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Chairman : Prince Wan WAITHAYAKON (Thailand).

**Report of the Economic and Social Council (chap-
ter VIII, section I) (A/1884) ¹ (continued)**

[Item 11] *

**Co-ordination between the United Nations and the
specialized agencies : (a) Administrative budgets of
the specialized agencies and the development of
common services : report of the Secretary-General;
(b) Concentration of effort and resources : report
of the Economic and Social Council (A/1812 ² and
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(continued)**

[Item 28] *

1. Mr. AGHNIDES, Chairman of the Advisory Committee on Administrative and Budgetary Questions, explained, in reply to the Pakistani representative's question at the previous meeting concerning the figure of \$80,115,234 in paragraph 9 of the Advisory Committee's report (A/1956), that the proportion of that figure which was appropriated in each organization for personnel services was as follows :

United Nations	\$29,141,230
ILO	4,231,863
FAO	3,506,231
UNESCO	4,732,025
ICAO	2,324,628
UPU	125,300
WHO	4,367,750
ITU	767,968
TOTAL	\$19,096,995

2. Personnel services comprised salaries, temporary assistance, consultants' fees, overtime and night differential, children's allowances, repatriation grants, contributions to the Staff Pension Fund and other related payments.

3. Mr. HILL (Secretariat) in reply to the question raised that morning by the Brazilian representative, stated that no direct request had been made by the Economic and Social Council to the ACC to report on difficulties which the latter had experienced in the course of its work. At its ninth session the Council had called the ACC's attention to the desirability of doing so, but had expressly left the manner of reporting to its discretion. The Council had suggested at its eleventh session that the Committee should include in its report an account of such difficulties. The Committee had occasionally referred to certain difficulties which it had felt should be brought to the Council's notice, but its major functions were to ensure the fullest possible co-ordination, to prepare programmes of joint action and to see what progress could be achieved through discussions at the top Secretariat level; it was usually in a position to report full agreement. The discussion of the ACC reports at the two latest sessions of the Council had in fact led to no renewal of the suggestions made at an earlier stage.

4. With regard to the Brazilian representative's comments on the proposal that the report of the Advisory Committee on Administrative and Budgetary Questions should be submitted to the Advisory Committee on Administrative and Budgetary Questions, he explained that, at the request of the Council, the ACC had reported fully to the Council on all its activities and had included an account of its work on those questions for the Council's information. Such matters were, however, reported

¹ See *Official Records of the General Assembly, Sixth Session, Supplement No. 3*.

* Indicates the item number on the General Assembly's agenda.

² *Ibid.*, *Supplements No. 5 and 5A*.

on more fully to the General Assembly by the Secretary-General and the draft of his report was passed to the Advisory Committee.

5. The ACC and the Advisory Committee had recently held a joint meeting to study questions of common concern and intended to hold further such meetings in future; that procedure should make it possible for the Advisory Committee to be fully apprised of the views and actions of the ACC.

6. The United Kingdom representative had referred that morning to paragraph 1 of rule 33 of the Council's rules of procedure and had rightly remarked that the consideration of the summary of the financial implications submitted to the Council at the end of its sessions was usually superficial. It was perhaps desirable to refer also to paragraph 2, which was the more important part of the rule, calling for financial statements on each item having financial implications; that rule was modelled on rule 152 of the General Assembly's rules of procedure. Those estimates were always before the Council and were frequently discussed. The summary estimate referred to in rule 33, paragraph 1, was merely a recapitulation of the individual summary estimates presented in the course of the session.

7. In connexion with the remark made that morning by the Australian representative regarding the action of WHO in the matter of differentials, he drew attention to the resolution of the Fourth World Health Assembly at the end of document A/C.2&3/100-A/C.5/457.

8. He also referred the Committee to the communication from the Governing Board of ILO on the concentration of efforts and resources (A/C.2&3/97-A/C.5/450, paragraph 49) which had been transmitted to all Member States.

