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Dual Distribution for Council MembersTHIRD REPORT OF THE COORDINATION COMMITTEE TO THE
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THIRD REPORT OF COORDINATION COMMITTEE TO
THE ECONOMIC AND SOCIAL COUNCIL

I. Introduction

1. Since its Second Report to the Economic and Social Council, the Coordination Committee held its Fourth and Fifth Sessions at Lake Success on 27-29 May 1948 and 15 July 1948. It met with the Advisory Committee on Administrative and Budgetary Questions on 16 July 1948 to discuss matters of mutual interest.

2. Name

It was noted that at the Sixth Session of the Council, the Council Committee on Matters relating to Coordination considered that the Coordination Committee might henceforth be known as the "Secretary-General's Committee on Coordination." The Coordination Committee feels considerable doubt whether the new name proposed adequately reflects its character or the role which the Council wished it to play. If it is felt that the existing title of "Coordination Committee" is likely to give rise to confusion, it might be replaced by "Coordination Committee of the Secretary-General and the Chief Administrative Officers of the Specialized Agencies."

3. Attendance

The following members (or substitutes) and observers attended the fourth and fifth sessions respectively:

Fourth Session:

The Secretary-General - Chairman
Mr. Edward J. Phelan, Director-General of the ILO
Mr. Noble Clark, Acting Director-General of FAO
Mr. Walter H.C. Laves, Deputy Director-General of
UNESCO
Mr. Arthur R. McComb, Deputy Secretary-General of
ICAO
Mr. John J. McCloy, President of the Bank
Mr. M.H. Parsons, Director of Operations Department
of the Fund

Fifth Session:

The Secretary-General, Chairman
Mr. Edward J. Phelan, Director-General of the ILO
Mr. Norris Dodd, Director-General of FAO
Mr. S.V. Arnaldo, Acting Head, New York Office of
UNESCO
Mr. Arthur R. McComb, Deputy Secretary-General of
ICAO
Mr. Richard H. Demuth, Assistant to the Vice-
President of the BANK
Mr. Gordon Williams, Assistant to the Managing
Director of the FUND

Cmdr. R.G.A. Jackson, Assistant Secretary-General for the Executive Office of the Secretary-General and for General Coordination acted as RAPPORTEUR for the Preparatory Committee at both sessions.

The members were accompanied by the following persons who attended as advisers at one or both meetings:

Mr. C. Wilfred Jenks, Legal Adviser, accompanying
Mr. Edward J. Phelan
Mr. F.L. McDougall, Counsellor, accompanying
Mr. Noble Clark
Mr. S.V. Arnaldo, accompanying Mr. Walter H.C. Laves
Mr. E.R. Marlin, Liaison Officer, accompanying
Mr. Arthur R. McComb
Mr. Richard H. Demuth, Assistant to the Vice-President,
accompanying Mr. John J. McCloy
Mr. J. Saper, accompanying Mr. M.H. Parsons

Observers present at the sessions were:

Fourth Session:

Mr. George E. Hill, Executive Assistant of the WHO
Miss Martha Bichle, Operations Officer of the PC.ITO
Mr. E. Wyndham-White, Executive Secretary of the EC.ITO
Mr. Branco Lukac, Executive Secretary of the IMCO

Fifth Session:

Mr. George E. Hill, Executive Assistant of the WHO
Mr. L. Dolanney, Deputy Executive Secretary of the IMCO

There were also present for particular items members of the Secretariats of the United Nations and Specialized Agencies.

4. General Scope and Nature of Committee's Work

The Committee considered the question of programme coordination and its relations to the reports on the work of the United Nations and the Specialized Agencies and also considered various aspects of administrative and budgetary questions including in particular the feasibility of improved budgetary coordination.

Apart from action taken on such specific issues, the Committee gave careful thought to its own machinery and procedures with a view to the most effective performance, within its terms of reference, of its role in the continuing process of coordination as contemplated by the Council at its last session. The magnitude and complexity of its task is clearly such that it is manifestly impossible for the Secretary-General and the chief administrative officers of the Specialized Agencies to deal with more than the major issues involved. The Committee has endeavoured to meet the problem by arranging for a strengthening of the existing machinery of Consultative Committees and Working

Parties for inter-secretariat coordination at the technical and administrative level; and by empowering its Preparatory Committee to act so far as possible on its behalf in referring matters to those bodies for study and report and in settling problems arising out of their work. By these means, it hopes to leave itself freer than heretofore to concentrate on the more important problems of policy and programming which call for solution at the level of the Committee.

