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INTRODUCTION

1. The Administrative Committee on Co-ordination (ACC) met at the Palais des Nations, Geneva, on 2 July 1973; at United Nations Headquarters, on 24 and 26 October 1973; and again at Headquarters from 17 to 19 April 1974, under the chairmanship of the Secretary-General of the United Nations. The executive heads of all organizations and programmes of the United Nations system, or their deputies, attended these sessions.
2. The April 1974 meeting of the Committee came at a time when major changes were taking place in the world economic situation. These changes will not only have a great impact in varying ways on the Governments of member States, but also important implications for the work of the United Nations system. There is a clear trend towards an increasing use of United Nations machinery to deal with major economic problems and to mobilize the political will required to resolve them in the common interest of the international community. The sixth special session of the General Assembly has been the most dramatic evidence of this trend.
3. For these reasons the ACC was glad to change the venue of its session to New York during the special session of the Assembly. The ACC likewise welcomes the Assembly's decision in resolution 3172 (XXVIII) to hold another special session in September of 1975 "for the purpose of examining the political and other implications of the state of world development and international economic co-operation, expanding the dimensions and concepts of world economic and developmental co-operation and giving the goal of development its rightful place in the United Nations system and on the international stage ...". It also notes that the Assembly will at this session "consider new concepts and options with a view to promoting effectively the solution of world economic problems, in particular those of developing countries, and assist in the evolution of a system of world economic relations based on the equality and common interests of all countries". The organizations of the United Nations system are of course ready to assist the Assembly in making whatever preparations may be required for this special session.
4. In this connexion, the executive heads are keenly aware of the recent suggestions that the United Nations system may not be adequately geared to play its full part in ensuring that the opportunities now opening up are constructively exploited. For example, in resolution 1768 (LIV) the Economic and Social Council expressed its concern over the system's "capacity to fulfil in particular the objectives of the International Development Strategy, in an effective and co-ordinated manner". Subsequently, in its resolution 3172 (XXVIII) the Assembly suggested that that system should become "a more effective instrument of world economic co-operation and for the implementation of the International Development Strategy".
5. The executive heads share these expressions of concern over the limited capacity of the United Nations system. Apart from the constraints imposed on it by the limited resources available, they would agree that the system is not an ideal one and that there is a need for frequent review if it is to provide services of the

quality and magnitude expected of it. They also agree that from time to time it would be wise to envisage "necessary and appropriate structural changes" in order that the system may be capable of responding fully, promptly and effectively to the ever-growing and changing demands made on it by the world community. The executive heads have a special interest in the successful outcome of the several efforts now under way to achieve this goal, as will be clearly seen from the various reports of the individual executive heads to the Council submitted in response to resolution 1768 (LIV). The executive heads are looking forward to the decisions of the Council that will be made in the light of their reports and the Secretary-General's report on the subject.

6. During the ACC's session in April 1974 the executive heads had a first exchange of views on the various issues mentioned in the previous paragraphs and particularly on the impact of recent economic developments on the growth prospects of some of the developing countries. They intend to continue to give these issues their close attention in the light of the outcome of the special session and of any further steps that may be taken by the Council. Meanwhile, in the present introduction, they wish to offer a few general observations on the capacity of the system.

7. Inevitably, the United Nations system has been called upon to undertake a variety of tasks over the last 28 years. In responding to these demands, the system has become a machinery of great complexity, providing services that cover nearly the whole spectrum of human activities and are carried out on every continent and in nearly every country. It is essential to maintain the quality of these services at a high level and to ensure that they continue to respond to the priority needs of Governments. The attainment of these goals involves the constant monitoring and evaluation on its own merits of each of the manifold activities being carried out by the 23 autonomous organizations and units of the system. In this way, the shortcomings of these activities can be discovered, and the services provided by the system can be made more efficient and more responsive to the evolving needs of developing and developed countries alike.

8. The monitoring and evaluation of these services has from the outset been a continuing function of the intergovernmental organs responsible for them and, at the management level, of each executive head and his senior staff. In recent years, such new tools as programme budgeting and medium-term planning have been introduced. These should lead to significant improvements in the quality of this monitoring and evaluation process. Nevertheless, in order to overcome the difficulties involved in making an accurate evaluation and in bringing programmes up to date in the light of such evaluations, the intergovernmental organs and the executive heads will have to devote increasing attention to longer term plans. It is equally clear that the ACC will need to continue to strengthen and streamline its own machinery the better to serve the Council by ensuring that the totality of the programmes of the system are properly directed towards meeting the requirements of the International Development Strategy in particular, and the priority needs of Governments in general.

9. Obviously, more effective measures for programme evaluation and updating will

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not by themselves counteract the widespread feeling that the United Nations system should be doing more to help developing countries. However, it would be unrealistic to assume that structural changes could by themselves resolve this problem. It is, of course, true that the system, which has evolved slowly over the years on the basis of decisions by Governments and in response to a wide variety of needs and pressures, is hardly a model of institutional orderliness. It might indeed benefit materially from constructive efforts to streamline it. In addition, it is important that the evolution of the system itself should in future be directed with a clear sense of purpose towards helping in the enormous tasks of development that lie ahead. Equally important is a spirit of co-operation amongst the executive heads and a sense of responsibility and dedication on the part of the thousands of men and women engaged in this task.

10. In this connexion it must be pointed out that within many organizations there has been a growing gap between aggregate requirements, as visualized by Governments and particularly by Governments of developing countries, and the resources available to meet those requirements. Too often, this gap is concealed by programmes drafted in general (and somewhat optimistic) terms, and compounded by a tendency to add new projects to programmes already underfinanced and understaffed. Above all, it must be borne in mind that the human, physical and monetary resources being provided to the United Nations system, while considerable in absolute terms, are extremely limited in terms of the rightfully ambitious goals towards which most of them are directed. The sixth special session of the General Assembly was still meeting when the ACC adopted the present report.

11. The ACC awaits its results with great interest and also looks forward to the special session to be held in 1975, and the mid-term review of the International Development Strategy to be undertaken by the General Assembly at its thirtieth session. It is obvious that the international community is now engaged in a major effort to produce a more equitable world order, capable of developing the full potential for the economic and social advancement of the rich and poor countries alike. It may also be foreseen that the Strategy itself will have to be adapted to the rapidly changing world economic situation. With regard to the decisions that may be taken in the General Assembly and the Council, the executive heads pledge the fullest co-operation of the entire system in providing the international community with an effective instrument with which to meet this great challenge.

I. GENERAL CO-ORDINATION QUESTIONS

A. Further implementation of Economic and Social Council resolution 1643 (LI)

12. The purpose of this section is to indicate the further measures taken by the ACC to implement the recommendations of the Council in its resolution 1643 (LI), and to draw the Council's attention to those conclusions in the present report that seem particularly relevant to the implementation of that resolution.

1. Reporting arrangements

13. In previous years ACC undertook further to improve the usefulness of its annual reports, inter alia, by providing fuller information on the results of the meetings of ACC and its subsidiary bodies.

14. The ACC hopes that the present report represents further progress along these lines. In these efforts it has taken into account the directives of the Council as regards length of reporting (resolution 1623 III (LI)) and the Council's plans regarding its own deliberations and its relationship with its subsidiary organs, as indicated in several recent resolutions, in particular resolutions 1768 (LIV) and 1807 (LV). In view of these recent decisions, an increasing amount of information regarding intersecretariat developments in individual programme areas is being provided orally and by ad hoc reporting to the Council's subsidiary bodies, so as to enable the latter to take this information into account in their reporting and recommendations to the Council.

15. Another concern of ACC is to ensure that the subjects it considers and reports on are related as closely as possible to the programme of work of the Economic and Social Council. Since co-ordination cannot be divorced from the substantive programmes being co-ordinated, and is in fact an integral part of most of the programmes carried out within the system, most of the matters coming before the Council, whether at its spring or its summer session, have interagency implications on which it may be useful to have the views of ACC. While the ACC's report is approved in April and considered by the Council at its summer session, some of the programme matters dealt with in it correspond to agenda items already disposed of by the Council at its spring session. Accordingly, ACC is endeavouring to adjust arrangements for its October session, so as to link it more closely to the programme of the Council's spring session, in much the same way as the ACC's spring session is largely preparatory to the summer session of the Council. ACC would thus be in a position to complement its annual report with ad hoc reporting to the Council on interagency aspects of programme matters scheduled to come before it at its spring session.

16. In accordance with paragraph 6 of Council resolution 1643 (LI), developments regarding consultations on work programmes have been summarized below in section B of the present chapter.

2. The ACC's functioning and methods of work

17. During the past year there have been continuing efforts to keep the number of meetings of subsidiary bodies to a minimum and to minimize their costs, inter alia by holding them in conjunction with meetings of intergovernmental bodies at which organizations are already represented.

18. Efforts to streamline the intersecretariat machinery must be tied in with the emergence of new initiatives and problems of an interdisciplinary nature which require, for their proper handling, concerted interagency action. There are also increasing pressures on the secretariats from intergovernmental bodies dealing with individual programme fields to establish special intersecretariat arrangements to deal with specific issues, which are often the result of a tendency to judge the readiness of organizations to co-operate in a given programme area by the presence of special machinery to deal with it. Examples of such programme sectors are computers for development, outer space, and arid lands research. Whenever possible, the ACC has responded to these developments by entrusting the consideration of these special problems and issues either to existing bodies, or to ad hoc meetings, rather than by establishing new bodies.

19. ACC's decision to merge the Programme Committee of CESI with its Consultative Committee on Public Information (see para. 163 below) will contribute to a further rationalization of its machinery, while at the same time assisting ACC to respond adequately to the recommendations of the Council in resolution 1806 (LV) on the dissemination of information and mobilization of public opinion relative to problems of development.

20. In last year's report, reference was made to certain developments in respect to joint programme reporting and planning, at both the global and the sectoral levels, which ACC saw as signs of an increasing shift of emphasis from the mere avoidance of duplication and overlapping to concerted action, and of progress towards the achievement of that "greater productivity and efficiency" within the system that was called for in resolution 1643 (LI).

21. The improvements introduced in the system-wide long-term programmes in the field of statistics (paragraph 71 below), and the comprehensive interagency reporting in the fields of population and natural resources (paras. 132, 133 and 89 below) may be regarded as a series of related efforts aimed at achieving a better harmonization of programmes on a system-wide basis. In some programme areas, moreover, attempts are being made to proceed from joint reporting to joint planning, along the lines discussed at the last Joint Meetings of the Committee for Programme and Co-ordination and the ACC (see paras. 24-33 below). ACC is endeavouring to ensure that these initiatives are focused on the programme areas of priority concern to Governments and that they serve the purposes of internal management and programme control and support the Council's activities in the field of programme co-ordination. There are clearly close ties between these exercises and the preparation by ACC of in-depth studies for consideration by the Council and the suggestions for new topics have been made with this in mind.