9. Mr. MODEROW, Director of the European Office of the United Nations, explained, in reply to a question by the Australian representative, that the conference capacity of the European Office had been stabilized for about three or four years, but that it had to be increased whenever any large visiting conference held a session in Geneva. The extent of the increase varied according to the work-load of the conference and when several conferences met simultaneously; the increase was very considerable.

10. It was therefore important for the European Office's total conference programme to be rationally planned on a continuing basis; such planning would also facilitate co-ordination with the specialized agencies in the utilization of conference staff. Under the existing system, opportunities of lending and borrowing staff as between the United Nations and its specialized agencies were frequently lost because of the uncertainty about the United Nations own requirements at a given time. The difficulty would increase since other institutions were settling in Geneva and being encouraged to use the Palais des Nations. The recommendation at the end of section 40 of the Secretary-General's Report (A/C.2&3/103-A/C.5/460) was therefore fundamental to any further development in the co-ordination of conference services.

11. With regard to reimbursement rates, the Australian representative's fear that the organizations would hire temporary assistance rather than use each other's officials could be set at rest. As stated in the above-mentioned document the Secretary-General and the heads of the specialized agencies in Geneva had agreed that they would not use temporary assistance until

they had exhausted the possibilities of borrowing staff from each other.

12. Mr. BRENNAN (Australia) suggested that it would be in the interests of the Secretary-General, as well as of Member States, for information about conference services available at different times during the same year to be in a more lasting form so that delegations might take all the relevant factors into consideration when deciding on a particular time for holding a given conference.

13. Mr. RODRIGUEZ FABREGAT (Uruguay) stressed that budgetary factors should not be allowed to interfere with the vital humanitarian activities of the specialized agencies. Some delegations had advocated cuts in the United Nations budget appropriations for the specialized agencies, while others had underlined the advisability of expanding the activities of those bodies. If faith in the true purposes and ideals of the United Nations was to be maintained, and if the specialized agencies were to meet the increasing requirements in their respective fields, their activities should not be restricted by budgetary measures.

14. He congratulated the Council on its admirable report and recognized that the specialized agencies were working efficiently and effectively. Uruguay had sat on the Executive Board of UNICEF and had always felt that the operations of that body should be governed primarily by the undeniable needs of the children of the world. The specialized agencies were performing similar essential functions.

15. The United Nations was interested not only in political co-ordination with the object of ensuring peace, but also in the needs of mankind. Although the functions of the specialized agencies might at times overlap—UNICEF and WHO, for example, might both be engaged in relief of the distress occasioned by the recent floods in Italy, the earthquake in Ecuador and the volcanic eruption in the Philippines—the overlapping should not be looked upon as duplication, but rather as generous co-operation.

16. Where duplication did exist it should be studied along the lines suggested by the Brazilian representative. Duplication should be avoided, first because it was wasteful; secondly, because governments did not like to feel that their responsibilities were being taken over by the United Nations; and thirdly, because it placed a strain on the willingness to co-operate and the effectiveness of the specialized agencies.

17. He fully agreed with the United Kingdom representative's suggestion that a small working group should be established to study the United Kingdom proposal, which he supported in principle.

18. The time might already have come to consider co-ordination among the specialized agencies from a different aspect; their services should not be subject to restrictions resulting from budgetary cuts voted by a small majority. A small committee could, perhaps, in collaboration with the Secretariat, study the functions of the specialized agencies, the possibilities of expanding their activities and the co-ordination of their functions and budgets. A distinction should be made between purely bureaucratic and genuinely technical functions.

19. Ahmed RAMZI Bey (Egypt) generally accepted the report by the Chairman of the Advisory Committee as far as administrative and financial matters were concerned. He agreed with the views which certain

representatives had put forward to the effect that the joint meeting of the Committees was competent to discuss the substance of questions which came before them. Among those questions were problems involving both economic and social considerations, the two being often inseparable. That was the kind of problem, incidentally, with which the under-developed countries were most frequently faced.