The work accomplished by the Committee is outlined in the present report. In reporting on its work, the Committee has included certain actions taken by its Preparatory Committee under the above delegation of authority. A summary of the steps which the Committee has taken to strengthen its machinery and a summary of the activities of its subsidiary bodies are contained in Annex I.

It should be noted that the meetings have provided - and no doubt will continue to provide - opportunities for informal consultation on numerous matters of concern to two or more agencies. The Committee wishes to place on record its keen sense of the value of such informal consultation.

The Committee wishes to affirm the statement it made to the Council in its First Report, that agencies are already cooperating extensively with the United Nations and with each other, and that the existing machinery for cooperation and coordinated action has demonstrated its potentiality and is achieving positive results. It reiterates its view that "good, general coordinated action is the aggregate of hundreds of points of contacts between the United Nations and the agencies and between the agencies themselves."

II. Programme Coordination

A. Reports on the work of the United Nations and the specialized agencies

5. Introductory

The Committee considered Part C of Resolution 128 (VI), in which it was asked: (a) to take note of the Council's request for reports contained in Part A of the Resolution; (b) to transmit suggestions or observations on the form and content of these reports; (c) to examine the possibility of including in the reports such budgetary information related to current and prospective work programmes as will enable the Council to appraise their relative scope; (d) to draw attention to any apparent overlapping or duplication of activities of the United Nations and the agencies, and (e) to report to the Council at each of its sessions on the work of the Committee.

In accordance with the Council's request, the Committee took note of this resolution.

6. Form and Content of Reports

The Committee has given careful consideration to the Council's request for any suggestions or observations which it may wish to make concerning the form and content of the reports. While it is for each agency to consider how far it is in a position to comply with the requests contained in the Council's Resolution, there are certain considerations of a general character which the Committee ventures to draw to the attention of the Council.

The primary purpose of the reports is to facilitate the task of the Council in discharging the responsibility for securing effective coordination of the activities of the United Nations and the specialized agencies entrusted to it by the Charter.

From this point of view, the information requested in sub-paragraphs (c) and (d) of paragraph 2 of Part A of the Council's resolution, which relates to relationships with the United Nations and with other specialized agencies, would appear to be of special importance. The members of the Committee will endeavour to ensure that special attention is given to these matters in the reports submitted by the respective agencies.

The Committee doubts whether very detailed information under certain of the items mentioned in the Resolution would be of sufficient practical value to the Council for purposes of coordination to justify the labor and expense involved in its preparation. It therefore suggests that this matter might be dealt with progressively as further experience becomes available.

The form of the report will differ to some extent with the differing circumstances of the several agencies.

Although the Bank and Fund have voluntarily submitted supplementary information to the Seventh Session of the Council covering activities subsequent to those dealt with in its last annual report, both the Bank and the Fund expressed the view that their obligation extends only to the transmittal of their annual reports and quarterly financial statements. Certain agencies prefer to transmit to the Council their normal reports to their own members, with supplements. Others do not have annual reports appropriate for this purpose and prefer to submit a special report.

It is hoped in the course of time to attain greater uniformity in the presentation of the reports, but in the immediate future special regard must be had to such practical considerations as the limitation of staff and administrative resources available. All of the agencies are being urged to keep overhead administrative costs at a minimum, and in these circumstances it seems desirable to eliminate any unnecessary duplication between reports prepared for different purposes, while at the same time ensuring that the Council has before it a survey which will enable it to review the activities and plans of the specialized agencies in broad terms, to ascertain whether the emphasis placed upon various fields of work promotes to the maximum the economic and social objectives which the United Nations and the specialized agencies have in common, and to decide possible areas of overlap or gap in the pursuance of these objectives.

In this connection, the Committee attaches special importance to the analysis of the reports which it asked the Secretary-General of the United Nations to prepare, in consultation with it, for submission to the Council. This analysis, which takes the form of a comparative review of the agency reports in relation to one another and in relation to comparable material on the work of the United Nations, is discussed in paragraph 9 below.

In this analysis special attention will be devoted to the future work programmes contained in the reports of the various agencies and to the information available concerning any priorities within agencies.

7. Inclusion of Budgetary Information *

The Committee has made a preliminary examination of the possibility of including in the reports such budgetary information relating to specific work programmes, current and prospective, as will enable the Council to appraise their relative scope. The budgets of the specialized agencies concerned are already communicated to the United Nations in accordance with the terms of the Agreements

* This section does not apply to the Bank and the Fund.

for examination by the Advisory Committee and the General Assembly. The Committee understands that the primary objectives of the Council in making this request was to enable it to gauge the order of magnitude of the resources being devoted to specific projects.

