned propose to devote attention at an early date.

11. It considers that close co-operation in the planning and execution of projects dealing with water/plant/soil relationship and training in special fields would be desirable. It believes, moreover, that possibilities of concerted action exist, and that pilot studies would be useful, in regard to problems of the humid tropics.

12. The ACC was informed of the consultations entered into between FAO and UNESCO on the possibilities of closer co-ordination and concerted action in regard to arid zone programmes. As an initial step, the two organizations have agreed to carry out joint training or research projects dealing with specific problems in the arid zones where co-ordination has already been effective over an appreciable period of time. Such problems include amelioration of soil salinity and plant ecology, hydrology and use of brackish waters and desert locust ecological survey. In so far as the implementation of these projects will involve the participation of the United Nations, WMO or other specialized agencies, these organizations will be consulted in the drawing up of plans.

#### Housing, building and planning

13. In 1957 the Council approved<sup>2/</sup> the recommendation of the Social Commission<sup>3/</sup> that the Secretary-General, in consultation with the regional economic

<sup>1/</sup> E/3066.

<sup>2/</sup> Council resolution 663 A (XXIV).

<sup>3/</sup> E/3008, Annex II, Project 13.1.

commissions, the specialized agencies and the non-governmental organizations concerned, should prepare proposals for a long-range concerted programme of action in the field of housing and community improvement. With a view to drawing up such a long-range concerted programme, arrangements have been made under auspices of ACC for a Working Group on Housing, Building and Planning to meet in Geneva in June 1958. In preparation for this meeting, the second annual report of activities of the United Nations, its regional economic commissions and the specialized agencies has been prepared. The main task of the Working Group will be to discuss a draft long-range programme in the fields indicated, prepared by the Secretary-General. In addition to the specialized agencies, the regional economic commissions and the Organization of American States will participate in the meeting. It is further proposed to consult interested non-governmental international organizations in order to obtain their views. It is anticipated that on the basis of the discussions in the Working Group and the ACC itself a proposed long-range programme will be agreed upon at the secretariat level which will be submitted for review by the Social Commission and the Council, and by the governing bodies of the specialized agencies concerned.

#### Industrialization and productivity

14. In the other major fields of activity examined by the ACC in connexion with the present inquiry, namely, industrialization and productivity, and urbanization, programmes are still largely exploratory, and a development of existing arrangements for co-operation seems more appropriate at this stage than concerted action. The report recently submitted by the Secretary-General to the Council<sup>1/</sup> on the United Nations organizational and administrative machinery in the field of industrialization and productivity brings out that there has been effective co-operation between the United Nations Secretariat and the specialized agencies mainly concerned in the planning and implementing of projects of common interest. As the scope of the programmes of work on industrialization of the United Nations and the specialized agencies expands in the future,<sup>2/</sup> the processes of mutual

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<sup>1/</sup> E/3079.

<sup>2/</sup> E/3078 and E/3079.

consultation will be intensified on an ad hoc basis within existing procedures. For that purpose, use would be made of such working arrangements (for example, inter-agency meetings) as have proved effective in other fields of common work.

15. Ad hoc arrangements for co-operation should be devised for certain projects which are to be - or may be - carried out by Headquarters jointly with the regional commissions in areas which also involve the particular competence of one or more of the specialized agencies. As an illustration, projects involving studies of the development of the fertilizer industry in some countries might involve preliminary surveys of the needs for fertilizers undertaken jointly with FAO. The closest co-operation with the latter organization would also be involved, as in the past, in studies relating to the establishment of pulp or paper industries. Certain aspects of studies in industry management or of studies of relative use of capital and labour in certain industrial processes, to be undertaken under the programme, would involve co-operation between the United Nations and ILO. As another illustration, projects relating to establishment of institutes for higher technical education would involve the collaboration of the United Nations, ILO and other specialized agencies with UNESCO. Arrangements of this nature might lead, in certain cases, to concerted action in the planning and carrying out of undertakings involving the competence of one or more of the specialized agencies.

