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

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/I. INTRODUCTION

I. INTRODUCTION

1. Since its third report to the Economic and Social Council in July 1948, the Committee has held its sixth session in Paris on 12 November 1948. The Preparatory Committee of deputies had undertaken the necessary groundwork for this session at meetings on 18 October and 6 November 1948.

A. Attendance

2. The following members (or substitutes) and observers attended the sixth session. Every effort has been made to ascertain and take account of the views on the various questions under discussion of those members who were not able to be present.

Members

Mr. Trygve Lie (Chairman)	Secretary-General	U.N.
Mr. David A. Morse	Director-General	ILO
Mr. F. L. McDougall	Counselor	FAO
Mr. Jean Thomas	Assistant Director-General	UNESCO
Mr. Leon Mulatier	Assistant Director	ITU
Mr. J. Le Mouél	Representative of Director-General	UPU
Dr. G. Brock Chisholm	Director-General	WHO
Sir Arthur Rucker	Deputy Director-General	IRO

Advisors

Mr. C. W. Jenks	Legal Advisor	ILO
Mr. S. V. Arnaldo	Acting Director, N. Y. Office	UNESCO
Mr. N. S. Shalom	Bureau of External Relations	UNESCO
Dr. W. P. Forrest	Special Assistant to Director-General	WHO

Observers

Mr. J. Boyer	Special Assistant to Executive Secretary	ICETO
Mr. B. L. Lukac	Executive Secretary	IMCO, Preparatory Committee

Rapporteur

Mr. Martin Hill	Director of Co-ordination for Specialized Agencies and Economic and Social Matters	U.N.
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/Secretary

Secretary

Dr. Szeming Sze

Chief, Specialized Agencies
Section

U.N.

Assistant Secretaries-General

Mr. B. Cohen

Assistant Secretary-General
in charge of Public
Information

U.N.

Mr. H. Laugier

Assistant Secretary-General
in charge of Social Affairs

U.N.

Mr. D. Owen

Assistant Secretary-General
in charge of Economic
Affairs

U.N.

Mr. B. Price

Assistant Secretary-General
for Administrative and
Financial Services

U.N.

Various members of the Secretariat of the United Nations and the agencies were also present for particular items on the agenda.

B. Name

3. The Economic and Social Council at its seventh session, in considering the third report of the Co-ordination Committee, gave attention to the question of a suitable name for the Committee, and recorded its preference for the title "Administrative Committee on Co-ordination".

At the request of the Council, the Secretary-General and the Chief Administrative Officers of the agencies were consulted on the matter, and agreed individually to the suggested change. The new title was, in due course, formally adopted by the Committee at its sixth session on 12 November 1948.

C. General scope and nature of the Committee's work

4. In accordance with the policy endorsed by the Council at its seventh session and the General Assembly at its third session, the Committee has continued to concentrate its attention to an increasing extent on questions of programme co-ordination.

5. Responsibility for dealing with questions of detail has, to an increasing degree, been devolved upon the technical co-ordinating bodies working under the general supervision of the Preparatory Committee of deputies. This has been done in order to enable the Secretary-General and the executive heads of the specialized agencies to give adequate attention to the major questions of programme co-ordination, including the problem of priorities, the importance of which in the present phase of development
/of international

of international organization has been repeatedly emphasized in the Council and the General Assembly.

6. The Committee notes with satisfaction that the Council has endorsed the suggestion contained in its last report that a few well-defined topics should be selected from time to time for special consideration from the point of view of avoiding overlapping of activities and promoting the fullest collaboration between the United Nations and the specialized agencies and among the specialized agencies themselves, thus ensuring that the resources available for international action may be used to the best advantage. Accordingly the Committee will continue to draw attention to such topics as occasion may require.

7. The Committee will further attempt to suggest to the Council and the specialized agencies, from time to time, subjects which appear to it to be of particular urgency and importance and which might be accorded priority of treatment, such as the subject of the continuing world food crisis which has already been brought to the attention of the Council.

8. The Committee trusts that in this manner it will be able to give a maximum of assistance to the Council in the discharge of the responsibility for co-ordination entrusted to the Council by the Charter.

II. PROGRAMME CO-ORDINATION

A. Work programmes

9. Co-ordination between the specialized agencies and regional commissions

At its seventh session, the Council requested, for its information, a report on the existing arrangements for co-ordinated action between the regional economic commissions and the specialized agencies. The Secretary-General has consulted the Committee on this subject, and in the light of this consultation is submitting a report to the eighth session of the Council. This report draws attention to the considerable progress that has been made in the development of appropriate working relationships between the specialized agencies and the regional commissions, including, in certain cases, joint programmes. It is evident that effective co-ordination of regional activities depends upon adherence to the principle that the agreements between the United Nations and the specialized agencies apply fully to such activities.