While certain members of the Committee felt that they were unable prior to consultation with their Governing Bodies to indicate how far it may be possible to meet this request, there was general agreement, that, since none of the agencies budget or are able to budget on a strict project basis, numerous technical problems will be encountered in arriving at suitable estimates for specific projects, particularly if the basis of the estimates is to be roughly comparable as between the agencies concerned. The work currently being done through the Consultative Committee on Administrative and Financial Questions on problems of project budgeting for purposes of presentation of summaries of agency budgets to the General Assembly will gradually yield useful experience in this connection.

8. Overlapping or Duplication

The Committee will continue to examine any apparent overlapping or duplication of activities of the United Nations and the specialized agencies in the economic, social, cultural, educational, health and related fields. The Committee calls attention to the fact that the sharing of common fields of interest as between the United Nations and the specialized agencies, and as between the agencies themselves, is not, per se, an overlapping of work programmes. It devoted special attention to this matter at its mid-July session when it considered the comparative review prepared by the Secretary-General of the reports transmitted by the various agencies.

B. Comparative Review

9. The Committee was impressed when examining the Comparative Review, by the necessity of proceeding in stages in order to secure effective coordination based upon a fair appraisal of real needs. It suggests that the Council might find it convenient to select a few well defined and urgent problems of economic and social policy at a time, and to study the various aspects of these problems which are dealt with by the United Nations and the specialized agencies with a view to ascertaining the extent to which collaboration is being satisfactorily achieved.

With a view to facilitating the task of the Council, if it should find it appropriate to adopt this method of approach, the Committee thinks it desirable to draw attention to the chapter of the Comparative Review submitted by the Secretary-General which deals with the problems of priorities, overlapping and gaps in work programmes. In this connection the Committee ventures to draw the special attention of the Council to the questions of migration, housing and the relations between the regional commissions of the United Nations and the specialized agencies.

The Council has before it a comprehensive report on the allocation of international responsibilities in the field of migration. This report analyzes the various aspects of migration which are appropriate for international action, including information for the use of migrants, statistics of migration, analytical reports and compilations, advising on migration schemes and their financing, international placement of manpower, simplification of formalities and reduction of costs, protection of the social and economic rights of migrant workers, and protection of the rights of migrants as citizens and aliens, and indicates the manner in which the United Nations, and various specialized agencies have agreed, after detailed consultation to coordinate their efforts in this field. The Council may wish to indicate whether it considers that this represents a satisfactory distribution of responsibilities in this field which might be further examined when a reasonable experience has been secured of its operation.

The Council also has before it a report of a more preliminary character concerning housing, which contains tentative indications of fields of interest and present and future activities of the United Nations and the specialized agencies. The Council may wish to take this opportunity of expressing any general views which it may have concerning future coordination in this sphere, and to request the Coordination Committee to continue its survey on the subject and to make a more detailed report for consideration at a future session of the Council.

The Council may also wish to consider the relationship between the regional commissions of the United Nations and the specialized agencies. It might think it desirable to draw the attention of all concerned to the great opportunities for a continuous and increasing development of fruitful cooperation which exist in this field and the desirability of regular consultation to ensure that full advantage is taken of these opportunities and any undesirable duplication is avoided.

C. Catalogue of Economic and Social Studies

10. The following recommendation was made to the Secretary-General concerning the descriptive catalogue of studies requested by the Economic and Social Council in Part B of Resolution 128 (VI):

(a) That such a catalogue should be issued annually by the United Nations, and should be comparable in form and content to the existing Directory of Economic and Statistical Projects (which it would supersede) subdividing projects by organizations undertaking them and including a subject index.

(b) That a date should be fixed, common to all organizations concerned, for the submission of material, with a view to ensuring that the material covers a common time-period and that the date of publication is related to the date of submission of agency reports to the Economic and Social Council.

D. List of Inter-Governmental Organisations

11. The Committee noted that agencies had cooperated in the preparation of the list requested of the Secretary-General in Part B of Resolution 128 (VI).

III. Administrative and Budgetary Questions

"A. Joint Board of Audit

12. The Co-ordination Committee considered that the institution of a joint system of audit might well play an important part in securing greater uniformity in budgetary and financial practice.

In an exchange of views with the Advisory Committee both the advantages and the difficulties of achieving a common audit system were recognised. The Committee was informed that the appropriate authorities of certain specialized agencies had this question under review, and the Committee itself agreed to follow developments. The Bank and the Fund informed the Committee that neither agency could depart from its present practice.