20. It had been stated with respect to the question of co-ordination, and of the concentration of effort and resources, that the Committees' work should be limited to a study of administrative and financial matters, without any attempt being made to formulate precise recommendations on the economic and social aspects. But co-ordination and concentration of effort meant something rather different. The implementation of a practical programme of co-ordination necessitated a control organ in the Economic and Social Council which, without its decisions being mandatory, could supply the Council with the necessary recommendations and advice. Indeed, that work could be well performed by the present Committees and their task would be facilitated by taking into account the subject of priorities.

21. The two Committees meeting jointly could also perform a useful function in the matter of recommendations on internal co-ordination in the various United Nations bodies and the specialized agencies. He would have further observations to present in that respect later. The events of the preceding twelve years and the present world situation had made the implementation of effective economic and social programmes imperative. In the co-ordination and direction of such programmes the Committees should avail themselves of the wide powers which had been delegated to them.

22. Mr. GARCIA (Philippines) said that it was the Committees' task to analyze the administrative and budgetary aspects of the Economic and Social Council's work, with special reference to co-ordination and to the concentration of effort and resources. The Philippines, being an under-developed country, had a special interest in ensuring the maximum of economy, but at the same time it was the first to demand that economy should not be allowed to impede or retard the important activities being carried out in accordance with the terms of the Charter. If a Philippine delegation voted for a measure in the Council, then in normal circumstances the Philippines would vote approval for the budgetary implications of that measure in the Assembly.

23. It had been alleged that the Council adopted a somewhat negligent attitude to budgetary implications and often dealt with them as the very last item on its agenda. In that connexion he would point out that the Council was not fully competent to discuss budgetary implications and, moreover, no overall picture of those implications was normally submitted to it.

24. Reference to paragraphs 989 and 993-997 of its report showed that the Council had tried hard to achieve concentration of effort and resources. With specific reference to priorities, he recalled that under the terms of resolution 402 B (XIII) the Council had decided to put on the provisional agenda for its next summer session an item entitled "Adoption of United Nations priority programmes in the economic and social fields".

25. Not only had the Council been alive to the need for the concentration of effort and resources, but it had also, at its thirteenth session, undertaken a comprehensive review of its own organization and that of

the operation of its commissions. Under Council resolution 414 B. I. (XIII) it had been decided to discontinue the Economic, Employment and Development Commission and the Sub-Commission on Statistical Sampling for a period of three years. In that respect the Philippine delegation considered that the Council had been over-zealous in its effort to achieve economies.

26. With regard to budget ceilings, he would repeat his earlier reference to the consideration that, while efforts should be made to stabilize expenditure, that should not result in excessive rigidity, which would manifestly be at variance with what he would call the United Nations spirit. The expanding concept of the United Nations which, in the course of the preceding five years, had produced such vast and successful schemes as the technical assistance programme, would receive a severe check if fixed and unyielding budgetary limits were to be imposed.

27. For that reason the Philippine delegation supported the Council's decision, taken under resolution 402 B. III (XIII) to avoid the imposition of budgetary ceilings on economic and social activities while establishing priorities in respect of urgent and important projects. Co-ordination and the concentration of effort and resources should be regarded as something positive and dynamic, and should be an instrument for further progress rather than a break in progress thus far achieved. He invited all representatives to support the draft resolution which his delegation was submitting (A/C.2&3/L.42-A/C.5/L.133).

28. Mr. DONOSO (Chile) considered that the subject could be resumed under three headings: co-ordination, priorities and budget stabilization. With regard to the first, the Council had recognized in its Report that the ACC had done much good work tending towards concentration of effort and resources, work which had been paralleled by specialized agencies' own efforts.

29. On the subject of priorities, he recalled that at its thirteenth session the Council had decided that the criteria originally laid down by the General Assembly were sound and that no modification of substance was required. He regretted that at the same session of the Council a proposal had been rejected by which the Economic and Social Council was to have delimited broad fields of priorities with respect to economic and social activities. The Chilean delegation on that occasion had advocated that particular attention should be given to a problem of a general nature, such as famine and, by extension, to subjects allied to it. If the Council was to work along those lines, instead of attempting to impart direction through financial control, benefits would accrue not only to the United Nations itself but also to the specialized agencies, which would be assisted in establishing their own priorities. Like the Philippine representative, he was gratified that the Council had decided to put on its next year's provisional agenda an item dealing with United Nations priority programmes.