#### Urbanization

16. In recent years the subject of urbanization has been discussed in the Inter-Agency Meeting on International Social Programmes and by the ACC itself, and as reported earlier to the Council,<sup>1/</sup> these consultations have contributed to the formulation of plans now under way for the second United Nations/UNESCO seminar on urbanization, to be held in Latin America at the end of 1958, as well as the preparations for the study of programmes in this broad field which will be included in the Second International Survey of Programmes of Social Development which will be published early in 1959. These activities are expected to provide a better insight into the nature and scope of the problems of urbanization which

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<sup>1/</sup> E/2931, para. 24.

is essential before deciding upon the next steps international organizations should take with a view to assisting Governments.

17. The ACC feels, however, that at the present stage the field of urbanization does not meet the criteria for programmes of concerted action formulated above (see para. 7 above), and that it would now be premature to decide whether urbanization might later be a suitable subject for such action. It strongly supports the continuation of joint seminars in which, for example, the United Nations, ILO, FAO, UNESCO and WHO participate, as well as co-ordinated field projects and over-all reports on this subject, but it does not consider it feasible to define at this stage the types of programmes that might be undertaken, or to make specific proposals for long-range action to the governing bodies of the organizations concerned.

#### Other fields of concerted action

18. The ACC proposes to keep under regular review the various fields of co-operative activity among the United Nations and the specialized agencies with a view to identifying possibilities of concerted action as they mature. Several such fields of activity, in addition to those mentioned in paragraph 6 above, have indeed been examined by the ACC from this point of view and to two of these a reference must be made.

19. The first relates to the living and working conditions of indigenous peoples. In its last report,<sup>1/</sup> the ACC expressed satisfaction with the arrangements for co-operation with ILO by the United Nations and certain of the specialized agencies in the implementation of the Convention and Recommendation on this subject. The conclusion has been reached, on the other hand, that the time is not yet ripe for further concerted action by international organizations in this field.

20. The second is the Mediterranean Development Project, approved by the FAO Conference in November 1957, which involves an examination of the barriers to agricultural expansion, pastoral improvement and reforestation in that area. In this project steps have already been taken to bring about concerted action between FAO and the United Nations in the country studies which are to be undertaken.

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<sup>1/</sup> E/2993, para. 17.

Arrangements are also being made for the co-operation of UNESCO, in so far as this project is connected with UNESCO's arid zone programme.

Suggested procedures for the elaboration and execution of plans of concerted action, including steps to be taken by the governing bodies of the specialized agencies

21. Clearly, no uniform method for the initiation of plans of "concerted action" would be realistic. Sometimes the first step will be taken by the Council or the General Assembly of the United Nations or a governing body of one of the specialized agencies; sometimes the initial proposal may come from the secretariats or the ACC itself as the result of experience of co-operation of a looser kind. In any event, in order to develop the common conceptual framework that must underlie "concerted action", much consultation and practical experience of co-operation among the agencies concerned are usually required. The ACC believes that a step-by-step and tentative approach will be found desirable in respect of the other suggested areas for the development of concerted action mentioned in this report.

22. The Governing Body of the ILO, when it raised the problem of appropriate procedures in the case of broad programmes involving participation of several organizations, stressed the importance of ensuring that each agency has full and early opportunity of expressing its views on the substance of any proposal for concerted action and the obligation of all agencies initiating broad programmes to observe the principle of "full consultation before commitment". It considered that the arrangements - including the time allowed - for such consultation should be such as to enable the governing organs themselves to consider the matter in all appropriate cases.

23. The Executive Board of UNESCO has approved in principle<sup>1/</sup> an "Outline of a procedure of consultations and co-ordination for the planning and conduct of concerted action"<sup>2/</sup> with particular reference to the inter-relations of the Council and the agencies' governing organs. Briefly, the outline provides for a procedure which would begin by decision of the Council to include consideration of

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<sup>1/</sup> 48 EX/Decisions, item 8.1.