22. Finally, the initiative taken by ACC to review arrangements for the co-ordination of the legislative and standard-setting activities of the system (see paras. 200-209 below), provides an example of ACC's efforts to analyse issues and to submit constructive suggestions "in order to facilitate the decision-making role of the appropriate legislative organs", as requested in resolution 1643 (LI).

3. Suggestions for topics to be considered in depth by the Council in 1975

23. In accordance with Economic and Social Council resolution 1643 (LI), the ACC wishes to suggest the following topics for consideration in depth by the Council at its fifty-ninth session: (a) Marine science and its applications. The ACC suggests that the report to be prepared under Council resolution 1802 (LXV) could constitute the in-depth report proposed by it in its last annual report (E/5289 (part 1), para. 25). (b) The outflow of trained personnel from the developing countries. An in-depth study on this subject would be timely, in view of the importance and urgency of the subject and the need for greater co-ordination in the work of the organizations in this sphere (see paras. 137-144 below).

B. Programme planning

24. In last year's report, ACC described at some length the initial results achieved through the process of prior consultations on work programmes, and called attention to the opportunities which the widespread introduction of programme budgeting and medium-term planning provided for a greater harmonization of activities on a system-wide basis.

25. The wide-ranging discussions held on these matters at the 1973 CPC/ACC Joint Meetings, and the subsequent decisions taken by the Council on the basis of the ACC's annual report, confirmed the importance of strengthening intersecretariat arrangements and procedures in this area and widening their scope. Moreover, the main directions along which future work in this area should proceed have emerged clearly from these discussions. The broad tasks thus identified include extending the present procedures for prior consultations; undertaking cross-organizational analysis of programmes and activities in selected areas; and gradually attaining greater comparability of presentation of programme planning documents. The third of these tasks, particularly the question of comparability of terminology and concepts in medium-term planning, was mentioned in the Council's decision II (LV), which recommended the development of a sequential series of short-term measures to move systematically towards the achievement of broader objectives and goals.

26. These directives provided the framework for the discussions at an interagency meeting of programme planning officers, that took place in New York in March 1974. These consultations were held pursuant to a decision of ACC to convene such meetings on a regular basis, which had been noted and welcomed by the Council at its fifty-fifth session.

27. As a result of this meeting, and the consideration given to its findings by the ACC, agreement has been reached on some of the elements of a broad action programme

to be pursued in this area. ACC intends to continue to give these matters the urgent attention they need at its next meeting in July.

28. After analysing the main elements of the existing procedures for prior consultations, ACC stated in its last year's report that the time had come to explore ways and means of extending such procedures - so far limited to draft programme-budget documents - the medium-term plans of organizations. ACC noted in this connexion that over-all co-ordination of programme policies and objectives and of broad directions of work would probably have to precede co-ordination of short-term programmes, if effective results were to be achieved.

29. As a first step in this direction, a number of organizations undertook last year to institute a procedure - patterned after a practice followed by UNESCO - of circulating for comments their medium-term plans and of bringing the comments received to the attention of their governing bodies. ACC further undertook to study the feasibility of generalizing another aspect of the prior consultation procedures followed by UNESCO which consisted of inviting other organizations to make suggestions for its medium-term plan prior to its preparation. On the recommendation of the meeting of programme planning officers, ACC has now decided that this practice too should, as far as possible, be adopted by other organizations of the system. This will enable the system to overcome one of the main drawbacks of existing procedures for prior consultations - namely, the fact that the programme planning documents are in final or almost final form for submission to programme reviewing organs by the time they are circulated for comments. ACC considers that the extension of existing procedures to the medium-term plans, and their refinement to permit consultations before the actual drafting of these documents, will make it possible to harmonize programmes in the formative stages of their preparation and thus to assist the Council in obtaining greater cohesiveness in the activities of the system.

30. ACC intends to report regularly to the Council on the implementation of these procedures and particularly the results achieved through this process. In the same connexion, ACC also intends to keep under active consideration the feasibility of ensuring harmonization of the time cycles of the medium-term plans.

31. The results of the Joint Meetings' discussions concerning the desirability of working towards concepts of joint planning in selected areas, and of introducing procedures for cross-organizational analysis of programmes of system-wide interest, were also carefully studied at the meeting of programme planning officers. At the recommendation of the meeting, ACC has decided to select one programme area for an experimental exercise in joint interagency planning. It was considered that the experiment should be forward looking but should, at the same time, have as its starting point the existing medium-term plans of organizations.

32. After a careful analysis of various suggestions put forward by the meeting, ACC concluded that rural development would be an appropriate programme area to begin with, because of its broad interagency character and its direct interest to most Member States.

33. ACC further considered that the usefulness of this experiment would be enhanced if it was accompanied by a parallel experimental exercise for the preparation of an interagency country study, in the context of ongoing efforts by organizations to ensure the necessary linkages between their global programmes, and the various country programming exercises. While the experiment should, of course, be carried out with the agreement of the country concerned, it was felt that it might be advantageous to link this exercise with the "Common Register on Development Activities" (CORE) a pilot project for management information support, being developed by the IOB. 1/

34. ACC intends to consider, at its meeting in July, practical ways of carrying out the two projects outlined above. At the same meeting, it intends to study other proposals in this area, in the light of the relevant recommendations of the Economic and Social Council and the consideration given to them at the meeting of programme planning officers. ACC has further decided to consider at its October 1974 session the report of the Joint Inspection Unit on Medium-Term Planning prepared by Mr. Bertrand.

35. ACC decided that the next meeting of programme planning officers should take place early in 1975, in time for its findings to be considered by ACC at its next spring session. It was agreed that further such meetings should be held as often as necessary and that their scheduling should take into account the time-tables for the preparation for the medium-term plans of the various organizations so as to enable the programme planning officers to review the drafts of such plans.

C. International years and anniversaries, including
International Women's Year

36. In accordance with Council resolution 1800 (LV) and General Assembly resolution 3170 (XXVIII) the ACC has kept under continuing review the question of the designation of international years and anniversaries, and the executive heads of the organizations within the United Nations system have brought the resolutions to the attention of their various policy-making organs. Consultations will be arranged as necessary in order to try to avoid the same year being designated for more than one purpose. The ACC will report further on this question to the Council at its fifty-ninth session, as requested in Council resolution 1800 (LV). In the meantime, it may be mentioned that there appears to be no increase in the number of celebrations planned as compared with last year.

37. Organizations attach great importance to the United Nations initiative in designating 1975 as International Women's Year, and all members of ACC have pledged their full support to the goals and objectives of the year. ACC considers it important that the Programme for the Year should be implemented as an effort of the system as a whole, and has therefore agreed that an ad hoc interagency meeting should be convened for this purpose in July 1974. That meeting will consider special programmes to be promoted at the international level during 1975, and will review ongoing activities of special relevance to the Year, with a view to strengthening them in accordance with the action programme elaborated by the Commission on the Status of Women.

1/ Information on this project is provided in the ACC's special report on information systems (E/5489 and Add.1).

38. ACC has also taken due note of the recommendations in the Programme aimed at improving the status of women in international secretariats. The measures already taken at the interagency level to eliminate differentiations on the basis of sex in the staff rules are reported on in Section A of Chapter V below. ACC intends to give continuing attention to this matter.

D. Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples by the specialized agencies, and the combating of apartheid, racism and racial discrimination

39. In accordance with General Assembly resolution 3118 (XXVIII) and other relevant resolutions, the organizations of the United Nations system have taken further steps towards the implementation of the Declaration, particularly with regard to the participation of national liberation movements recognized by the Organization of African Unity in relevant meetings and conferences. Further progress has also been made in working out, in co-operation with the Organization of African Unity, concrete programmes of assistance to the peoples of the colonial countries in Africa as well as in the provision of assistance to refugees. Informal consultations were held in April 1974 between representatives of the organizations within the United Nations system and a representative of OAU, for the purpose of establishing arrangements for closer co-operation regarding the implementation of the various resolutions on decolonization. A further meeting is planned in July 1974. Close contacts have also been maintained between individual organizations and the OAU. It is noted that Guinea-Bissau has been admitted to membership of FAO and is seeking the same status in some other organizations.

40. The ACC noted that assistance to refugees from southern African had been actively pursued by the United Nations High Commissioner for Refugees with the close co-operation and support of all the other United Nations organizations directly or indirectly concerned with work for refugees. This assistance, it may be recalled, includes especially rural settlement and education and training with a view to enabling the refugees to participate fully in the economic and social development of their country of origin upon their return. The total number of these refugees increased to over 580,000 by the end of 1973. The great majority are located in Zaire, and most of the others are in Senegal, Tanzania and Zambia. UNHCR projects amounting to some \$1.6 million were drawn up for their benefit in 1973; a considerable proportion of UNHCR funds, including trust funds, was used to finance primary and post-primary education for them. The IBRD is ready to consider projects that will result in benefits to refugees (the initiative would have to be taken, in the first instance, by the Governments concerned).

41. The United Nations Educational and Training Programme for Southern Africa is continuing to grant assistance in the form of individual scholarships tenable in established schools, colleges and universities, primarily in independent African States and outside the Territories concerned, to Namibians, Southern Rhodesians and persons from Territories under Portuguese administration (as well as to South Africans). The organizations concerned within the United Nations system have offered to co-operation with UNEPTSA by making available their facilities to assist

in the selection, placement and productive employment of beneficiaries of that programme. The ACC has arranged for a regular interchange of information among the organizations which are providing fellowships and scholarships with a view to achieving better co-ordination in this area.

42. Under the United Nations Fund for Namibia, a number of technical and vocational training projects, as well as projects in the field of agriculture and health, are now being implemented in Botswana, Kenya, Zambia and other African countries where a significant number of Namibian refugees are living. The Commissioner for Namibia has held consultations with several agencies and with ACC at its April session regarding the inputs the agencies may provide for the proposed research institute in Lusaka, Zambia, to provide information on Namibia to train Namibians in government and administration and to constitute the nucleus of a public administration cadre. The agencies have undertaken to lend their full support to the proposed institute.