30. The third heading—budgetary stabilization—was, of course, greatly influenced by the first two. He wished to stress that the Chilean delegation had been among those which had maintained that undue emphasis on budgetary stability would endanger the fulfilment of the United Nations mandate in the economic and social fields. Indeed, it could be said that if a system of careful priorities were adhered to, budget stabilization would follow naturally.

31. Mr. MACHADO (Brazil) wished first to refer to the answers to the two questions which he had put to the representative of the Secretary-General at the previous meeting. With regard to the first, he did not feel entirely satisfied and thought that representatives should know exactly what were the questions before the ACC on which agreement had not been possible. With respect to the answer to the second question, he felt that it had in effect strengthened his own position and he regretted that the Committees should be obliged to discuss a highly technical report without prior revision by the Advisory Committee.

32. It was not the Brazilian delegation's wish to limit the activities of the Economic and Social Council which, although composed of only eighteen members, acted on behalf of the entire United Nations with respect to economic and social matters. Nevertheless, it was the Assembly's task to deal with the financial implications which the Council's activities involved.

33. With regard to the concentration of effort and of resources, he recalled that in 1949 the Brazilian delegation, feeling that sufficiently extensive programmes were already in hand had introduced a draft resolution proposing that no new activities should be undertaken unless they were essential. The two years which had elapsed since that time had, unfortunately, only produced a large increase in the budgets of the United Nations bodies. Further action was therefore necessary. Since funds were usually forthcoming for large and important projects, such as UNICEF, which automatically made an appeal in their own right, his delegation had advocated a budgetary division, by which economy and stabilization would be achieved in the administrative and bureaucratic fields. There were, of course, variants of that method and if necessary the Brazilian delegation would be prepared to support the one which the United Kingdom was advocating.

34. As far as priorities were concerned, he doubted whether the course adopted by the Economic and Social Council had been wise. It was impossible to adjust the work-load priorities to the means and resources available when the latter could not be accurately known to the Council. Priorities should rather be established by the heads of organizations, since only they possessed the requisite data. As it was, the Council had been attempting to apply priorities with respect to a vast number of projects, each of which had had its own sponsors, who would presumably be unwilling to have their own work abandoned or postponed.

35. Mr. STONE (Canada) recalled that in his Introduction to the Report of the Economic and Social Council, the President of the Council had said that a new unity of action was now clearly apparent and an international effort which was co-ordinated both in its ends and in its methods was beginning to take shape. The Canadian delegation was broadly in agreement with that statement. The objectives were clear, and there had been much discussion as to how they could be attained. Moreover, the secretariats of the United Nations and the specialized agencies had developed techniques for co-operation at the working level which were already being widely applied. A start had in fact been made along the right lines, and no fundamentally new approach was needed.

36. Instead he would re-emphasize some of the prin-

ciples which appeared most important, and try also to draw the attention of those most concerned to the responsibilities they must assume if the desired results were to be obtained. The very full documentation before the meeting contained many recommendations which would be useful in that respect. He supported all the Advisory Committee's recommendations on the budgets of the specialized agencies, and, in particular, its suggestions for greater efforts towards the development of common services, for improvement in methods of budgetary presentation and financial control and for the elimination of arrears. He also supported all the Economic and Social Council's recommendations with a view to the development of basically comparable administrative and budgetary techniques and practices and the elimination of the last vestiges of the spirit of rivalry; they were reproduced in paragraphs 1008 to 1012 of its Report. Comparable techniques and practices were of special importance not only with regard to the regular programmes of the United Nations and the specialized agencies, but also with regard to their extra-budgetary programmes such as the Expanded Programme of Technical Assistance.

37. Although satisfactory progress had been made at the technical level, a tendency increasingly evident in the decisions of the policy-making organs ran counter to the declared aims of budgetary stabilization and concentration of effort and resources. Various palliatives had been proposed, but the only really effective cure was for delegations to regain that sense of discipline and responsibility which often seemed to be submerged by national or even personal interests.