<sup>2/</sup> 48 EX/19, para. 20.

a problem likely to require concerted international action on its agenda for the following year, and in the meantime to request the executive heads of the organizations concerned and the ACC to provide relevant information and to advise on the possibility and advisability of taking concerted action on the question. In the second year, the Council would decide in principle, in the light of these reports, whether or not to proceed and, in the affirmative case, would refer the question to the governing organs of the competent organizations and to the ACC for further consultation and preparations. In the third year, the Council would take its final decision and issue appropriate recommendations and directives to all organs and organizations concerned.

24. The World Health Assembly considered the procedures necessary to enable the governing organs of other specialized agencies concerned to approve, within their respective programmes, their contributions to a programme of concerted action before the programme as a whole is approved by the Council. In resolution WHA10.39, the Assembly approved the procedure to be followed by WHO to this end, authorizing the Executive Board to review any proposal for concerted action and determine the priorities for WHO participation in it; to instruct the Director-General to communicate to the Council the Board's views on the priorities and merits of participation by WHO; and to request the Director-General, after consultation with the other agencies concerned, to provide in his annual programme proposals and budget estimates for the requisite action by WHO. As an interim measure pending the adoption of a common procedure, the Assembly approved a small contingency item in the budget of WHO for 1958 to enable the Organization to take part in existing programmes of concerted action.

25. The members of the ACC concur in the ideas expressed in paragraph 22, above. Consultations concerning proposed new "concerted programmes" should take place at a sufficiently early stage to permit of their being brought as special items to the attention of the governing organs of the specialized agencies for consideration from the point of view both of substance and of financial implications. As to the methods calculated to make concerted action effective and, in particular, as regards the role of the governing organs, the ACC recognizes that no one method is applicable in all cases, but agrees that the procedure of consultations

formulated by the governing organs of UNESCO and WHO may be required. It may be noted that, in order to increase the flexibility of inter-agency action, FAO has in recent years established contingency credits to give any necessary support to new programmes that may originate in other organizations before the beginning of its next budgetary period.

Measures to assist the Council in the exercise of its role of co-ordination as regards plans of concerted action

26. The role of the Council as co-ordinator in respect of plans for concerted action cannot but be facilitated by the early association of the governing organs of the specialized agencies in the elaboration of such plans. The decision of the ACC to review its machinery and procedures has been mentioned in paragraph 5, above. The Committee will be at the Council's disposal at all stages in the development of plans for concerted action, in order to present a picture of the views of the organizations concerned and consider any aspects of proposals which the Council may wish to refer to it.

## ANNEX II

### PROGRAMME APPRAISALS FOR THE PERIOD 1959 to 1964

#### I. INTRODUCTION

1. By resolution 665 C (XXIV), the Council (1) requested the Secretary-General to make an appraisal of the scope, trend, and cost of the regular United Nations programmes in the economic, social and human rights fields for the period 1959-1964 for consideration by the Council at its twenty-eighth session; (2) invited ILO, FAO, UNESCO, WHO and WMO to consider the most appropriate and practical methods of preparing similar appraisals of their own programmes for the same period; (3) requested the Secretary-General and the executive heads of the agencies concerned to consult on the preparation of these appraisals in comparable form; and (4) requested the ACC to present to the Council at its twenty-sixth session a report regarding the preparation of these appraisals and on major problems which may have been encountered. Under the same resolution, the Council decided to consider, at its twenty-sixth session, "the arrangements necessary for preparing on the basis of the above-mentioned appraisals a consolidated report with conclusions, to be submitted, together with the appraisals to the Council at its thirtieth session 1960."
2. In considering the Council's request under (4) above, the ACC has kept in mind the development of the Council's efforts in the direction of programme concentration and co-ordination, four aspects of which may be distinguished.
3. First, there was the establishment of criteria for priorities followed by the actual establishment of priorities to be applied to the work programmes in the economic and social fields.<sup>1/</sup> Further detailed consideration was then given to priorities for the work of the United Nations and the specialized agencies in the social field.<sup>2/</sup>

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<sup>1/</sup> Council resolutions 259 (IX), Annex; 324 (XI); 402 B (XIII); 451 A (XIV).

<sup>2/</sup> Council resolutions 496 (XVI) and 627 (XXII).