B. Form of Budgets*

13. The Co-ordination Committee agreed that the practical objective should be development towards a standard budget form with necessary variations in detail to fit the special requirements of each agency. As a first step in this direction a series of technical meetings has produced an agreed standard pattern of budget headings and objects of expenditure, (together with standard definitions) which the United Nations and the agencies have undertaken to use as a basis for summaries of 1949 estimates. When the budgets and standard summaries have been transmitted to the Secretary-General, the United Nations Secretariat will prepare an annex to the United Nations budget for 1949 encompassing these summaries together with appropriate tables and analyses in order to facilitate inter-agency budgetary comparisons. Members of the Co-ordination Committee have also been invited to make the maximum use of the panel of objects of expenditure (with such revisions as may be made from time to time) within the framework of existing budget forms and to take all possible steps for eliminating non-essential differences in structure and terminology. In the budgets prepared to date, adjustments towards this standard pattern have been made. While continued progress along these lines may be expected, a much more difficult problem is presented by the fundamental structural changes in the main budgets which complete standardization would require since the general budget structure of an organization is usually determined by the financial regulations which the General Assembly or Annual Conference has approved.

14. Perhaps an even greater difficulty lies in the differences in size and organizational structure of the United Nations and the respective agencies. In this connection, it will be recalled that the Advisory Committee in its report to the Second Regular Session of the General Assembly, while of the opinion that there was no insuperable reason why many differences in details could not be eliminated, warned,

* This section does not apply to the Bank and the Fund.

nevertheless, that the desirability of similarity in budget form, should not be pressed to an unreasonable extent. If and when a common budget pattern is believed to be practicable, the panel of objects of expenditure and the standard definitions that have been established will offer a sound technical basis for the accomplishment of this objective.

15. In view of the fact that the United Nations and most of the agencies are still in the experimental stage in this matter, the best results, the Committee feels, will be secured by seeking continuously to improve the technique of budget presentation for purposes of comparability and in particular by seeking to improve methods for presenting budgetary information by projects or activities.

C. Feasibility of Improved Budgetary Co-ordination*

16. In addition to requesting recommendations concerning measures for achieving greater uniformity in budget presentation, General Assembly Resolution 125 (II) of 20 November 1947 calls upon the Secretary-General, in consultation with the Co-ordination Committee and with the Advisory Committee to report to the Economic and Social Council and to the third regular session of the General Assembly on "the feasibility of improved budgetary co-ordination between the United Nations and the Specialized Agencies". In informing the third session of the Co-ordination Committee of the Assembly's request, the Secretary-General explained that the terms of the Resolution represented a compromise between divergent views within the Assembly as to the extent to which the principle of a consolidated United Nations-Specialized Agencies budget was desirable and/or practicable. The Secretary-General explained also that it was clear from the record of the Assembly discussion that the obligation remained to continue exploration of the problems relating to the achievement of a consolidated budget as agreed by the Co-ordination Committee at the second session. He remained free, however, to suggest and to collaborate in alternative methods of improving budgetary co-ordination insofar as these would serve to promote the purposes which the General Assembly had in view.

17. The Committee agreed, at the second session, that each agency concerned would transmit a note to the Secretary-General on this question by March 1948, as a basis for discussion at its next meeting. Written statements, expressing substantially identical conclusions, were received from the ILO, ICAO and UNESCO. At the second session of the Preparatory Committee, FAO associated itself fully with these conclusions, which were endorsed also by WHO, whose representative could not, however, speak formally in view of the Organization's interim character. The views expressed may be summarized as follows:

- (a) That the purposes for which improved budgetary co-ordination has been suggested can best be attained by intensifying the efforts that are being made to secure the most efficient working of the machinery already established (the Economic and Social Council,

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This Section does not apply to the Bank and the Fund.

Advisory Committee, Co-ordination Committee and the various Consultative Committees set up at the Secretariat level) through the operation of which duplication of effort can be increasingly avoided and constructive co-ordination increasingly effected.

- (b) That, since programme co-ordination is basic to budgetary co-ordination, special importance should be attached to the reports on activities and work programmes which all agencies have agreed to furnish.
- (c) That, having regard to the further improvements which experience should make possible, the arrangements agreed upon for the purpose of facilitating comparative analyses of the different budgets will enable the Assembly, in considering the recommendations which it may wish to make to the Specialized Agencies, to have a complete picture of their budgetary requirements.
- (d) That it would be premature to attempt to go further than this in the direction of "improved budgetary Co-ordination" at the present stage.

18. In reaching these conclusions, the Committee re-examined its own views with respect to the constitutional, policy and technical aspects of possible arrangements for presenting budgets of specialized agencies for approval by the General Assembly, as presented in paragraph 31(c) of the First Report of the Co-ordination Committee to the Economic and Social Council. It appears desirable to reaffirm most of these points with some elaboration resulting from further experience and discussion by the appropriate organs of several of the agencies.