10. Progress in programme co-ordination

Considerable progress has already been made towards programme co-ordination. The Council's attention is drawn to the fact that co-operation is being achieved on food production as a result of resolution 103 (VI) adopted by the Economic and Social Council during its sixth session. Further, the World Health Organization and the Food and Agriculture Organization have worked out a joint approach to the problem of malaria control allied to increased food production.

11. ILO programme in the fields of manpower, migration and technical training

At its sixth session, the Committee took special note of an invitation which the Director-General of the ILO extended to the Secretary-General of the United Nations and to the Executive Heads of other interested specialized agencies to designate representatives to meet with him in Geneva early in 1949 to examine the ILO programme in the fields of Manpower, Migration and Technical Training with a view to exploring the contribution which the United Nations including its regional commissions and the other specialized agencies may be able to make in implementing or completing this programme and reciprocally the contribution which the ILO can make to the related programmes of United Nations organs and other specialized agencies. The Director-General of the ILO has indicated his intention of keeping the Committee, and through it the Council, fully informed of the outcome of these consultations.

12. Proposals under preparation

The Committee, recognizing the great importance that the General Assembly, the Economic and Social Council, and the Conferences of the specialized agencies attach to economic development, and realizing its profound bearing upon both economic and social questions, is keeping this question under constant review from the standpoint of co-ordination. It has arranged for the necessary studies to be undertaken, in the light of which it hopes to formulate useful suggestions in due course for the Council's consideration.

13. It has reviewed the various topics in the social field referred to during the discussions at the seventh session of the Council as deserving fuller consideration. Certain of these questions, such as standards of living and family, youth and child welfare, are of so general a character that it would seem necessary to divide them into manageable sections in order to frame suggestions likely to be of value to the Council and the specialized agencies.

14. On certain other subjects the Committee expects to be able to frame suggestions for consideration at an early session of the Council. One such question is that of Housing, on which a preliminary report was before the Council at its seventh session. A second is that of Fellowships, which has become of increasing importance with the development, by both the United Nations and the specialized agencies, of fellowship programmes of a long range character. A third question is that of Technical Training, which is of particular interest to a number of agencies as well as to the regional economic commissions.

15. Another subject on which a study will be made for consideration at a later session of the Council is the Prevention of Crime and Treatment of Offenders, on which a meeting of representatives of the United Nations, certain specialized agencies, and other important organizations directly interested, was held in October 1948, when agreement was reached on the allocation of fields of work.

B. Priorities

16. The Committee, in accordance with the desire expressed in the resolutions adopted by the Council and the General Assembly, discussed problems connected with the recognition of priorities in the work programme of the United Nations and the specialized agencies. While recognizing that the adoption of priorities in the work programmes of the specialized agencies was within the responsibility of the respective agencies, the Committee noted that certain agencies had already made good progress in determining such priorities.

/17. The Committee

17. The Committee considered possible procedures whereby those priorities which involve the work programmes of the United Nations and one or more specialized agencies, or of two or more specialized agencies, might be selected. It recognized that this was a question which needed careful study, and that the success of any efforts in this direction would depend, in the first place, on further progress in the adoption of priorities within the work programmes of agencies and commissions, where such priorities do not already exist. It intends, after examination of agency and commission reports, to draw the attention of the Council and the specialized agencies, from time to time, to subjects that are, in the Committee's view, of particular urgency and importance.

III. PROCESSES OF CO-ORDINATION

A. Representation of agencies at the Economic and Social Council and General Assembly

18. The Charter and the agreements between the United Nations and the specialized agencies provide for reciprocal representation of the United Nations and the specialized agencies at each others' meetings as an essential element in the process of liaison and co-ordination. The Committee considers that to make the participation of the specialized agencies of real value to the Council, their representation should be maintained at a senior level.

19. Under existing arrangements, it is virtually impossible for the agencies to maintain senior representatives at sessions of the Council and at the General Assembly, which together take up nearly half the year, without causing a disproportionate degree of disorganization of their own work.

20. In these circumstances, the Committee, after consulting the President of the Council, has thought it appropriate to draw attention to the more effective contribution that the agencies might make to the Council's work if some rearrangement of the business of the Council could be achieved so as to concentrate the consideration of subjects of major and primary concern to the specialized agencies within a shorter period than has hitherto been possible.