43. The agencies and organizations concerned have continued their activities for assistance to the peoples in the liberated areas in co-operation with the Organization of African Unity, particularly in the broad field of education and training. A major step forward has been the UNDP Governing Council's decision at its seventeenth session in January 1974 to waive counterpart obligations normally required of sponsoring Governments in respect of projects beneficial to the peoples concerned. New activities being initiated by the agencies include those of WHO in response to requests by the Government of Tanzania for international assistance in meeting the health needs of the populations helped by the national liberation movements recognized by the OAU; similar requests from Zambia and other host countries are awaited. The ILO has sent a project identification mission, in consultation with the Government of Tanzania, the OAU and the liberation movements, following which, as a first step, a project for training assistance for the people of Mozambique is being designed in consultation with FRELIMO. FAO, with the support of UNDP, is assisting in establishing a programme of agricultural training at the Mozambique Institute in Tanzania which is operated by FRELIMO. FAO and WFP continue to provide food assistance to refugees, on the basis of requests from Governments, through emergency food aid and settlement projects.

44. In the light of the relevant Economic and Social Council and General Assembly resolutions, UNHCR has given further consideration to the question of its relations with liberation movements in Africa. Close contact is being further developed with a number of these movements in consultation with the OAU, taking fully into account the humanitarian character of the work of UNHCR. It was also proposed that aid to refugees through institutions linked with the liberation movements should become part of the UNHCR regular assistance programme. UNHCR further intends to increase the scope of such assistance, including in it appropriate legal protection measures for refugees where necessary.

45. With regard to proposals for a mutual co-operation agreement between UNDP and OAU which were approved by the UNDP Governing Council at its thirteenth session, the ACC looks forward to the early conclusion of the agreement between the two organizations. It further noted that IMCO had concluded an agreement with OAU in February 1974, and that UNHCR had continued to strengthen its relationship with the organization, whose 1969 Convention governing specific aspects of refugee problems in Africa had come into effect.

46. A number of agencies have taken steps during the year to ensure the representation of national liberation movements recognized by OAU at their meetings. The ILO decided to invite FLNA, MPLA, PAIGC and FRELIMO to address the plenary meetings of the International Labour Conference and the Fourth African Regional Conference of the ILO. The FAO Conference, at its seventeenth session in November 1973, decided to request the Director-General to make the necessary arrangements through the Organization of African Unity, to facilitate the participation in conferences and meetings held in Africa of representatives of the relevant liberation movements in Africa with immediate effect, and further authorized him to invite, through OAU, representatives of such movements. This will ensure their participation in the deliberations on items dealt with at such conferences and consultations that might be of direct concern to the liberation movements. The liberation movements concerned have been invited through the OAU to the FAO Regional Conference in Mauritius in August 1974. The UNESCO Executive Board at its ninety-third session in September/October 1973 adopted a decision on "categories of the organization's activities which call for decision by the Executive Board and the General Conference in order for African Liberation Movements recognized by the OAU to be associated with them", in which it defined the procedures under which the representatives of African liberation movements would participate in UNESCO meetings. The WHO Executive Board, at its fifty-third session in January 1974, recommended to the twenty-seventh World Health Assembly that it consider "the representation of African national liberation movements, recognized by the OAU, in an appropriate capacity in meetings of WHO in proceedings relating to their country". The ITU Plenipotentiary Conference in September 1973 decided that national liberation organizations recognized by the United Nations might attend, at any time, meetings of the ITU as observers. The IMCO Assembly, at its eighth session in November 1973, decided to amend its Rules of Procedure to include the national liberation movements recognized by the OAU in the categories of participants who may be invited to attend various IMCO meetings as observers.

47. The ACC noted that the Council for Namibia was represented at regional conferences organized by the ILO and ICAO in 1973, and that the question of the admission of Namibia to membership in some of the agencies or some other form of participation in their work is being pursued. Where the Council is invited to participate in the meetings of specialized agencies, it is also empowered by General Assembly resolutions to associate with its representation SWAPO, which also participates in the work of the Council.

48. Many agencies, pursuant to decisions of their governing bodies, have taken measures to withhold assistance from and to discontinue support to the Governments of Portugal and South Africa and to Southern Rhodesia and have continued to withhold financial, economic, technical and other assistance from them. At its Plenipotentiary Conference in September 1973, the ITU denied Portugal the right to

represent the African Territories at present under its domination and resolved that the Government of Portugal should be excluded from the Plenipotentiary Conference and from any other conference and meetings of the Union. It further confirmed that the Republic of South Africa should be excluded from the Plenipotentiary Conference and from any other conference or meeting of the Union. The IMCO Assembly, at its eighth session in November 1973, decided to reject the credentials of the representative of Portugal as an observer in the deliberations of the IMCO Assembly and to exclude Portugal and South Africa from all conferences and meetings of IMCO. The Bank Group continued to withhold assistance to Portugal, South Africa and Southern Rhodesia.

49. The ACC has noted that the Special Committee's Ad Hoc Working Group to Follow the Implementation of the Declaration by the Specialized Agencies will continue its work this year. It will continue to extend co-operation to the Ad Hoc Working Group.

50. With regard to efforts to combat apartheid, the organizations of the United Nations are taking measures to give wider and more effective publicity to the evils of apartheid in accordance with General Assembly resolution 3151 C (XXVIII) and will continue to assist the Special Committee on Apartheid in its work. The agencies are intensifying concerted efforts against apartheid and formulating programmes of action as requested under General Assembly resolution 3151 E (XXVIII). The ACC has further noted the provisions of resolution 3151 G (XXVIII).

51. Finally, the ACC attaches great importance to the Decade for Action to Combat Racism and Racial Discrimination which is designed to achieve the total and unconditional elimination of these evils. All the organizations of the system will do their utmost to participate in the observance of the Decade by intensifying and expanding their efforts towards the eradication of racism and racial discrimination. The ACC is aware that, because of the many diverse components of the programme, its effective implementation will require the collaboration of different units in the various organizations. The need for interagency co-operation, therefore, has rightly been given special emphasis in the programme itself. The machinery of the ACC will be utilized as necessary in co-ordinating the activities carried out and in evaluating their results. The ACC has also decided that the detailed action programmes should be considered at the next meetings of its Sub-Committee on Education and Training and of its Inter-Organization Public Information Programme Committee. In addition, it has arranged for the establishment of central points of contact within each body.

E. Special programmes of assistance

1. Measures to assist the countries of the Sudano-Sahelian region

52. The ACC reviewed the progress made by the United Nations system in providing assistance for the countries affected by the drought in the Sudano-Sahelian region. The assistance takes two forms: emergency relief operations and medium and long-term assistance.

53. The emergency relief operations, started in 1973 are being continued in 1974, as the food and nutritional situation in the affected countries still remains critical, particularly among nomads, children and the elderly. Transport and money are being provided to deliver 550,000 tons of food grains and over 40,000 tons of protective food. The drought situation varies in different countries of the region. The shortage of local transport is a serious handicap and is being overcome by mobilizing transport convoys provided by donors. Because of the deteriorating health conditions due to the low resistance of the affected population, programmes for supplementary feeding and the supply of drugs and medicaments are being intensified. A special mission which visited Niger and Mali following the visit of the Secretary-General to those countries has made recommendations for increased relief efforts which are being implemented.

54. The ACC noted with satisfaction the way in which members of the United Nations system have co-operated in this humanitarian task, and recognized the advantage of the "focal point" arrangement for the emergency relief operations which has permitted an operation of this magnitude to function with speed and flexibility, without setting up new machinery and with a minimum of administrative costs.

55. Medium and long-term assistance measures aimed at removing some of the basic causes of endemic drought in the Sudano-Sahelian zone and alleviating its effects are being co-ordinated by the Special Sahelian Office of the United Nations with which all members of the United Nations system are collaborating. A coherent and integrated action programme of the United Nations system has been tentatively defined, involving the expenditure of \$109 million over a period of 7 to 10 years. Its main objectives are: (a) to ensure that emergencies, such as those of 1973 and 1974, are met more effectively in the future; (b) to eliminate, if possible by 1980, the possibility of widespread suffering from future emergencies by developing production plans and programmes for essential commodities; and (c) to ensure that by 1990, Mali, Chad, Upper Volta and Niger will come close to the average economic level of the rest of the African continent and that these countries, together with Senegal, the Gambia and Mauritania, achieve a satisfactory growth rate with increased employment opportunities, higher income and improved income distribution.

56. The United Nations organizations stand ready, subject to the availability of resources, to assist the Permanent Interstate Committee in continuing to provide assistance within the scope of their respective competences and contributing, if so requested, to the effective and efficient use of the assistance available from other sources.

2. Measures for assistance to Zambia

57. The organizations of the United Nations system are continuing to provide assistance to Zambia in response to Security Council resolution 329 (197), under which the Secretary-General was requested, in collaboration with appropriate organizations of the United Nations system, "to organize with immediate effect all

forms of financial, technical and material assistance to Zambia, to enable it to carry out its policy of economic independence from the racist régime of Southern Rhodesia".

58. The ACC was informed by the United Nations Co-ordinator for Assistance to Zambia, Sir Robert Jackson, that all the agencies concerned were fully co-operating in this endeavour, especially in the provision of assistance for the rerouting of Zambian exports of copper, and of essential imports into the country. It noted with satisfaction that the expertise available in the system was being effectively utilized, and that the whole operation was being tightly co-ordinated.

II. PROGRAMME QUESTIONS

A. Second United Nations Development Decade

59. The ACC regards the implementation of the International Development Strategy for the Second United Nations Development Decade as a matter of special importance. The various organizations, individually and collectively, have followed closely the work carried out in respect of the first biennial over-all review and appraisal of progress in the implementation of the Strategy. Also, during the past year, the organizations of the United Nations system have concentrated on preparations for the mid-decade appraisal and the ways in which the system could best assist Governments in this exercise.

60. The ACC's Sub-Committee on the United Nations Development Decade met in June 1973 to discuss arrangements for the technical work that would be needed for the mid-decade review and appraisal of progress in the implementation of International Development Strategy. At the meeting a consensus was reached that the appraisals to be conducted at the national level by the countries concerned were the most important, for it was only at the national level that development goals could be made operational and the necessary policy measures implemented. The appraisals by the international community at the regional, sectoral and global levels were meant to strengthen policy-making at the national level in both developing and developed countries so as to help in attaining, through their convergent efforts, the goals and objectives of the international development strategy. The organizations of the United Nations system will therefore do their best, within the means and channels available to them, to provide assistance upon requests to Governments in conducting regular appraisals of progress at the national level.