Members of the Committee expressed in 1947 and again in 1948 the view that eventual consolidation of the budgets of the international organizations could not easily be envisaged unless the executive and legislative conditions for approving the budgets were comparable to those applicable to a national government.

To secure the approval of a consolidated budget would require, inter alia:

- (a) A constitutional transfer of budget-making powers from the constituent assemblies to the General Assembly;
- (b) Changes in the character of General Assembly delegations;
- (c) Provision by the General Assembly for lengthening of its session sufficient to permit it to perform at one time and place the budget task now performed by the financial committees, governing bodies and conferences of the various individual agencies; and
- (d) A means of overcoming the problem arising from divergence of membership inasmuch as none of the specialized agencies with agreements has as members all of the governments represented in the United Nations and some have member governments which do not belong

to the United Nations and therefore are not represented in the General Assembly. This situation would make it difficult, if not impossible, for the members of specialized agencies not members of the United Nations to enjoy an equal voice in the adoption of the budget of agencies of which they are members and would involve vesting in members of the United Nations not members of specialized agencies a measure of responsibility in regard to those budgets which would not be acceptable to the Annual Conferences of the agencies concerned.

The Co-ordination Committee also noted in 1947 a report of its Consultative Committee on technical and procedural aspects of possible arrangements for approval of specialized agency budgets. It was clear that solutions to a number of complicated technical problems would need to be found even after the policy questions had been resolved.

In view of considerations such as those mentioned above, the Co-ordination Committee came to the unanimous conclusion that a consolidated budget to be approved by the General Assembly, however desirable it might perhaps be as a development of international institutions, is not immediately practicable and could only be achieved by a whole series of related decisions and not by unilateral action of the General Assembly.

The Committee however considered that there is already machinery provided in the Charter and in the agreements for achieving the objectives for which the consolidated budget is proposed, namely, overall economy and efficiency; and that, as the budgets of the agencies have been furnished to the United Nations in 1947 and 1948, this machinery can now be given a fair trial.

The Committee feels that its meetings with the Advisory Committee have initiated a most valuable co-operation between the two Committees and hopes that in subsequent meetings the question mentioned above may be further explored.

As an addition to this machinery the suggestion was made that the Advisory Committee might meet from time to time with representatives of the Finance Committees of the specialized agencies in order to discuss further measures to secure efficiency and economy.

19. It is apparent that, apart from any question of its ultimate desirability, the constitutional and political prerequisites for a consolidated budget are not capable of immediate or early fulfilment. So long as these circumstances obtain, the Co-ordination Committee is of the opinion that there is no advantage in continuing to explore this question and that the collective efforts and experience of the United Nations and the agencies might more profitably be directed to development of alternative methods and techniques of co-ordination and in particular to the improvement and strengthening of the process of review and examination of budgets by the Advisory Committee and by the General Assembly.

20. It follows from the above review of the situation that any steps in the direction of a more integrated budgetary system could only be taken if the representatives of Governments who are responsible for drawing the questions of policy involved in the General Assembly and in the Conferences of the

various agencies were to take parallel action in these different bodies. This does not, however, lessen, but rather increases the responsibility of every United Nations organization to ensure by all the means within its power that available resources are wisely and prudently expended with proper regard not only to its own particular interests but equally to the wider interests of the United Nations as a whole. The Co-ordination Committee therefore believes it is of the greatest importance that in the field of budgetary co-ordination, the United Nations and the specialized agencies should strive to give full effect to the recommendations and suggestions of the General Assembly, the Council and the Advisory Committee as well as to the policies and procedures agreed upon in the Co-ordination Committee and its subsidiary bodies with special reference to:

- (a) Implementation of recommendations which the General Assembly may make;
- (b) Active consultation between the United Nations and the specialized agencies in the preparation (at all stages) of their budgets;
- (c) The rôle the Economic and Social Council should play in the development of an overall work programme and the importance in relation thereto of adequate reports on activities and future programmes; and
- (d) The desirability of achieving a greater measure of uniformity of administrative and financial practices and procedures, particularly with respect to internal financial controls and external audit arrangements.

"D. Common Pension Scheme

21. The Committee considered the questions of policy related to possible development of a common pension scheme for the United Nations and agencies. It had an exchange of views with the Advisory Committee on the problem of achieving a common age of retirement and other aspects of the matter which might be prerequisites for a common pension scheme.

The Committee agreed in principle that arrival at common standards for pension arrangements was desirable, and that there was an obvious advantage in making the coverage of the United Nations scheme as wide as possible. The decision of an agency to join the United Nations scheme must of course be made individually.

The Bank and Fund representatives informed the Committee that their agencies, after examination of the United Nations scheme, had adopted their own plans, effective 31 July, and accordingly would not now be in a position to join a common scheme.