21. The Committee suggests that a practical first step might be the fixing of specific dates for the opening of discussion on items of particular interest to the agencies, (such as the report of the ACC and the reports of the specialized agencies) and that the Secretary-General, on behalf of the ACC, might suggest such dates to the Council's Agenda Committee for its consideration before each session of the Council. It would also be helpful if the discussion of these items could be continued with a minimum of interruption once started.

22. The Committee noted with appreciation the decision of the Council at its seventh session to fix beforehand the date for the opening of the discussion on the last report of the ACC.

B. The Comparative Review

23. The Committee was glad to note the appreciation of the first Comparative Review of reports of agencies and commissions, expressed by the Council; and it took note of the Council's suggestions on the character and scope of the Review, particularly the suggestion that it should in future be a reference document, to be used in support of papers on specific questions, rather than as a working paper.

24. The Committee undertook a revision of both the form and the time-table proposed for the preparation of the Review. On the one hand, it was felt desirable, in order to allow a more careful analysis of agency and commission reports by the ACC, and of the Review itself by the Council, that the date for receiving these reports should be advanced. On the other hand, it was recognized that this procedure would involve certain difficulties, since the earlier agency reports were sent in, the less information could they contain on the current and subsequent years' programme; moreover, in any case a number of Commission reports, including some of the more important ones from the aspect of co-ordination, could not be received until towards the end of May or even later.

25. It was finally agreed to set forward the whole time-table for the preparation of the Review so that agency reports, if necessary in preliminary form, should be sent in to the Secretary-General not later than 28 February, and the Review itself - to which additions and modifications could be made as material became available - should reach the Economic and Social Council by 31 May.

26. The Descriptive Catalogue of Economic and Social Studies and its relation to the Comparative Review were also discussed, and the proposal that the first number should be published in June 1949 was accepted.

C. Review of organizational structure of subsidiary bodies

27. The Committee reviewed the machinery for co-ordination in the light of the Council's request that such machinery should be kept to the minimum consistent with efficiency.

28. After detailed consideration the Committee is satisfied not only that valuable and important work is being accomplished by each of the five so-called "subsidiary bodies" - the Consultative Committees on Administrative Questions, Statistical Matters, and Public Information, the United Nations Film Board and the Library Co-ordinating Committee - but also that the existence of each of the bodies is in fact justified.

29. As regards the Consultative Committee on Public Information and the United Nations Film Board, it was noted that since the membership of these two bodies is to a considerable extent the same, it would be possible for them to meet consecutively, thus effecting some economies, while at the same time preserving the separation of identity necessary for fulfilling their different functions.

30. While, in the Committee's opinion, the number of bodies should not, at present, be reduced, steps are being taken to keep both the number and duration of meetings to a minimum.

/31. Besides

31. Besides the above-mentioned bodies, there are a number of temporary technical working groups for the purpose of planning joint action in specific fields in accordance with the desire expressed by the Council itself; although they report the results of their work to the Committee, they should not be regarded as part of its permanent machinery.

IV. ADMINISTRATIVE AND BUDGETARY CO-ORDINATION

A. International Civil Service Advisory Board

32. The membership of the Board has been constituted as follows:

Mr. Thanassis Aghnides	- (Greece)	Chairman, Advisory Committee on Administrative and Budgetary Questions, Former Under Secretary-General, League of Nations; and former Greek Ambassador Extraordinary and Plenipotentiary to the Court of St. James, London.
Mr. Leon Baranski	- (Poland)	Executive Director, International Bank for Reconstruction and Development.
Mr. Charles H. Bland	- (Canada)	Chairman, Civil Service Commission of Canada, Former President of Civil Service Assembly of the United States and Canada.
Mr. Ebbe Gross	- (Denmark)	Director of Danish Co-operative Society; former assistant Director of the Danish Price Control Administration.
Mr. Luiz Simões Lopes	- (Brazil)	President of Fundação Getúlio Vargas, Former President of Departamento Administrativo do Serviço Público.
Mr. J. Morellet	- (France)	Councillor of State, Former Legal Advisor to the International Labour Office.
Sir A. Ramaswami Mudaliar	- (India)	Dewan (Prime Minister) of Mysore, Former President, Economic and Social Council, United Nations.
Miss Mary G. Smieton	- (United Kingdom)	Under-Secretary, Ministry of Labour, Former Director of Personnel, United Nations.
Mr. John A. Stevenson	- (United States)	President, Pennsylvania Mutual Life Insurance Company.