38. In that connexion he could not help drawing attention to the difficulties which certain Members would have to face in explaining two recent recommendations to public opinion in their countries—one made by the Fifth Committee relating to assessments and directly affecting the largest contributor³, the other made by the Second Committee and envisaging the ultimate creation of a fund which would spend literally thousands of millions of dollars⁴. It was natural and proper that every delegation should bear its country's particular situation and requirements in mind. But if that were done to the exclusion of the broader common interests, the mutual confidence necessary to the whole work of the United Nations and specialized agencies would be lost and all their efforts might be brought to nought.

39. In conclusion, he hoped that the meeting would refrain from proposing the establishment of new co-ordinating machinery. Excessive co-ordination might defeat the very purposes it was designed to serve.

40. Mr. SOEDARSONO (Indonesia) said that in his Government's view it was inevitable, and indeed desirable, that the activities of the United Nations and the specialized agencies should be expanding, and in that case it was obvious that their budgets must expand too. It was not unduly worried by the fact that the budget estimates for 1952 showed an increase of expenditure over 1951 amounting to 1 or even 2 per cent, although it recognized that the payment of their contributions might present real difficulties to certain governments.

41. The concentration of effort and resources and the elimination of all wastage or misuse of funds was of course desirable, but to impose a budgetary ceiling on

³ *Ibid.*, Fifth Committee, 310th meeting.

⁴ *Ibid.*, Second Committee, 166th meeting.

the activities of the United Nations and the specialized agencies at the present time would be tantamount, as the French representative had pointed out to arresting forcibly the development of a child. The specialized agencies were already alive to the need for the best possible use of resources; they and the United Nations should periodically review their programmes, as the Economic and Social Council had recommended, with a view to eliminating unessential projects. The Council, however, had gone on record as being opposed to strict budgetary ceilings, and had also pointed out that it was bound, under the Charter, to continue to give close attention to economic development in all its aspects.

42. Mr. DAVIN (New Zealand) expressed appreciation of the progress made by the ACC towards securing uniformity in the administrative practices of the United Nations and the specialized agencies.

43. The Co-ordination Committee of the Economic and Social Council had also made some valuable recommendations on concentration of effort and resources which had been approved by the Council and were annexed to Council resolution 402 (XIII). That Committee had expressed the view that the introduction of a common yard-stick for priorities had helped to clarify and to prune existing and projected programmes and was thus likely to contribute to greater stability in programmes and budgets. It had not, however, attempted to draw up a list of priorities itself at the thirteenth session of the Council. The New Zealand delegation was awaiting with interest the results of the Council's consideration in 1952 of the item entitled "Adoption of United Nations priority programmes in the economic and social fields". It would nevertheless urge the specialized agencies to continue their efforts to stabilize their regular budgets and to ensure that the programmes adopted were within the financial means of governments of Member States. The further concentration of effort that was necessary required that delegations to the annual conferences of the specialized agencies should take the initiative in proposing the elimination or deferment of less urgent or important projects.

44. He also hoped that the specialized agencies and the regional and functional commissions would give the closest possible attention to the report of the Co-ordination Committee on its review of 1952 programmes, which had been transmitted to them, and further suggested that substantial savings could be made if at least the initial part of the work of the very many international meetings held each year were done by correspondence.

45. The *Ad Hoc* Committee on the Organization and Operation of the Council and its Commissions had done valuable work which had assisted the Council in reaching the decisions set out in resolution 414 (XIII). A similar committee might well be set up again later in the light of further experience. His Government, which had been elected to the Commission on the Status of Women for 1952 and 1953 without having been consulted in advance, particularly welcomed the action taken by the Council, in paragraph 33 of that resolution, to avoid the recurrence of such incidents.

46. The thorough study made by the Secretary-General of the co-ordination of services in Geneva (A/C.2&3/103-A/C.5/460) showed that much progress had been made in that respect, and he supported the suggestions for bringing UNESCO and FAO into such arrangements.