61. The ACC recognized that all appraisals to be conducted in the United Nations system must be based on information relating to individual countries culled from all relevant sources. These appraisals, moreover, were intended to be integral parts of a mutually-reinforcing system. However, it was evident that a meaningful appraisal at a given level in the United Nations system could not be prepared simply by summarizing or mechanically synthesizing the results of the appraisals at another level. Appraisals at different levels (e.g., regional and sectoral) within the United Nations system also had their own distinct functions.

62. The biennial over-all appraisal was designed to assist Governments at the highest level in the United Nations system, namely, the General Assembly and the Economic and Social Council, as well as the governing bodies of various organizations of the United Nations system, in examining the unfolding development trends throughout the world in their entirety, and in shaping the course of action required by changing circumstances. The system of appraisals should not be viewed as a set of statistical summaries or as a pyramid where everything moved in one direction only - towards the apex - but rather as a system in which there should be continuing feedback in all directions in order to evolve appropriate policy action.

63. The ACC noted the arrangements and the close contacts already established between officials engaged in the technical work of review and appraisal and agreed that these arrangements should be further strengthened in connexion with the mid-decade review. To this end, more agencies which had not previously done so have now designated a substantive official to maintain contact with the Centre for Development Planning, Projections and Policies of the United Nations, so as to facilitate the technical work in the secretariats of the United Nations system.

64. The first round of the review and appraisal process has inevitably been of an experimental nature. The ACC emphasized the need for the technical work for the mid-decade appraisal to be carried out and effectively, so as to facilitate the task of Governments, both at the national and international levels. It stresses once again the readiness of the organizations of the United Nations system to provide assistance to Governments upon request, and within the limits of the possibilities open to them, in conducting regular appraisals of progress at the national level.

65. Another major concern of the agencies in this area is to assist developing countries in establishing the basic statistical services needed to support their development efforts. A study now being prepared under the aegis of the Sub-Committee on Statistical Activities lists and analyses the basic statistical data - including main series and important aggregates that might be sought; the sources of, and approaches to, the gathering of such data; and the orders of priority in which the data might be gathered and completed, in the light of different needs and circumstances. The ACC Sub-Committee on the Development Decade has expressed special interest in this project, in view of the fundamental importance of basic statistics for work in this area, for example, as a prerequisite for the preparation of meaningful analytical indicators. It has been noted in this connexion that, once the basic statistics are available, such analytical indicators can be readily created by the users of data in the context of the specific work or study being carried out. The outline of the publication developed by the Sub-Committee on Statistics will be placed before the eighteenth session of the Statistical Commission for its review.

B. Measures in support of the least developed among
the developing countries

66. In accordance with the relevant resolutions of the General Assembly and other bodies, the organizations of the United Nations system are stepping up their efforts to provide special services for the least developed among the developing countries. In general, the organizations are undertaking two forms of action in support of the countries: substantive activities aimed at enhancing the development process, and institutional measures to facilitate the implementation of the activities. Details of the actions being taken by the various organizations are contained in the Secretary-General's report on activities in support of the least developed of the developing countries, prepared in accordance with Council resolution 1754 (LIV) (E/5467), and need not be restated here.

67. The ACC notes with satisfaction that much work has been done by the various organizations for the benefit of the least developed countries and that a further

increase in activities is contemplated. It wishes to reaffirm each organization's readiness to contribute as best it can to the total effort of the United Nations system in this very important area, along the lines set by the Governments themselves.

68. In particular, the ACC wishes to draw attention to the special measures which are being taken by the various organizations to expedite the activities requested by Governments. These include appointing additional advisers; strengthening the offices of representatives at the country level; introducing simplified procedures for technical co-operation; providing direct grants for national personnel to carry out particular tasks; and waiving local costs.

69. Co-ordination is particularly essential in this area because so many of the activities are of an interdisciplinary character. ACC has accordingly asked its Preparatory Committee to review developments on an annual basis, to ensure that the relevant activities are mutually supportive.

C. Statistical activities

70. The ACC Sub-Committee on Statistical Activities met at FAO headquarters in Rome in February 1974. It reviewed drafts of two interagency reports on international statistical programmes and on technical assistance in statistics, respectively, covering in an integrated fashion the relevant plans of organizations for 1975-1979. These reports are to be considered by the eighteenth session of the Statistical Commission in October 1974. The outline and purpose of these joint documents were described at some length in last year's report (E/5289 Part 1, paras. 105-113).

71. At the request of the Statistical Commission, significant improvements and refinements have been introduced into these documents. In addition to programme and project information, for example, data are provided for the first time on the projected allocation of resources, both by use and by organization. The paper on technical assistance, in particular, includes information on both regular and budget extra-budgetary resources. The integration in these reports of the programmes of organizations, as reflected in their medium and long-term plans, makes it possible to obtain valuable insights into the total contribution of the system in this sphere. ACC considers that both reports represent considerable progress towards joint programme planning and reporting in this area of common concern.

72. The Sub-Committee's work on another publication of interagency interest, aimed at furnishing guidance to developing countries in the planning of statistical programmes, has already been described in chapter II A above. Although the foregoing activities continued to occupy a good deal of the Sub-Committee's time, at the last meeting certain new trends and orientations emerged in the Sub-Committee's approach to its work which will, in the opinion of the ACC, lead to further progress in the co-ordination of international statistical programmes.

73. One new development was the association with the work of the Sub-Committee of such organizations as CMEA, EEC, IASI and OECD - all major producers of economic and

social statistics outside the United Nations system. ACC considers that the participation of these organizations in the consideration of statistical issues of common concern will make it possible to use resources for statistics at the international level more efficiently. It will also help to remove existing discrepancies between the statistical activities of the system on the one hand, and major regional economic organizations outside the system on the other, particularly in the sphere of statistical classification.

74. Increasing attention is also being given by the Sub-Committee to specific sectoral or intersectoral statistical programmes, such as the system of social and demographic statistics being developed by the United Nations Statistical Office, FAO's Programme for the 1980 Census of Agriculture, UNICEF's Programme for statistics on children and youth, various statistical studies on income distribution and consumption and certain new programmes for environmental statistics. The purpose of consultations within the Sub-Committee on these programmes, prior to their finalization, is to avoid duplication of effort, to make them more complementary and to ensure that their interrelationships with other ongoing programmes are adequately taken into account.

75. The Sub-Committee is also giving renewed attention to the co-ordination of statistical questionnaires - so as to avoid duplication in the collection of new arrays of economic and social data requested of Member States and to apply common standards and definitions to them.

76. The Sub-Committee has also made preparations for a full-scale review at its next session of arrangements for interagency co-operation in the programming and implementation of field activities. The aim of this review will be to see that the best possible use be made of the expertise and experience available in the various organizations in mounting missions, in programming and formulating of projects, and in recruiting and providing technical support for field experts. Two types of technical assistance activity are involved: the assignment of statistical experts to teams undertaking non-statistical projects which have important requirements for statistical information; and interagency statistical projects concerned with the development of statistical research and training institutes or other major assistance activities of common concern.

77. Work is also continuing on the compatibility of international classifications, the co-ordination of international activities related to national accounts, and the compatibility of retrieval programmes and of data bases of economic and social statistics. The role of such data bases in statistics for programming and medium-term planning is dealt with in ACC's special report on information systems (E/5489 and Add.1). As noted in last year's annual report, arrangements have been made to ensure that the activities carried out in this sphere by the Sub-Committee on Statistical Activities are fully co-ordinated with those of the Inter-Organizational Board.

D. Food and development

78. The ACC has considered how the organizations of the United Nations system might best contribute to the preparations for the World Food Conference, the convening of

which was the subject of the Economic and Social Council's decision of 18 October 1973, and subsequently of Council resolution 1831 (IV) and General Assembly resolution 3180 (XXVIII). It examined this matter in the light inter alia of a number of submissions it had addressed in previous years to the Economic and Social Council and other governing bodies on such different aspects of the problem as the protein question, prospective food deficits and multilateral food aid, as well as its review of the impact of the Green Revolution, on which the Council received a special report in 1971.

79. The ACC noted that the world food situation has become more difficult in recent months than at any time since the end of the Second World War. Although some individual countries have achieved considerable success in expanding food production, the annual growth rate since 1970 has fallen substantially short of the target of 4 per cent specified in the International Development Strategy. Grain stocks are at their lowest levels in two decades. This factor, coupled with a sharp increase in the world market price of grain during 1973, has adversely affected the possibilities of multilateral food aid through the World Food Programme in support of economic and social projects, as well as for humanitarian purposes. The deterioration in the short-term outlook has been brought into sharper focus by the development of grave emergency situations in several areas, notably in the Sudano-Sahelian and adjacent zones in Africa. The value of world trade in agricultural products at current prices rose by 15 per cent in 1972 but in real terms the increase was only half as much, with the major share, as in past years, going to the developed countries. Moreover, in the medium and longer-term, it appears likely that the structural problems of production, consumption and trade will continue.

80. The ACC therefore regards the convening of the World Food Conference as a unique opportunity for a synthesis of all the factors affecting the world food problem and for launching an integrated attack on it. The decision to hold the Conference reflects, in the view of the ACC, a willingness on the part of Governments to consider and to undertake additional responsibilities at the national and international levels to help solve the problem. For their part, the members of ACC will co-operate to the full, within their respective mandates and spheres of competence, in all the preparatory phases of the conference and in following up its results. They recognize that while, within the United Nations system, problems relating to food and agriculture are the primary responsibility of FAO, the world food problem cannot be solved within the agricultural sector alone. It involves closely interlinked issues relating not only to food production but also to food distribution, consumption, trade and prices. Given these ramifications and linkages, action will be required on several fronts, and a co-operative effort will be called for on the part of most of the organizations of the United Nations system. In view of its interdisciplinary character, the endeavour will also demand careful co-ordination.

81. A number of arrangements for interagency collaboration have accordingly been worked out in consultations held under the leadership of the Secretary-General of the World Food Conference. These arrangements, which have now received the approval of the ACC, include the preparation of the two main documents planned

for the Conference - one on the assessment of the world food problem and the other on national and international action. For this purpose, various contributions have been identified for submission by the different organizations of the United Nations system, with due regard to their areas of specialization, on the various items and subitems of the draft provisional agenda. The contributions will take fully into account the general observations made by members of the Preparatory Committee of the World Food Conference on particular aspects of the Conference as well as their specific comments on the draft agenda. Close informal contacts at the working level are being maintained between the designated organizations with a view to minimizing delays and avoiding duplication of effort. In the same context, the fullest possible use is being made of the many studies and other documentation already available within the organizations concerned. Furthermore, an agreed interagency work plan covering the Conference's needs in the sphere of public information and public relations is being put into effect, aimed at promoting the ideas and objectives of the Conference and at attracting and maintaining governmental interest through enlightened public opinion as well as assisting representatives of the media covering the Conference. These arrangements are working satisfactorily and will be supplemented by such further interagency consultations as may be needed.