The agenda proposed for the first meeting (provisionally fixed for March 1948) consists of two items, namely, a comparative study of recruitment problems and training in public administration.

33. Taking account of the discussion on the Board's terms of reference at the seventh session of the Economic and Social Council, the Committee considered whether any modification of these terms of reference is desirable and decided that this question could be reviewed more satisfactorily after the Board had held its first meeting.

B. Administrative questions

34. At the request of the Advisory Committee on Administrative and Budgetary Questions, detailed work is in progress on the following questions: financial administration; definition and study of "overhead charges"; the effect of interpretations of rules regarding official working languages and records on administration; and administrative and financial terminology.

35. It was noted that the General Assembly had expressed satisfaction with the progress achieved in unifying the form of UN and agency budgets; and it was decided to concentrate next year's efforts on improving and simplifying the standard pattern. Work is also to be done on the question of the standardization of terminology in the main budget structures.

36. The Committee noted that a study of salary and allowance scales of the United Nations would be made in 1949, and agreed that continuous contact on this subject and on staff organization and administration generally would be maintained with the specialized agencies through the Consultative Committee on Administrative Questions. The question of common personnel standards has been given special attention by the ACC and is the subject of continuing study.

V. REGIONAL CO-ORDINATION

A. Programme Co-ordination between Regional Commissions and Specialized agencies

37. As indicated elsewhere in this report (paragraph 9), a report has been made on the existing arrangements for programme co-ordination between the regional economic commissions and the specialized agencies, which will come before the Council at its next session.

B. Consultation on regional offices

38. In accordance with the desire expressed by the Council at its seventh session, that prior consultation through the Administrative Committee on Co-ordination should be undertaken by the agencies concerned under the

terms of their agreements with the United Nations before establishing regional offices, the Committee duly undertook consultations with WHO and FAO. 39. WHO reported the decisions taken by the World Health Assembly in July 1948 on the delimitation of regional geographical areas and the proposal by certain Member States to locate the regional office for Southeast Asia at Mysore in South India. The Director-General of WHO, at the meeting of the Regional Committee for Southeast Asia in October 1948, duly brought to the attention of that meeting the decision of the Council regarding such prior consultation before the establishment of regional offices, and pointed out that UN, ILO and UNESCO offices already existed in New Delhi. After hearing this report, it was agreed to locate the regional office in New Delhi. WHO has further notified the Committee that there are pre-existing organizations with premises available for the Eastern Mediterranean region in Alexandria, and for the American region in Washington.

40. FAO reported that while temporary regional offices for Europe, the Middle East, and the Far East had been established respectively in Rome, Cairo and Bangkok, no decisions have yet been reached in regard to the location of a regional office for Latin America. The Committee will enter into further consultations with FAO before any permanent arrangements are made.

VI. OTHER QUESTIONS

41. Fellowships

It has been agreed that the policy for exchanging information on fellowships that overlap in certain special subjects, will continue to be applied by the United Nations and the specialized agencies.

42. The Handbook of Information on Fellowships, prepared by UNESCO, will be published at the beginning of 1949, with supplements issued from time to time. Besides this, an information brochure for a somewhat wider public is also being produced jointly by the United Nations and the specialized agencies concerned.

43. It is to be noted that a report on the fellowship policies of the United Nations and the various agencies is also being prepared for the use of the Council (see paragraph 14).

44. Publications and libraries

Progress has been made towards securing proper co-ordination in the fields of planning, distribution, indexing, listing and sales of publications, documents and other papers.

45. Progress is also being made in the co-ordination of the libraries of the United Nations and the specialized agencies, by such means as the establishment of a regular exchange of official publications between the United Nations and specialized agencies; the publication of check lists on a uniform basis of their official publications; the current subject indexing of documents and publications; the avoidance of unnecessary duplication of acquisitions and services. The establishment of a liberal lending policy by the United Nations library at Geneva is welcomed by a number of agencies with offices in that centre.

VII. CONCLUSION

46. The above is in the nature of a progress report to the Council at its eighth session of work which has been proceeding in the field of general co-ordination since it last met.

47. Fuller material on the co-ordination of work programmes will be available at the Council's ninth session, when it will have before it a further series of annual reports of specialized agencies and commissions, a second edition of the Comparative Review and a number of working papers on selected topics. Meanwhile, the Committee is glad to be able to report that its work is making steady progress.