4. Second, the Secretary-General's report, in 1954, on the organization and work of the Secretariat in the economic and social fields<sup>1/</sup> and resolution 630 A I (XXII), adopted by the Council in 1956, marked stages in a more direct approach toward programme concentration. Acting on this resolution, the Secretary-General proposed last year<sup>2/</sup> a "streamlining" of the United Nations programme of work, in the sense of proposing the deletion of certain projects and the addition or expansion of others. By resolution 664 A (XXIV), the Council inter alia, requested the Secretary-General to submit a further "streamlining" report to the twenty-sixth session. It also invited the specialized agencies to include in their 1958 reports passages dealing specifically with the further concentration of their programmes, and to consider the extent to which they might be able to apply in the field of co-operation and concentration of activities certain general guiding principles which were set out in the annex to that resolution.

5. Third, the Council has devoted continuing attention to the promotion of co-ordination and co-operation in respect of the substantive activities of the United Nations and the specialized agencies. Reference may be made in this connexion to the special review of current arrangements for programme co-ordination which has been undertaken this year by the ACC.<sup>3/</sup>

6. Finally, while co-ordinated and co-operative action has been in large measure achieved over a wide area of activities, the Council has been increasingly concerned in recent years to promote fully concerted action in certain broad programmes which require the active participation of several organizations. The response of the ACC to the request addressed to it in this connexion by the Council in resolution 665 A (XXIV), will be found in Annex I to the present report.

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<sup>1/</sup> E/2598.

<sup>2/</sup> E/3011.

<sup>3/</sup> See para. 18 of the main body of the report.

## II. APPROACH TO THE QUESTION BY THE ACC

7. The question of the preparation of the appraisal reports for the period 1959 to 1964 was considered in a preliminary manner by the ACC at its October 1957 session. The Committee noted that, while the Secretary-General was directly requested to undertake the appraisal for the United Nations programmes in the economic, social and human rights fields, the specialized agencies concerned were invited to prepare similar appraisals of their own programmes. The governing bodies of each of the organizations concerned had, therefore, to be consulted regarding the implementation of the Council's resolution. For the purpose of these consultations and as a basis for the preparatory work to be undertaken, the Committee interpreted the terms "appraisals" and "trends" of programmes to mean essentially an indication of the orientation, character and scope, which the governing bodies of the agencies concerned might consider both possible and desirable in respect of their principal programmes in the years immediately ahead.

8. It was felt that each organization's appraisal should be conceived within the framework of the organization's objectives, as defined in its constitution, and should take account of the methods for achieving these objectives, and the way in which major changes could best be met. It should also take into account the results achieved in response to the steps taken in regard to streamlining and concerted action and should be based as far as possible on the guiding principles and priorities established by the Council, to which reference has been made above. The discussions in the ACC brought out that the differences in functions, structure and programming procedures of the different agencies would influence the manner in which the appraisals could be carried out.

9. The Advisory Committee on Administrative and Budgetary Questions was informed of the results of the ACC's preliminary consultations in the course of its consideration of the administrative budgets of the specialized agencies for 1958. In a report to the twelfth session of the General Assembly,<sup>1/</sup> the

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<sup>1/</sup> A/3767, para. 9.

Advisory Committee clarified the intent of its recommendation to the previous session of the General Assembly,<sup>1/</sup> which had led to the Assembly's request to the Council that forward programme appraisals should be undertaken.<sup>2/</sup> It stated that "the forward look, would, in its view, be in terms of the general scope and trend of broad segments of the programmes, rather than of a rigid blueprint of detailed projects to be undertaken over a period of several years. At present there is a wide range in the degree of forward planning, even in a broad sense, of programmes among the organizations. Special problems will no doubt arise in some of the organizations in attempting to define long-term trends in programmes; such problems should, however, be possible of solution - with sufficient margin for flexibility - in the interest of an orderly planning of over-all international effort in the economic and social fields".