82. At its April session, the ACC benefited from the participation of the Secretary-General of the World Food Conference, Mr. S. Marei. The ACC noted that, at the sixth special session of the General Assembly, many delegations had referred to world food issues and had pledged support for initiatives aimed, among other things, at rebuilding food stocks and at increasing fertilizer and food production. It was further noted that in order to prepare the ground for proposals and policy measures on which the World Food Conference might seek a consensus, the Secretary-General of the Conference was maintaining useful contacts with high-level governmental representatives, including those attending the Special Session, and that he was also taking steps to mobilize the support of the non-governmental organizations concerned and other specialized groups.

83. The ACC is confident that the Conference will develop a coherent and integrated strategy for international action to meet the world food problem. The various organizations concerned also look forward to participating actively in the Conference itself, and to co-operating closely in the implementation of its recommendations.

E. The human environment

84. During the period covered by the present report, the Environment Co-ordination Board held its second and third sessions. Both these sessions took place just before sessions of the ACC itself, to which the Executive Director reported orally on the discussions that had taken place at the Board.

85. As might be expected, the Board addressed itself at its second session mainly to the programme of work which the Executive Director planned to submit to the February 1974 session of the Governing Council, while at its third session it reviewed arrangements for inter-organizational co-operation and co-ordination in

the light of the decisions taken by the Governing Council. In particular, it dealt with the arrangements that had to be made with regard to such topics as Earthwatch (including both GEMS and the International Referral System), arid zones, water quality and waste disposal, etc. In addition, various possible methods of carrying out these activities were considered, such as the establishment of ECB interagency working groups and of programme activity centres.

86. It was also pointed out that activities with respect to the human environment constituted a new dimension rather than a new sector in the over-all activities of the United Nations system, and that UNEP should thus reap full benefit from the experience, expertise and machinery that existed within the system in developing its programmes. It was acknowledged that early consultation on UNEP's programme were desirable and that this process involved a two-way flow whereby the agencies provided the necessary inputs for UNEP's programme planning, and UNEP simultaneously guided and harmonized the environmental content of the various agency programmes.

87. Progress was also made in making the necessary interagency arrangements through the ECB to ensure the two-way flow described above, by supplementing, where necessary, the ACC subsidiary bodies, and thus ensuring, inter alia, the co-ordination by the Committee of the environmental and non-environmental aspects of these programmes. The third session of the Board had been preceded by a meeting of the focal points for environmental activities which had been designated in the various organizations. This preparatory meeting served to identify areas of particular urgency and to review at the working level the various proposals being submitted to the Board.

88. As the Board helped to prepare the programme proposals being submitted to the Governing Council, it was agreed that the next session of the Board should take place before the programme was finalized.

F. Natural resources

89. The ACC is seeking to ensure that the United Nations system makes the greatest possible effort to focus its activities on the evolving needs of developing countries in the area of natural resources. With these needs in mind, it is arranging for the preparation of the comprehensive plan of action for the development of natural resources called for under Council resolution 1761 A (LIV). It is endeavouring to make this plan as action-oriented and as forward-looking as possible. It is hoped that in this way the report incorporating the plan of action, which will be submitted to the Committee on Natural Resources early next year, will help to meet some of that Committee's preoccupations.

90. Satisfactory arrangements have been made with regard to the preparation of the various reports of an interagency character that are required for the fourth session of the Committee on Natural Resources.

91. With regard to the United Nations Water Conference, scheduled for 1977, the ACC wishes to invite the Council's attention to the fact that the agencies'

participation in the preparatory activities, including any regional activities or meetings that may be associated with it, will require the necessary resources to be found. It is hoped, therefore, that the Council may be able to clarify the scope and nature of the preparatory activities that will be required for the Conference. The organizations are ready to assist the Council by elaborating the inputs that it wishes them to make in the light of the decisions that are taken. The ACC further wishes to suggest that it would be useful, in cases where the Regional Economic Commissions have standing committees on water resources, for these bodies to consider what input they could provide for the preparation of the Conference.

92. In this connexion, the ACC wishes to draw the Council's attention to the general question of the financial implications for the agencies of global conferences organized by the United Nations -- for which the agencies are expected, and prepared, to provide considerable inputs. Under the present arrangements, when the Council or the General Assembly decides on the convening of a global conference, the agencies are not aware of exactly what inputs are expected from them and Governments are not informed of the financial implications for the United Nations system as a whole. Unless the agencies are told well in advance what inputs are required for such conferences, they cannot include them in their programme budgets, and they cannot make available the necessary resources if their funds are already earmarked for other purposes. The ACC recognizes that it is difficult to quantify the over-all financial implications of such conferences, but suggests that the Council may wish to arrange for sufficient time to be allowed to enable the agencies to inform it of the order of magnitude of resources they would have to devote from their own budgets for substantial preparatory work. An additional consideration to be borne in mind is the timing of the budget cycles of the agencies.

93. The ACC noted with satisfaction the action taken within the framework of its Sub-Committee on Water Resources Development to ensure that effective co-ordination is developed between the future activities of UNEP in the area of water and those of the other organizations of the system. The Sub-Committee has been invited to provide advice to UNEP in the formulation and preparation of its programme in the field of water resources, and the mechanism of the Sub-Committee is to be fully utilized by UNEP for programme consultations with the organizations of the United Nations system. UNEP has agreed to keep the other members of the Sub-Committee fully informed of its proposed activities in the field of water resources. The ACC is confident that these measures will ensure that there is no duplication or overlapping, and that they will also help UNEP to develop coherent and well-rounded activities in this sphere.

94. In accordance with Council resolution 1761 A (LIV), operative paragraph (d), the ACC has developed the following possible steps for strengthening advice on integrated water-use planning and development:

(a) The second round of country programming could be used for the purpose of bringing to Governments' attention the importance of integrated water-use planning and development:

(b) In the light of the forthcoming United Nations Water Conference, at the next regional meetings of UNDP resident representatives, there might be full briefings on the water development activities of the United Nations system, to familiarize the resident representatives with all aspects of the subject.

(c) Governments could be encouraged increasingly to request UNDP for advice - including interdisciplinary missions - on integrated water-use planning:

(d) In the case of specific projects, UNDP might be asked to give special attention to reviewing water projects, in co-operation with the organizations concerned, from the standpoint of multi-purpose development.

95. Finally, the ACC has also arranged for active efforts to be made to resolve the co-ordination problems outlined in the Secretary-General's report to the Committee on Natural Resources (E/C.7/38/Add.1). The three problems involving water activities were considered by the Sub-Committee on Water Resources Development and subsequently by the ACC itself. Those in the fields of minerals and energy were taken up during bilateral consultations between the organizations concerned. The progress made in regard to these problems is summarized in the following paragraphs.

1. Criteria for the allocation of groundwater projects

96. The most difficult interagency problem with respect to water resources activities has been the question of the allocation of groundwater survey projects. The United Nations, FAO, UNESCO and WHO each carry out groundwater survey projects and it has not been easy to arrive at mutually acceptable criteria for their allocation.

97. The organizations concerned with sectoral uses of water feel that UNDP field projects should be allocated to the agency best suited to cover all the disciplines necessary for a multidisciplinary approach to attain the project's main objective. For example, under this principle, a project dealing with water development for agriculture would be assigned to FAO, because FAO can provide expertise in complementary disciplines such as soil resources, agricultural inputs and infrastructure, and the socio-economic aspects of rural development, while a project dealing with community water supply would be assigned to WHO because it can most easily supply the relevant expertise in that area. This would favour the integration of interrelated disciplines at the project level.

98. The United Nations, on the other hand, continues to believe that the organizations with the available expertise and the most comprehensive outlook on water problems in the natural resources context should be made responsible for projects. The over-all shortage of water is increasing and, with the concurrent increase of water pollution, reprocessing and re-use of the same water will occur many times. It is necessary, therefore, that projects for increasing water availability should be subjected to careful technical and economic analysis with a view to achieving rationalization in alternative uses for this increasingly scarce commodity.

99. The problems in allocating groundwater projects stem from the differing approaches towards water activities indicated above. These problems are scarcely unique to the United Nations system. They exist at the national level, and indeed arise almost inevitably from the differing objectives pursued on behalf of optimum economic development. It is clear that water is a key input for such major activities as agriculture, urban water supply, industry and health of rural populations, while at the same time, like many other physical substances, it is a scarce commodity whose use must be carefully planned. In theory at least, there is no conflict between these horizontal and vertical objectives, since they can obviously be resolved in terms of a country's over-all economic requirements. In practice, however, they raise complex problems, which Governments and international organizations alike find it difficult to solve.

100. Thus, it is important that despite these differing approaches the organizations concerned not only respect each other's views, but also, what is even more important, accept the need for working out in a co-ordinated way their respective activities in regard to water resources development. Co-ordination at the stage of project formulation is of the utmost importance in this respect. It must be recognized, in this connexion, that each Government evolves its own water policies and that the United Nations organizations provide assistance as required in support of these policies. The difficulties, therefore, need not create serious problems.

101. It should be noted that considerable improvement has been registered during the past 12 months. The officials concerned with water activities are increasingly recognizing that conceptual differences of approach should not be allowed to obstruct or interfere with the co-ordination of their ongoing activities. They are agreed, moreover, that the differences, which in recent years have been overstressed, should now be muted, and that henceforward they will work together more closely than in the past.

102. The ACC notes that UNDP, in deciding on the designation of an executing agency, considers a number of general factors, notably the wishes of Governments, the availability of expertise, past experience with the execution of projects of the type in question, and the main objective of the project, as well as other factors which may apply to the specific project concerned. The above general criteria are concerned with the technical and managerial capabilities of agencies, as distinguished from their legislative and constitutional areas of responsibility. The views of the agencies themselves on these matters are available to the UNDP through their comments on the draft country programmes or on the project and are fully considered by UNDP. In fact, the new country programming procedures have increasingly affected the allocation of groundwater projects in ways which minimize the difficulties that were formerly encountered.