47. Lastly, he wished to express appreciation of the fifth and seventh (A/1971) reports of the Advisory Committee, and in particular to support paragraph 21 (a) in the fifth report (A/1956), which stated that the function of review of programmes was, in the first instance, a function of the executive head of each organization. The latter should bear in mind the increasing financial burden on governments of Member States and the difficulty of postponing or curtailing work on a project, once it had figured in the budget. On the other hand he could not agree that the imposition of a budget ceiling was already necessary, as suggested in paragraph 21 (b), although no increase over the 1952 figures should be made except for the most compelling reasons. The responsibility for the steady increase in the budgets of almost all the specialized agencies, shown clearly in the comparative table at the beginning of the Advisory Committee's seventh report (A/1971), lay primarily, he repeated, with governments, which should study the detailed comments in that report carefully and, if they endorsed them, instruct their delegations to the annual conferences accordingly.

48. Progress had been made at the technical level and the existing machinery was adequate. What was needed was restraint in matters of purely national interest and awareness of the interests of the international community as a whole.

49. Mr. AZKOUL (Lebanon) urged that the distinction between the practical and the theoretical approaches to budgetary stabilization should be borne in mind. The former meant the elimination of unessential activities; the latter might well make it impossible for work to be undertaken on problems of great importance and urgency merely because they had arisen after the ceiling had been imposed. That it was the practical approach which the General Assembly had had in mind in its resolution 411 (V) was clear from the fact that it had not requested the specialized agencies to stabilize their regular budgets by imposing ceilings, but by eliminating unessential projects. Council resolution 402 B (XIII) had been even clearer. It was only the Advisory Committee which appeared to favour the alternative approach.

50. The Committee's other recommendation, that the Secretary-General should be given responsibility for establishing priorities for the economic and social projects, would place him in an impossible position *vis-à-vis* delegations which had sponsored projects to which he wished to accord a low priority. Moreover, he could not view the programme from any but an administrative angle; only governments could take the special circumstances and needs of the various countries into account.

51. The need for co-ordination and the concentration of effort and resources was now generally recognized. Miracles could not be expected, but as the Canadian representative had stated, a start had been made along the right lines.

52. U KYIN (Burma) said that after the very full debate that had taken place he need only state that he could not support the United Kingdom delegation's suggestion in the working paper it had just had distributed, since it might well result in the efforts made by the Economic and Social Council and the specialized agencies in pursuance of Articles 55, 56 and 62 of the Charter being restricted and would be detrimental to the economic development of the under-developed countries, upon which the Second and Fifth Committee had both recently given a clear indication of their views.

53. Mr. BERROATA (Venezuela) said that there was no disagreement as to the value of the work performed by the Economic and Social Council and the specialized agencies. There was, however, a general desire that the expense should be reduced without the scale of the work being affected. The only way to do that was to reduce the administrative expenses to the minimum consistent with the continued efficient working of the programmes which had been initiated, and he agreed that they should be reduced to that level, but not beyond it.

54. Mr. CORLEY SMITH (United Kingdom) said that in his previous statement he had not intended to criticize any one or anything, least of all the concept of priorities, which he regarded as highly important. He had merely tried to draw attention to certain human and physical limitations and to distinguish between the expert capabilities of the Council on the one hand and the Advisory Committee on the other.

55. The working paper he had circulated contained no panacea, but a tentative suggestion of restricted but useful purpose. He had only suggested that it should be considered by a sub-committee because he thought

it was unnecessary for the meeting as a whole to devote much time to what was rather a technical question.

56. Mr. AGHNIDES Chairman of the Advisory Committee on Administrative and Budgetary Questions, drew the Lebanese representative's attention to the fact that the Advisory Committee had confined itself to doing precisely the work it had been instructed to do. The three alternative methods referred to in paragraph 12 of its fifth report had all been suggested in the Co-ordination Committee of the Council.

57. He could not agree that, assisted as he was by his various advisers and in constant contact with all the agencies operating in the economic and social fields, the Secretary-General could not at least indicate that in his opinion expenditure on such-and-such an item should be stabilized at such-an-such a level. That was all that the Advisory Committee proposed that he should do. The power of decision would remain with the General Assembly.

The meeting rose at 6.20 p.m.