### III. ACTION TAKEN BY THE SPECIALIZED AGENCIES

10. In the light of the ACC's discussions last autumn and of the general understanding regarding the intentions of the Council's resolution as indicated in the foregoing, the executive heads of the specialized agencies concerned brought that resolution to the attention of their respective governing bodies. The initial action taken by the competent organs of the ILO, FAO, UNESCO, WHO and WMO is being brought to the Council's attention in separate documents.<sup>3/</sup> An attempt is made in the following paragraphs to set out in summary form some of the points contained in these documents which most closely affect the task entrusted to the ACC.

11. The Governing Body of the ILO expresses its willingness to co-operate by arranging for the Council to be furnished with appropriate information concerning its prospective programmes, on the understanding that the interpretations given by the ACC to the terms "appraisals" and "trends" (see para. 7 above) is acceptable, and subject also to certain further considerations. It emphasizes that the tripartite nature of the ILO implied that the formulation of the

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<sup>1/</sup> A/3489, paras. 6-7.

<sup>2/</sup> General Assembly resolution 1094 I (XI).

<sup>3/</sup> For ILO, see E/3089, paras. 6 to 25; for FAO, UNESCO, WHO and WMO, see their annual reports (E/3105/Add.2, E/3101/Add.1, E/3106 and E/3090, respectively).

programmes of the Organisation depends in the first instance on negotiations between representatives of workers and employers, with the Governments participating, and that the results of these negotiations, which depend on a large number of factors, are difficult to foresee. The Governing Body further considers that while there are problems within the province of the ILO which in principle may lend themselves to long-range planning, a large proportion of the major problems with which the ILO has to deal are as dynamic in character and as difficult to forecast as the problems created by technological progress or those closely related to the fluctuations of the labour market, inflationary movements, industrial unrest, and other changing realities of the world social and economic situation. The Governments themselves, the Governing Body points out, have not been able to map their own course of action in respect of such problems except in the broadest possible manner. Furthermore, there are fields in which the ILO cannot draw up a long-range programme on its own initiative beyond indicating the nature of the facilities which it will attempt to provide, since external factors are determinative. What the ILO could supply to the Council for general appraisal purposes would therefore be an outline of the future trends of the ILO programmes on the basis of the agenda which is planned for the succeeding two conferences and other meetings concerning which decisions have been taken, together with certain other activities which can be expected to be of a continuing nature. Because of the problems which are peculiar to the ILO and are inherent in its tripartite structure and in the manner in which its programme of activities is built up by a process of continuous adjustment to new developments, the Governing Body considers that the information which it will supply could not appropriately or conveniently form part of a consolidated report such as is contemplated in the last paragraph of resolution 665 C (XXIV), but that it could nevertheless be presented to the Council simultaneously with, although separately from, any such consolidated report. The Governing Body would, moreover, co-operate in an appropriate procedure for a joint comparative review of the appraisals to be made by the executive heads of the participating organizations.

12. The FAO Conference, at its session of November 1957, agreed that FAO should participate in the invitation of the Economic and Social Council to the specialized agencies to prepare an appraisal of the scope, trend and costs during the next five years of their programmes of work. It endorsed the recommendation of the ACC that such an appraisal should comprise a forecast of the orientation, character and scope of the programme and should not attempt any detailed forward budgeting for each of the years referred to. It was thought important that in making any such forward appraisal the necessary flexibility in programming procedure should not be sacrificed and the FAO should retain the right to make such adjustments as might be necessary during that period to deal with new situations. Any forward appraisals should relate to anticipated major lines of development and not to individual projects which comprise those major lines. The Conference requested the Director-General to consider the most appropriate and practical method of preparing such a forward appraisal of the FAO programme, and to continue through the ACC the consultations already initiated with the United Nations and the specialized agencies in the preparation of the report to be presented by the ACC to the Council in implementation of that resolution.