103. On the general issue of the allocation of UNDP projects to the various agencies dealing with water resources activities, it is recognized that, as a general rule, there is a close link between the institutional mandate of each organization and the type of technical expertise available to it.

104. The organizations concerned are now agreed that the foregoing arrangements for the allocation of field projects provide a workable basis for dealing with the practical problems arising from the differences of approach described above.

2. Water management

105. It will be recalled that last year the Secretary-General reported as follows regarding water management, administration and law:

"The importance of water management, administration and law is recognized by all organizations, as many of them have a responsibility for the sectoral aspects of those subjects. Domestic and municipal water-supply requires adequate management, institutions and laws; the same applies to other water uses, for example, for agriculture, industry, hydropower, navigation, transportation and fish production, as well as to conservation activities and to the harmful effects and health aspects of water resources development.

"Water resources development and conservation necessitate water policy decisions for the allocation of water to different uses and areas, and any sectoral aspects of water administration must be viewed within the framework of the over-all national water policy, administration and legal framework.

"The organizations of the United Nations system recognize the role of the United Nations in the areas of management, administration, law and policy, regarding total water resources. However, it is agreed that close co-operative arrangements are needed between the United Nations and the interested organizations. The United Nations does not deal with sectoral aspects without consultation with the organizations concerned. It is agreed that the same procedure should apply when staff and experts from the other organizations have to advise Governments on aspects of general policy, law and administration. It is also agreed that there should be, as necessary, informal consultations between the concerned staff members and experts in the United Nations and in the other organizations for this purpose. The organizations recognize the importance of making the fullest use of the limited number of specialists in the field of water management, administration and law (E/C.7/38/Add.1, paras. 40-42)."

106. It will be noted that the differing approaches towards water activities which have been described at some length above also apply to the various activities in the field of water management, administration and law. Here, too, it is necessary to work out practical procedures which would aim at ensuring that the various activities in the field of water management, administration and law are mutually supportive and complementary in content. Almost by definition, this is the realm where these differences in approach create the greatest difficulties, and it would be unrealistic to expect rapid solutions. Nevertheless, the organizations concerned will continue to give this matter high priority and will report on the results achieved to the Committee on Natural Resources at its fourth session.

3. Desalination

107. Desalination activities do not raise practical problems at the present time. For the time being, no nuclear-fuelled desalination plants (apart from the one already in operation in the USSR), are envisaged though, according to the IAEA, such plants may become economically viable in view of possible developments in large-scale desalting technology and the generally rising costs of energy.

108. It was agreed that desalination should be regarded as one of a number of possible sources of supply which should be considered among the technical and economic alternatives reviewed. It was further agreed that the water supply situation should be evaluated in an integrated manner before decisions are taken regarding the most suitable sources of supply, and that if desalination is indicated, the most economic energy source should be chosen. It was also recognized that dual purpose plants for power production and desalination can, at times, offer important economies. The type of fuel used would depend on their economic characteristics. It was further agreed that, with regard to the selection among water supply alternatives, jurisdiction and competence should lie exclusively with the authorities of the Governments concerned.

109. As a result of the discussion of this matter at the ACC Sub-Committee on Water Resources Development, the United Nations and IAEA have agreed to consult each other regarding individual projects, as and when such projects may be requested by Governments. Each secretariat would then make full use of the expertise available in the other's staff (IAEA's nuclear competence on the one side and the competence of the United Nations in relation to conventionally-fuelled plants on the other). It is not expected that further difficulties will arise in this area.

4. Multimineral and mono-mineral exploration

110. Problems are not expected to arise in the future between the IAEA and the United Nations with respect to projects involving prospecting for nuclear raw materials requested by Governments of Member States. As previously agreed, IAEA has primary responsibility for mono-mineral surveys of this kind, and the United Nations for multimineral surveys. If uranium is found in the course of multimineral exploration, arrangements are made for IAEA participation, as for example in a project being executed by the United Nations in Somalia. The smooth transition being achieved by the United Nations in phasing out the operational activities of the "Mineral Exploration in Two Areas" project in Turkey, while the IAEA is simultaneously initiating a project in the development of uranium deposits in the same country, is an example of the good co-operation now prevailing between the two organizations.

5. Nuclear explosives for mineral production

111. When the use of nuclear explosives for mineral production assumes practical significance, i.e. when a concrete international project involving the use of nuclear explosives is envisaged, consultations will be held between the IAEA and the United Nations, as appropriate.

6. Mineral processing

112. The general division of responsibility set out in the guidelines formulated by UNIDO in recent years provides a fundamental basis for co-operation between the Department of Economic and Social Affairs of the United Nations (Resources and Transport Division) and UNIDO. Broadly stated, when mineral processing is closely

related to previous mineral exploration or exploitation (i.e., mining) activities, it falls within the field of competence of the Department of Economic and Social Affairs. The operations involved are principally mineral or ore preparation and beneficiation leading to marketable ores, concentrates or raw materials (e.g., limestone or fluorspar). Processing operations typical of metallurgical, ceramic and basic chemical industries will fall within the field of competence of UNIDO. The operations involved are principally reduction, smelting, refining, forming and fabrication in the case of metallurgical industries; blending, forming and firing in the case of ceramic industries; and chemical processing in the case of basic chemical industries. A certain area of overlap will exist in the case of mineral processing operations such as crushing, screening, leaching, sintering, etc., which, when closely related to a mining operation, will fall under the Department of Economic and Social Affairs' competence and, when connected to follow-up industrial operations, will fall within the competence of UNIDO. In borderline cases, the attribution of competence should follow pragmatic principles and should be decided by common agreement. Little difficulty should arise if this logical basis for division of responsibility is adhered to.

113. From the foregoing information, the Council will observe that appreciable progress has been made in resolving most of the outstanding problems that were brought to the attention of the Committee on Natural Resources. Concerning criteria for the allocation of groundwater projects and water management, the ACC will continue to keep the Council informed of developments with regard to the adequacy of the arrangements outlined above.

G. Science and technology

1. General activities

114. The ACC has followed with interest the work of the Committee on Science and Technology for Development at its second session, which has wide implications for the activities of the system as a whole in the field of science and technology. ACC noted that the Committee has inter alia approved a resolution dealing with arid lands, which is a question of interest to a considerable number of agencies, and another resolution under which the Secretary-General would be requested through the ACC "to prepare a comprehensive report listing the various organs or units of the United Nations dealing with science and technology, indicating the interrelationship between them and the distribution of broad responsibilities, major current programmes and presently available projected resources among them". It is, of course, understood that the Council will review the action proposed by the Committee in the light of actions taken by other intergovernmental organs in related fields. ACC has arranged for its Sub-Committee on Science and Technology to meet and consider measures for the implementation of the Committee's resolutions, once the Council has acted on them.

115. The ACC continues to attach importance to the implementation of the World Plan of Action for the Application of Science and Technology to Development. It noted that its Sub-Committee on Science and Technology had considered this matter

at its last session in accordance with Economic and Social Council resolution 1823 (LV). The organizations concerned will take measures to implement the draft resolution on this question proposed by the Committee on Science and Technology for Development in the form in which it may be adopted by the Council.

2. Outer space activities

116. The ACC has noted that the General Assembly in resolution 3182 (XXVIII) on international co-operation on the peaceful uses of outer space "agrees with the Committee on the Peaceful Uses of Outer Space that proper co-ordination is necessary for activities within the United Nations system relating to the peaceful uses of outer space". It has also noted that the Scientific and Technical Sub-Committee of the Committee on the Peaceful Uses of Outer Space at its session in May 1973 emphasized the increasing need for interagency co-ordination and felt that interagency meetings in this field should be made as effective as possible, especially in view of the fact that several agencies have become increasingly involved in the area of space applications. The Scientific and Technical Sub-Committee further recommended that annual interagency meetings on outer space applications should be held prior to its sessions and that it should be informed of the results of these meetings.

117. Many of the organizations are becoming increasingly involved in outer space activities, in particular utilizing the data acquired from satellites, providing training in space applications, and disseminating information on the potential use of satellite systems in the solution of development problems. The ACC recognizes the need for interagency co-operation in this rapidly developing, and highly technical, field and is continuing to make every effort to ensure that proper co-ordination is achieved.

118. The ACC noted that the Technical and Scientific Sub-Committee of the Committee on the Peaceful Uses of Outer Space has underlined that "an adequate training programme would be necessarily aimed at preparing geographers, soil scientists, agronomists, foresters, geologists, hydrologists, water resources engineers, marine scientists, etc., mainly from developing countries, in the techniques of interpretation and the use of remotely sensed data about earth resources and the human environment" (A/AC.105/116, para. 32). The organizations concerned will co-operate with the United Nations in arranging for such programmes.

119. Over the past year, the ACC has arranged for two ad hoc interagency meetings in space applications. The first of these was held in New York in May 1973 during the session of the Scientific and Technical Sub-Committee of the Committee on the Peaceful Uses of Outer Space. The second meeting was held in March 1974 in Geneva. Both meetings provided a useful opportunity for the exchange of information on the activities of the various organizations and units concerned, which is of special importance in this area, because of new technical developments, as well as for discussion of specific co-ordination issues.

120. The ACC has decided that a further interagency meeting should be held early in 1975, in advance of the meeting of the Scientific and Technical Sub-Committee,

in order to hold consultations on the draft programme of the United Nations on space applications, to discuss questions of interagency concern in the area of outer space activities, and to provide an opportunity for the exchange of information.

121. This year, in addition to the information contained in the review of activities and resources of the United Nations and its specialized agencies, the agencies concerned are providing summaries of their activities in space applications for the benefit of developing countries for a comprehensive report to be submitted to the Scientific and Technical Sub-Committee, so that that body which acts as the focal point in promoting international co-operation -- may have an over-all view of the activities of the system.

122. The ACC has noted with interest the work of the Working Group on Remote Sensing of the Earth by Satellites which met in New York in February-March 1974. In particular, it notes that the Working Group envisages the future role of the United Nations as including "continued co-ordination, with special emphasis on co-ordination of activities undertaken or envisaged by the specialized agencies and other United Nations bodies with the programmes of the Committee on the Peaceful Uses of Outer Space". The ACC reiterates its readiness to co-operate in this effort.

3. Marine activities

123. The Sub-Committee on Marine Science and its Applications met in February 1974. It dealt mainly with two topics, implementation of Council resolution 1802 (LV) and interagency collaboration in assisting the United Nations Conference on the Law of the Sea.