"E. Internal Taxation System

22. The Co-ordination Committee in consultation with the Advisory Committee considered the question of a system of internal taxation for international officials, proposals concerning which are to be placed before the General Assembly by the Secretary-General. There was agreement that this is a matter on which uniformity is particularly desirable. The members of the Committee agreed that they would draw to the attention of their respective appropriate authorities any decisions on the subject which may be taken by the General Assembly.

IV. International Civil Service Advisory Board

23. The Committee agreed on the nominations of persons to be asked to serve on the Board. The Secretary-General is communicating with the nominees and, on receipt of acceptance, will announce the membership of the Board and the date of its first meeting. The Committee made a slight revision of the Board's terms of reference which had been adopted at the Committee's Second Session. The revised text is shown in Annex III.

V. Other Questions

24. Regional Activities

In regard to the coordination of activities and facilities in particular areas of the world, the Committee's immediate intention has been to ensure that practical solutions are found for current problems and to improve the machinery for working relationships where several organizations already have established facilities.

The Committee proposes to keep the subject of regional activities on the agenda of its meetings as a regular item. As individual day-to-day operating problems are resolved, the Committee intends to continue to deal with a number of broader issues on which a closer approximation to common policy must be achieved if development of the regional activities of the various organizations is to be properly correlated.

Of necessity, the Committee's studies will be developmental and pragmatic in character, since the situations to be considered will change as the studies proceed, and furthermore, the very nature and the stage of development of the programmes of the different agencies, as well as the machinery through which the programmes are implemented will vary considerably.

The offices established to serve the four United Nations regional economic commissions are likely to influence the orientation of the regional operations of other organizations. In this connection, a decision as to permanent sites for EC.FE and ECLA will be a factor in the plans of other agencies in the Far Eastern and Latin American regions.

The Committee was informed that within the United Nations Secretariat steps have been taken to improve the machinery of overall coordination of overseas activities; and that it is hoped to expand the arrangements for the exchange of information on regional plans and problems.

The view of the Committee was that it would be helpful if there was full consultation in advance before the establishment of new and permanent regional offices. The

machinery of the Coordination Committee and its Preparatory Committee is available for this purpose.

25. Coordination of Administrative Services in Different Centres

(a) Geneva

The Committee decided, as an interim measure and possible pattern for later application elsewhere, that the committee of administrative and finance officers of organizations with offices in Geneva, which has dealt with certain common administrative problems there, should be set up on a formal basis, with arrangements for reporting its work to the Consultative Committee on Administrative Questions.

(b) Paris

The proposal of UNESCO to make the administrative services of its headquarters offices in Paris available on a reimbursable basis to secretariats of other agencies stationed there which wish to make use of these services was favourably received. UNESCO has been asked to continue negotiations locally, the understanding being that the several agency representatives will obtain policy approval from their headquarters as they proceed.

26. Calendar of Conferences

The Secretary-General has proposed to the Third Session of the Committee a plan under which annual conferences of the agencies would, if possible, take place in the first six months of the year while the pre-Assembly session of the Council, the General Assembly and ad hoc international conferences would, if possible, take place in the last six months. It was noted that the dates proposed by the ILO, ICAO and WHO for their 1949 conferences complied with this schedule. The FAO considers it important that the Annual Conference should take place shortly after the harvest in the Northern Hemisphere and in order that Member Governments in that hemisphere might take into account in their plans for spring sowings the recommendations of the Annual Conference. The Council of FAO has decided, therefore, to hold the 1948 Annual Conference on 15 November. The UNESCO Conference was scheduled for 18 October; the question of the timing of future conferences is to be considered by UNESCO's Executive Board and General Conference. The BANK and FUND Boards of Governors sessions will open on 27 September, this being the time of year found most feasible for attendance by the governmental representatives involved.

27. Non-Statistical Questionnaires

With respect to non-statistical questionnaires, the Committee adopted a policy statement calling for advance consultation in appropriate cases. It noted also the arrangements made within the United Nations Secretariat to assure that non-statistical questionnaires to agencies will only be formulated after review of material already available and after consultation with the agencies concerned.

28. Fellowship Programmes

The Committee requested its Technical Working Group on Fellowship Programmes to conduct a comparative study of agency fellowship policies.

A N N E X . I

Organizational Matters and Work of Subsidiary Bodies

I. Preparatory Committee

The Preparatory Committee of deputies or senior representatives established by the Coordination Committee in January 1948, held four sessions at Lake Success, on 24-25 February, 7 May, 27 May and 14-15 July.