13. The Executive Board of UNESCO, at its session of November-December 1957, decided that UNESCO would co-operate fully in the implementation of the Council's resolution by providing (a) an appraisal of its main programmes as reviewed in 1959 and (b) a forecast of the scope, trend and cost of the programmes for the years 1960-1964. The Board also approved a time-table of work proposed by the Director-General. In accordance with this time-table, the Director-General prepared and submitted to the Executive Board at its fiftieth session (April-May 1958) a report for the twenty-sixth session of the Economic and Social Council concerning the methods which the Organization intends to employ in making an appraisal of its programmes. The Director-General also prepared for the consideration of the Executive Board a preliminary study in which he suggested a list of eleven major areas of work to be the subject of the appraisal recommended by the Council. Although this list, which is included in the document mentioned above, was not intended to cover the totality of the work of UNESCO, it would allow an evaluation of the results achieved by the Organization in its principal fields of activity. The following aspects were treated in

each area: the problem, methods employed, costs incurred, evaluation of results and forecast. After ascertaining the views of the Executive Board on the main questions put forward in the preliminary study, the Director-General will prepare a document for submission to the tenth session of the General Conference in November 1958. The Executive Board will have an opportunity at its fifty-first session (September 1958) to comment on this document in the light of decisions which the Economic and Social Council may take at its twenty-sixth session. On the basis of directives received from the General Conference, the Director-General will prepare in 1959, under the authority of the Executive Board, a final document to be incorporated in the over-all report to be submitted by the ACC to the Economic and Social Council at its thirtieth session.

14. The Executive Board of WHO felt that the study envisaged by the Council should be considered, from WHO's standpoint, in relation to its practice of establishing long-term programmes. This practice had been developed to meet the constitutional requirement that the Board should submit to the Health Assembly for consideration and approval a general programme of work covering a specific period, and the Health Assembly considers that its general programme of work covering a specific period provides a broad general policy that will serve as an appropriate framework for the development of detailed annual programmes. The Board considered that the general programme of work covering a specific period, adjusted if necessary to the period referred to in the resolution of the Council, provided the most appropriate and practical forecast of the scope and trend of the future programme of WHO. It requested the Director-General (a) to participate in the joint effort with the Secretary-General and the heads of the specialized agencies to formulate, to the extent possible, a method or methods by which the general appraisals referred to in the Council resolution might be undertaken; (b) to bring this decision to the attention of the Council at its twenty-sixth session and to make available to the Council the General Programme of Work covering a specific period. The Board recognized that it was not possible to determine precisely the cost of future programmes. It finally decided to consider the question of appraisals further at a future session, in the light of the findings of the ACC and of any pertinent resolution which may be adopted by the Council at its twenty-sixth session.

15. The Executive Committee of UNO, at its session of October 1957, prior to the preliminary discussion which took place in the October 1957 session of the ACC, directed the Secretary-General to consult with the executive heads of the United Nations and the specialized agencies invited by the Council to consider the preparation of appraisals of their programmes for the period 1959-1964. The programme and budget of the Organization for this period was accordingly communicated to the other organizations concerned.

16. From the action taken by the governing bodies of the specialized agencies, it appears that a forecast in broad terms of programme developments by each agency is practicable, but that there will inevitably be differences in method and degree of detail in the appraisals, and that they will not look forward the same number of years in all cases.

#### IV. PROBLEMS ARISING IN CONNEXION WITH THE PREPARATION OF THE APPRAISAL REPORTS

17. The major problems of method which seem to arise in connexion with the preparation of the appraisals concern (a) the interpretation of the terms "programmes" and "regular programmes" used in Council resolution 665 C (XXIV), (b) the size and delimitation of the programmes to be appraised, keeping in mind the need for as much comparability as possible in the various agencies reports, and (c) the estimation of further programme expenditure.

##### (a) Interpretation of the terms "programmes" and "regular programmes"

18. The first question which arises in connexion with the interpretation of these terms is to what extent account should be taken of the Expanded Programme of Technical Assistance and other programmes financed from sources other than the regular budgets.

19. Not only is a large percentage of the professional staff of certain organizations concerned from day to day with the substantive aspects of the Expanded Programme of Technical Assistance, but in the course of the last few years the regular programmes of some organizations have to a considerable degree been re-orientated to support these field activities. Any substantial change in activities under the Expanded Programme between now and 1964 would affect the regular programmes, in terms both of content and of staff-time required to assure

substantive support of the operational work. There has been, moreover, a considerable degree of integration of regular and technical assistance programmes, and in some agencies, the latter are conceived as an extension of the former. The potential impact of the Expanded Programme on the regular programmes therefore cannot be ignored and must be duly taken into account in the appraisals. While it is obvious that neither the requests of Governments nor the size of the technical assistance programme as a whole can be forecast, the ACC suggests that certain assumptions may be made for the purpose of the appraisals on the basis of the 1956 report of the Technical Assistance Board entitled "A Forward Look",<sup>1/</sup> to which the Council has given its general endorsement.