124. The preparation of the two reports on the uses of the sea and coastal area development that were called for by the Council in resolution 1802 (LV) is progressing satisfactorily. Every effort is being made to ensure that these reports are the product of a collective undertaking by the several organizations concerned, as envisaged by the Council.

125. It will be recalled that in its last annual report (E/5289, part I, para. 101), the ACC proposed that the subject "Co-ordination of marine activities" should be included among the topics for in-depth consideration by the Council in 1974, or in 1975. This proposal was made before the adoption of Council resolution 1802 (LV) of 7 August 1973. In paragraph 4 of part III of that resolution, the Council invited the ACC "to prepare a concise report covering the work programmes and the spheres of competence of the components of the United Nations system in the field of marine science and its applications, in order to avoid overlapping and duplication of activities in this field, and to present this report to the Economic and Social Council at its fifty-ninth session". The ACC has made detailed arrangements for interagency co-operation and co-ordination in the preparation of this report.

126. The ACC expects this report to provide a fairly full-scale treatment of its subject-matter. It will be recalled that it suggested last spring that the Council might select marine affairs as a topic for in-depth consideration in 1975. The ACC accordingly wishes to suggest that the report being prepared under resolution 1802 (LV) might constitute the in-depth report initially envisaged. There is a precedent for this procedure which was adopted in connexion with the ACC's first in-depth report on natural resources.

127. Recognizing the special importance of the United Nations Conference on the Law of the Sea, the organizations concerned have expressed their readiness to continue to co-operate with the United Nations and to assist the Conference on the Law of the Sea in any way that may be needed. This assistance is expected mainly to take the form of endeavouring to respond positively to any requests that might be made by the Conference (preparation of documents, reports, statements and other inputs).

4. Computers for development

128. In accordance with Council resolution 1824 (LV), the ACC arranged for its Sub-Committee on Science and Technology, which met in November 1973, to consider the question of ensuring better co-ordination of, and giving new impetus to, the activities of the United Nations organizations in the application of computer technology for development. In its next report, it will indicate the progress that is being registered by the Sub-Committee in carrying out this assignment.

129. It continues to be the ACC's view that no additional machinery is needed at the intersecretariat level for the purpose of co-ordinating activities of the United Nations agencies in this area since this task can be adequately carried out by its existing Sub-Committee on Science and Technology. However, in order to ensure that the Sub-Committee is in a position to handle these highly technical matters, officials responsible in the various organizations for computer projects in developing countries will be associated with its consideration of them. ACC is also arranging for the co-ordination of the relevant activities of the Sub-Committee, the Inter-Organization Board and the Sub-Committee on the Development Decade, and has further agreed that the international agencies outside the United Nations system most directly concerned with the application of computer technology should be invited to attend meetings of the Sub-Committee dealing with this subject.

H. Population

130. The need to ensure that the contributions of the various components of the system to the World Population Conference being held in Romania in August 1974 were adequately co-ordinated has made it necessary for the ACC Sub-Committee on Population to meet twice during the last 12 months, in October 1973 and February 1974, in conjunction with sessions of the Population Commission. The role played by the Sub-Committee with respect to the Conference has been manifold: to co-ordinate agency inputs to the Conference documentation, as well as pre-Conference activities; to provide an opportunity for prior interagency consultations

on the proposals submitted by the United Nations to the Population Commission with respect to Conference arrangements; to ensure that the decisions of the Population Commission in respect to the contributions of organizations to the Conference were adequately implemented; to plan the participation of United Nations organizations in the Conference; and to ensure that secretariat activities directed to the Conference and the World Population Year were properly co-ordinated. The results of the Sub-Committee's deliberations are to be found in the documentation submitted to the Population Commission and do not need to be reiterated here.

131. The April session of ACC benefited from the participation of the Secretary-General of the World Population Conference, Mr. Carillo-Flores. He outlined the main highlights of the draft World Population Plan of Action to be submitted to the Conference, and called attention to the emphasis which the document placed on the interrelationships between population dynamics and various aspects of economic and social development, the environment and the family. He expressed the hope that the Conference would heighten awareness of these interrelationships and help to define the tasks and objectives that confronted the United Nations system in this sphere. Agreement at the Conference on the tasks to be performed would then make it possible for the Economic and Social Council and the General Assembly to seek ways of further strengthening the existing activities of organizations as well as of intensifying co-operation among them in carrying out those activities. He also expressed the hope that the specialized agencies concerned, including their executive heads, would find it possible to participate fully in the Conference's deliberations, not only in plenary but in the committees and working groups as well.

132. At its April session, the ACC also approved the text of a background paper for the Conference, describing the population activities of the system. The paper was drafted by the United Nations, in collaboration with the Sub-Committee on Population. Its main purpose, as defined by the Population Commission, is to provide Governments and participants in the Conference with a concise and readily usable review of the current population programmes of the United Nations and its specialized agencies.

133. The description of activities in this paper was based on a more detailed presentation of the programmes of organizations that had been provided in an interagency report presented to the Population Commission at its seventeenth session. Thus, for the first time, the separate reports submitted to the Commission by individual agencies were replaced by an integrated programme document. The organizations concerned intend to improve its presentation further in future years so as to provide the Commission with a better basis for reviewing programmes and assessing the effectiveness of programme co-ordination within the system.

134. In view of the pressures of the preparatory work for the Conference, the Sub-Committee did not find it possible to devote as much time as in the past to its regular activities. However, at its October session the Sub-Committee reviewed the technical meetings and research projects planned by the various organizations, on the basis of more detailed information than had been available to it in the past. The Sub-Committee has arranged for this information to be analysed periodically and in various fashions - within the context of the various programme

priorities identified by the Population Commission -- so as to enable organizations to concentrate activities on priority areas; to plan future meetings or study projects taking into account similar activities in other organizations; to take full advantage of the substantive and administrative experience gained by other organizations in undertaking related activities; and, whenever possible, to pool efforts by undertaking studies and meetings of an interdisciplinary character designed jointly by the various organizations. Under the aegis of the Sub-Committee, efforts have also continued to harmonize the various sets of demographic projections being prepared by the various organizations and to be used by the World Population Conference. A co-ordinated programme of work for demographic projections is being planned for the years ahead.

135. The ACC has approved a recommendation by the Sub-Committee that it should meet after the Conference, to review the interagency implications of the Conference's deliberations in the light of the consideration of its report by the Economic and Social Council and the General Assembly.

I. Education and training

136. The ACC has continued to keep under review the activities of the United Nations system in education and training. Most of the organizations of the system have programmes in this area, and there have been rapid changes in educational approaches as well as in ways of providing assistance to Governments. Accordingly, and taking into account the Council's interest in the system's activities in this field, the ACC is again reporting fully on its consideration of this matter and on the work of its Sub-Committee on Education and Training. It should be added that questions relating to the education and training of refugees from colonial territories are covered elsewhere in this report (see paras. 40-43 above).

1. Migration of trained personnel ("Brain Drain")

137. Considerable attention has been devoted to the important question of co-ordinating and concerting the activities of the organizations of the United Nations system aiming at minimizing any harmful consequences of the migration of trained personnel, particularly from developing to developed countries. Efforts in this direction were assisted by an inter-secretariat survey of the work already completed or still under way in this field throughout the United Nations system. In addition, the findings of the Group of Experts convened by the United Nations in pursuance of General Assembly resolution 3017 (XXVII) were taken into account, as well as relevant material submitted by various members of the system.

138. The "brain drain" is a problem of increasing concern and urgency to many Governments. This fact is clearly reflected in the large number of intergovernmental initiatives which have been taken over the past few years in several organizations and the resultant studies or programmes of action which have been undertaken by these organizations. For example, the United Nations has undertaken two studies pursuant to Council resolution 1571 (LI) and General Assembly resolution 3017 (XXVII). These requests had followed earlier decisions

of the General Assembly which had led to UNITAR's study on the "brain drain" problem in the form of a case study of five developing countries, which must be distinguished from the ongoing UNITAR studies on the motivations and factors in the international migration and return of professionals from developing countries who have studied abroad, a long-range multinational comparative research project under way since 1969.

139. In addition, the third UNCTAD conference and UNCTAD's Intergovernmental Group on the Transfer of Technology have called for the study of this problem with a focus on its significance as a reverse transfer of technology from developing to developed countries. ECAFE has also undertaken consideration of the "brain drain problems" in the context of its Advisory Council for Industrial Research. Although it has not yet undertaken any similar studies, ECA is interested in the problem and may soon begin work on it in pursuance of requests by OAU for studies on the movement of skilled and semi-skilled Africans from some parts of western Africa to Europe, where they are sometimes used as untrained personnel. Neither UNIDO nor UNDP have taken formal action in this field, but both organizations attempt to orient their activities, particularly in the area of training, to take account of and inhibit the outflow of trained personnel.

140. Furthermore, WHO has a major ongoing programme of study on the international migration of physicians and nurses, since it is in health manpower that this problem sometimes makes its most dramatic and disturbing appearance. UNESCO has also undertaken several studies of the problem in recent years, resulting, inter alia, in the publication in 1971 of "Scientists Abroad". It is currently responding to another request for action in this field, voiced by its General Conference at its seventeenth session in 1972, and will be presenting the results of its questionnaire to its governing bodies in 1974.

141. In response to a request from its member countries, the ILO has undertaken and published a number of studies on this subject since 1967. In the light of the findings of these studies, it now holds that the "brain drain" is a question which cannot be treated separately from the more general problems of unemployment, underemployment, poverty and distorted income distribution in the home countries. It is important, in the view of the ILO, to regard these as the fundamental causes of the "brain drain". The ILO's comprehensive World Employment Programme missions and programmes on non-manual workers give due consideration to this phenomenon from this point of view.

142. The focus of concern in intergovernmental organs naturally lies mainly with the effects of this outflow on the community at large, that is, on the social and economic losses to the countries concerned. There is, however, another aspect of the whole question which has frequently been touched upon, namely, the human rights considerations which relate to this problem and which have been briefly referred to in certain passages of the report of the Group of Experts.

143. Governments are calling for action in many different fora and when the results of ongoing programmes of work are presented to various legislative organs in the

course of 1974 and 1975, there may be further separate calls for action in an effort to mount a many-sided attack on this problem.