In accordance with the plan of organization indicated in the introduction of the present report, and to eliminate minor anachronisms in the terms of reference of the Preparatory Committee, the Coordination Committee amended the guiding principles adopted at its Second Session. The amended principles now provide that the membership and duties of the Preparatory Committee of deputies shall be as follows:

1. The committee shall consist of the deputy or a senior representative of the administrative heads of the Specialized Agencies and the United Nations, and shall include all agencies requesting representation.
2. The committee shall meet at the call of the Secretary-General, in advance of each scheduled session of the Coordination Committee.
3. The committee shall consider Coordination Committee agenda items proposed by any member, prepare the tentative agenda, and arrange for the submission in advance of relevant working papers.
4. The committee may refer proposed items not appropriate for Coordination Committee consideration to working groups or to existing consultative committees, and shall inform the Coordination Committee of all instances in which items are so referred.
5. The committee shall undertake special assignments and handle lesser matters of coordination on behalf of the Coordination Committee.
6. The committee shall receive the reports of subsidiary bodies including inter-agency regional committees and working groups, and, where required, take action, as far as possible, on behalf of the Coordination Committee.

II. Organizational Matters

The inter-secretariat Working Groups on Housing and Fellowships, and the proposed Inter-Library Committee (proposed by the Consultative Committee on Public Information) were formally recognized as within the framework of the Coordination Committee and subject to the principles and arrangements generally applicable to subsidiary bodies.

A technical working group on migration was established to provide a formal means for inter-agency consultation in this increasingly important field of work.

On the basis of a proposal of the Consultative Committee on Public Information, the Committee decided to set up an ad hoc group to consider common problems with respect to sales and distribution and other aspects of publications.

The Committee decided, as an interim measure and a possible pattern for later application elsewhere, that the committee of administrative and finance officers of organizations with offices in Geneva, which has dealt with certain common administrative problems there, should be set up on a formal basis.

III. Summary of Activities of Consultative Committees and Working Groups

The following is a summary based on reports received through the Preparatory Committee of the principal activities of Consultative Committees and Working Groups which have met since the Third Session of the Coordination Committee.

Technical Working Group on Fellowship Programmes

This group, organized by the Division of Social Activities of the United Nations Secretariat, held a preliminary discussion on the Coordination of Fellowship Programmes at a meeting on 22 March 1948 attended by United Nations, ILO, FAO, UNESCO, WHO, IC, and ICER, and a technical officer of the Rockefeller Foundation. The points on which the representatives, without committing their organizations, found themselves in general agreement included the desirability of a handbook on fellowship facilities and steps for an adequate exchange of information between organizations to avoid duplication or competition.

Technical Working Group on Housing and Town and Country Planning

This group, which developed from a United Nations interdepartmental committee, met formally at Lake Success on 30 March 1948 with representatives present from United Nations, ILO, FAO, and WHO, IC. The group presented a chart showing the activities and fields of interest for 1948-49 of the United Nations Secretariat and these organizations. It also reviewed steps in coordination already taken.

Consultative Committee on Statistical Matters

The Committee met on 5 March 1948 with representatives present from the United Nations, ILO, FAO, ICAO, UNESCO, BANK, FUND and WHO, IC. There was an exchange of information on training programmes and discussion of the several problems of standardization of data. The progress of a

study of definitions of continental areas for geographical classification of statistical data was reviewed. A discussion of the need of international agencies for external trade statistics led to agreement that arrangements in this field involved primarily the FAO, BANK, FUND and the United Nations, and that these agencies would proceed to work out arrangements for common use of available data.

Consultative Committee on Administrative Questions

The Committee held regular sessions at Lake Success on 11-13 February 1948 and 28-29 April 1948. The February meeting was attended by United Nations, ILO, FAO, UNESCO, ICAO, BANK, WHO.IC, PCIRO and UNRRA; the April meeting by United Nations, ILO, FAO, UNESCO, ICAO, BANK, FUND, WHO.IC, PCIRO, UNRRA and the ICITO. The Committee considered and referred to the Coordination Committee for action the questions of form of budgets, pension system, and staff contributions plan. It also had an exchange of technical information on common problems and a discussion of the comparative study of administrative and financial systems which is being undertaken by the United Nations Secretariat in close consultation with members of the committee.

The Committee held a special session to consider personnel questions. This session, meeting at Lake Success on 7-8 July 1948, was attended by representatives of United Nations, FAO, UNESCO, ICAO, BANK, WHO and ICITO.