20. Since the projects to be undertaken under the proposed Special Fund are also likely to have a bearing on the future scope - and in some cases, the character - of the regular programmes of the organizations concerned, it is proposed that the appraisals should likewise take account of the decisions that may be reached by the Council and the General Assembly regarding fields of assistance and types of projects to be financed from the Special Fund.<sup>2/</sup>

(b) Size and delimitation of programmes to be appraised

21. The ACC considered that the individual appraisal reports should be mainly concerned with major fields of activity rather than with detailed individual projects, and within those major fields, with anticipated major lines of development and changes of emphasis. Information and views were exchanged concerning the major fields of activity which could be used in the appraisals of the programmes of the respective organizations, in view of the Council's request that these appraisals be prepared in a comparable form.

22. Within each of the major subject-areas, consideration should be given not only to broad developments and trends, but also to the objectives aimed at, the nature of the problems encountered, and the methods adopted to deal with these problems. The methods or types of activity would, so far as feasible, be distinguished.

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<sup>1/</sup> E/2885.

<sup>2/</sup> General Assembly resolution 1219 (XII).

23. A review along these lines should indicate, where appropriate, activities which are likely to be completed or reduced or might be transferred to other authorities in the course of the five-year period, as well as activities that might need to be initiated or extended. Furthermore, fields of activity which are of direct interest to other organizations or which require joint action should be identified.

(c) Estimating future programme costs

24. Irrespective of the sources from which they are financed, programmes vary in accordance with the wishes of Governments at any given time. The costs of an organization's activities are likely to be influenced by the widening of the geographical scope of international action, the volume of the requests of Governments for services and the development of new knowledge which may be applied to the problems confronting Governments. Forecasting is also affected, although to a lesser degree, by uncertainties as to the movement in prices and salary levels.

25. The governing body of ILO, FAO and WHO have referred specifically to the difficulty of complying with the Council's request for an appraisal of the cost of their future programmes, citing inter alia some of the problems just mentioned. As far as the United Nations is concerned, the Secretary-General is of the opinion that while certain a priori assumptions could be made regarding the future trend of the United Nations budget, it would not be possible at this stage to relate such a trend directly to a forecast of the development of particular programme areas.

26. Every effort will be made to meet the Council's wishes. However, it is clear from the above that it is impossible to forecast future costs with any assurance. There are, it is true, certain long-term programmes where it may be possible to indicate in a general way the anticipated order of magnitude of increases or decreases of activities; and some guidance may be obtained from indications of past expenditure over the past, say, five years. Such indications as could be given, however, would vary considerably as between agencies, in the light of differences in their areas of work and budgetary procedures.

V. CO-ORDINATION IN THE FURTHER IMPLEMENTATION  
OF THE COUNCIL'S RESOLUTION

27. In regard to many phases of the appraisal operation, close and frequent inter-secretariat consultations under the auspices of the ACC would be required. These consultations would make it possible for the ACC, when the time comes, to arrange for a summary to be made of the individual appraisal reports, with tentative conclusions based thereon, for consideration by the Council. Such a summary might assist in presenting a general picture and in clarifying such matters as the inter-relationship of the programmes of the organizations concerned, the extent to which these programmes (or parts thereof) supplement each other or possibly overlap, and the need to cover important subject areas more adequately.

28. FAO feels that the best way in which a consolidated report such as is contemplated in paragraph 7 of Council Resolution 665 C (XXIV) could be prepared would be by the appointment, under the auspices of the ACC, of consultants who would work closely with the agencies whilst the appraisals are being prepared and would ultimately be joined by a committee on which each of the participating agencies would be represented.

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