(1) With regard to common personnel standards, agencies stressed special problems which made deviations in practice necessary and felt that, particularly with respect to classification and grading of posts and salary systems, early agreement on common standards was not feasible. At the same time, the Committee agreed that certain problems are to be given priority for early study, with the hope of progress towards agreement. These, in order of priority, are: provisions for leave; terms of appointment; certain allowances and differentials; protection and benefits in cases of accidents and service incurred deaths; travel rules and rates; pension and provident fund provisions; staff participating in decisions on personnel questions; handling of appeals. In addition, the comparative study of recruitment policies and methods, already begun, is to be continued. A sub-committee will meet in August to assist with this study and to consider material on recruitment to be prepared for the first meeting of the International Civil Service Advisory Board.

(2) Concerning Geographical distribution in appointments, it was agreed that while the United Nations approach to geographical distribution would not necessarily be suitable for certain other organizations, it need not occasion difficulty for other agencies in their handling of the problem. Variations in the situation of different agencies were recognized and it was agreed that further exchange of information in this area would be made as appropriate.

Consultative Committee on Public Information

The Committee met at Washington on 9 March 1948 and on 4 June 1948. Representatives were present at one or both sessions from United Nations, ILO, FAO, UNESCO, BANK, FUND, WHO.IC, PCIRO, ICEF, and ITU. The Committee reviewed a discussion by the Consultative Committee on Administrative Questions of the Secretary-General's statement of United Nations policy with respect to financing common services provided by the United Nations to specialized agencies, and made certain recommendations in the light of which the statement was revised. Note was taken of material disseminated by the United Nations on behalf of specialized agencies and particularly of special services to United Nations information centres which have been introduced with the cooperation of agencies. A report was received on the interim measures undertaken by the United Nations to implement the General Assembly Resolution on "Teaching about the United Nations and Specialized Agencies."

United Nations Film Board

The Board met in Washington on 8 March 1948 and on 5 June 1948, with representatives present at one or both sessions from United Nations, ILO, UNESCO, FAO, BANK, FUND, WHO.IC, PCIRO, ICITO, ICEF and UNAC. A report was received on films in production. Eight Board films have been completed and ten are in process of production; the first Board film has been distributed to thirty-three Member countries. Problems of operating the Executive Office of the Board were discussed and in considerable measure resolved.

A N N E X I I

COORDINATION COMMITTEE

FOURTH SESSION

International Civil Service Advisory Board
(Revised decision of the Committee)

The Fourth Session of the Coordination Committee agreed as follows:

1. A body to be known as the International Civil Service Advisory Board along the lines outlined below should be established at an early date. The name "International Civil Service Advisory Board" is considered preferable to the name "International Civil Service Commission" as used in the General Assembly Resolution.
2. The purpose of the Board should be to contribute to the improvement of recruitment and related phases of personnel administration in all of the international organizations through:
 - (a) advice and interchange of information on methods of recruitment and on the means by which appropriate standards of recruitment in the United Nations Secretariat and the Specialized Agencies may be ensured;
 - (b) consideration, at the request of the Coordination Committee, of related phases of personnel administration, and developing and making recommendations for guiding principles and appropriate policies arising from the consideration of such problems.
 - (c) at the request of an individual agency, provision of advice or assistance on a personnel problem of the agency.
3. The Board should be advisory and consultative; it should have no responsibility for, or control of, the operation of recruitment or related phases of personnel administration. Experience might show the desirability at a later date of amending the Board's terms of reference to permit the delegation by organizations of certain specific operating responsibilities.
4. The Board should be composed of a Chairman and eight (8) other members appointed by the Secretary-General, with the advice and consent of the Coordination Committee.
5. The Board should be a continuing body. Members of the Board should, in the first instance, be appointed for two years and be eligible for reappointment.

6. The members should be appointed in their personal capacity as individuals who have earned wide public trust in their judgment, and whose high qualifications would ensure respect for the Board's advice. They should be representative of different regions and cultures and bring to the Board diverse experience appropriate to its work. They should not be chosen or regarded as representatives of organizations. No Board member should serve concurrently as a member of the Secretariat of the United Nations or any specialized agency.

7. Members should be given allowances adequate to meet all expenses in connection with Board sessions, including compensation for loss of salary, if incurred.

8. Costs of the Board should be borne in the following manner, subject to review and revision at the end of the first year of operation:

(a) Staff work for the Board shall be done by the appropriate part of the United Nations Secretariat.

(b) Expenses for meetings of the Board - i.e., travel and allowances - shall be shared between the agencies and the United Nations on an agreed basis.

(c) Expenses incurred in working upon individual requests made by an agency on a specific problem shall be borne by the agency on a reimbursable basis.

9. The Board should have two regular meetings each year, plus any extraordinary meetings which may be convened by the Secretary-General, either on his own initiative or at the request of the Coordination Committee.

10. Periodic or general reports should be made by the Board to the Coordination Committee through the Secretary-General.