144. The ACC, in the light of its consideration of this multifaceted issue and of the various separate actions taken by the various organizations, would be ready with the active assistance of each of the organizations concerned, to work towards a system-wide concerted programme of action with a resultant economy in the expenditure of resources. Such a joint effort might attempt to elucidate the elements of the problem needing to be dealt with, identify gaps in past or current activities, and formulate advice on the methods by which Member States could most effectively and in concert reduce this outflow and its adverse consequences. This subject thus might lend itself to an in-depth study. If the Council agrees, the ACC would be prepared to undertake such a study, taking fully into account the work already accomplished by various members of the system, outlined above. Each executive head concerned would be ready to bring this issue to the attention of the policy-making organs of his organization, with the recommendation that they should authorize the appropriate measures for the organization's participation in this concerted effort.

2. Educational technology

145. Educational technology may be defined as a systems approach to the whole educational process. It is a way of organizing all available resources, including the new communication techniques, in order to increase the effectiveness of educational programmes. There are within this field a number of areas of common concern to all our organizations.

146. For many years, the programmes of the specialized agencies of the United Nations system have tended to encourage the systematic use of educational technology in education and training. This is especially true of UNESCO, WHO, ILO, FAO, ITU, WMO and UNICEF. Activities in this field cost several million dollars each year and would benefit from greater co-ordination, especially in regard to demonstration centres, technical services, equipment and training programmes. Notwithstanding bilateral contacts between agencies, no concerted action by the United Nations system as a whole has so far been developed. It is therefore proposed to harmonize and co-ordinate more effectively activities in educational technology in order to avoid any duplication of effort and to make the maximum use of the funds available for this important work. The ACC has requested its Sub-Committee on Education and Training to devote more attention to this question and has asked it to report at an early date on the results achieved.

3. Co-ordination in the field of education and training: development of an educational strategy

147. Consideration was given to several related aspects of interagency co-operation in planning and implementing education and training projects in co-operation with national authorities:

(a) Orientation and briefing of experts and new staff so that they may understand better the contributions which other United Nations agencies can make to an integrated approach to lifelong education;

(b) In-service refresher courses for experts and staff, also to reflect such United Nations system capabilities.

148. Special attention was also given to activities which can be undertaken at the field level to harmonize advice which United Nations organizations provide to Governments on education and training matters. To this end the following measures were agreed upon:

(a) Resident representatives should convene periodic meetings of field staff engaged in education and training activities.

(b) Each organization should designate one or more field staff members, as appropriate, in each country who can serve as the Resident Representative's point of contact;

(c) Field personnel should bear in mind the contributions that their work in education and training could make to the World Plan of Action for the Application of Science and Technology to Development.

149. The ACC had decided that at its next session the Sub-Committee on Education and Training should accord priority to co-ordination of advice of policy formulation, which constitutes an important element of its terms of reference: it should also consider in greater detail the far-reaching implications for the whole of the United Nations system of the acceptance and implementation of the principle of lifelong education based on a comprehensive strategy. Lastly, the Sub-Committee should, at the appropriate time, make an assessment of interagency arrangements for education and training and recommend such action as it might deem necessary.

150. With regard to non-formal education, the ACC believes that members of the United Nations system should co-ordinate their activities more closely, with particular reference to adult and adolescent education, in an effort to achieve common "delivery systems" and an integrated range of services. A clearer picture needs to be obtained of what agencies are doing with regard to well-defined age groups and different levels and types of learning needs. Concrete steps have now been undertaken to achieve this type of co-ordination.

151. The ACC noted that, with the measures outlined above, there would be better opportunity for the co-ordination of the technical assistance inputs of the United Nations organizations, as consultations and actions on these inputs could take place well in advance of the implementation of projects.

J. Social questions

1. Drug abuse control

152. In the last year the ACC has established an Inter-Agency Advisory Committee on
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Drug Abuse Control with terms of reference in accordance with which it would both advise the Executive Director of the United Nations Fund on Drug Abuse Control and assist the Administrative Committee in co-ordinating the substantive activities in this field. The first session of this Advisory Committee was held in Geneva in March 1974. The ACC reports below on the results achieved at that meeting, which it has already endorsed.

153. The Advisory Committee has begun its work by elaborating broad long-term objectives that should guide the various organizations in dealing with the problem of drug abuse. The Committee agreed that the broad aim should be to help reduce the seriousness and extent of the individual, public health and social problems associated with the use of dependence-producing drugs outside accepted medical practice. The three principal approaches to the achievement of this broad purpose are: (a) to limit the supply of drugs to legitimate medical and scientific needs; (b) to reduce the demand for non-medical use of drugs; and (c) to suppress the illicit traffic in drugs. The Advisory Committee also agreed to a number of medium-term objectives, based on these three approaches, and emphasized that there was a clear need for more action programmes in the general area of demand, namely in prevention, treatment and rehabilitation of drug users and for research on the causes of drug use and on medical and social problems. The medium-term objectives are being used as a guide to programme planning.

154. The Advisory Committee attached particular importance to the proper evaluation of project execution. Such evaluation should be intimately related to project planning with the aim of improving project design and performance in the course of implementation.

155. The Advisory Committee agreed that the technical and professional resources and expertise available in participating organizations should be drawn upon to the maximum extent, particularly at the project planning stage. This would facilitate the process of project review and approval as well as appropriate co-ordination of inputs during the implementation stage. These procedures would also make it possible for participating agencies to express an interest in co-operating on projects in which they might have an interest and a special contribution to make. Moreover, proper co-ordination in the field would make it possible for experienced experts to assist exploratory and project preparation missions at the country level.

156. The ACC has noted the suggestion made during the recent session of the Commission on Narcotic Drugs that its Chairman should be invited to attend the meetings of the Inter-Agency Advisory Committee in order to foster close co-operation between the two bodies. The ACC believes that this request may have sprung from a certain lack of communication. The role of the Advisory Committee was to carry out the policy decisions reached by the Commission, the Council and the governing bodies of the agencies in as co-ordinated and efficient a manner as possible. In order to improve communications and to bring about closer co-operation, the ACC suggests that there might be informal meetings between members of the Inter-Agency Advisory Committee and the Chairman and perhaps other members of the Commission on Narcotic Drugs. In addition, the results of the work of the Inter-Agency Advisory Committee could and should be fully reported to the Commission at its annual sessions.

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2. Rehabilitation of the handicapped

157. In last year's report, it was noted that one of the main concerns of the system in its efforts to help rehabilitate the handicapped was the lack of adequate information at the national level on the opportunities for assistance available internationally. At an interagency meeting convened by the ACC in Geneva in November 1973, preparations were made for assembling and disseminating materials for the use of UNDP resident representatives and national development planners, which would provide countries with easy reference to, and an inventory of, the resources available in the field of rehabilitation, and would also draw the attention of planners to the potential significance of rehabilitation programmes in the development process. The organizations of the system are being assisted in these endeavours by the Council of World Organizations Interested in the Handicapped.

158. As regards the actual content of these programmes, the ACC shares the sense of importance attached by the meeting to disability-prevention, as an integral and principal part of rehabilitation services and, generally, to the development of comprehensive rehabilitation services, including medical, educational and vocational aspects. The ACC also encouraged the meeting to pursue its consideration of a wider utilization of advanced communication techniques in rehabilitation programmes.

159. The ACC has also considered greater and endorsed the recommendations of the meeting regarding the creation of greater opportunities for the employment of disabled persons by United Nations organizations. The personnel services in the various organizations have been directed to ensure that rehabilitated disabled persons are given equal opportunities in the process of recruitment for those jobs and assignments for which they possess the standard qualifications. At the interagency level, the Consultative Committee on Administrative Questions has been requested to give due consideration to questions related to the recruitment and employment of disabled persons, whenever general staffing requirements and personnel policies are discussed, and to review present personnel policies and procedures with a view to eliminating existing obstacles to the employment of disabled persons, and working out methods aimed at creating better opportunities for their recruitment. The ACC hopes that it will be able to count, in this endeavour, on the full co-operation of Member States, particularly with respect to the selection of candidates for international recruitment.

160. The ACC has approved the holding of a further interagency meeting on rehabilitation in November 1974 to ensure adequate prior consultations on the project proposals of United Nations organizations in the field of rehabilitation for the period 1976-79. A further item on the rehabilitation of war victims in South-East Asia has been included by the ACC in the agenda of this meeting.

III. PUBLIC INFORMATION QUESTIONS

161. Of the two interagency committees dealing with public information, namely the Consultative Committee on Public Information (CCPI) and the Programme Committee of CESI, only the latter met during the period under review (in December 1973).

162. As usual, the activities of the Centre for Economic and Social Information will be more fully described in separate reports to the Council and to the General Assembly. It may be noted that in recent years, regional conferences between national information officers and United Nations information directors have provided an opportunity for useful dialogues between Governments and organizations of the United Nations system. A further such meeting between governmental information representatives from industrialized countries and the information directors of the United Nations family took place at the kind invitation of the Federal Republic of Germany in Bonn, in April 1974.

163. Aware of the necessity to reduce, whenever possible, the number of its subsidiary bodies, and bearing in mind the preoccupations expressed in the Council's resolution 1806 (LV), the ACC has now approved the merger of the CESI Programme Committee with the Consultative Committee on Public Information (CCPI). The ACC has agreed that the new committee should hold its first session in Rome in September, 1974, and that it should be known for the time being as the "Inter-Organization Public Information Programme Committee".

164. Considering the importance of having dynamic, well co-ordinated public information activities on behalf, inter alia, of the development work being carried out by the United Nations system, the ACC was pleased to note the increasingly wide acceptance of the key role being played in this sphere by the Centre for Economic and Social Information.

IV. ADMINISTRATIVE AND FINANCIAL QUESTIONS

A. Personnel questions

165. In resolution 3042 (XXVII), the General Assembly agreed in principle to establish an International Civil Service Commission, and requested the Secretary-General, after consultation with ACC and staff representatives, to present a draft Statute to its twenty-eighth session. The draft Statute prepared by ACC envisaged that the Commission would consist of thirteen members serving in their individual capacity and having the necessary expertise. Policy matters were to be dealt with by the full Commission and day-to-day administrative matters by three full-time members. The most important consideration from the point of view of ACC was the competence and integrity of the members of the Commission, which would enable them to enjoy full confidence of Member Governments, the executive heads of organizations and their intergovernmental organs, and, of course, the staff.

166. Both in the Advisory Committee on Administrative and Budgetary Questions and in the Fifth Committee of the General Assembly, questions were raised regarding

some of the provisions of the draft Statute. Eventually the General Assembly decided to defer action on the Statute. The Secretary-General was asked to ascertain the views of Member States on the points at issue, and the matter will be re-examined at the twenty-ninth session. As an interim arrangement, the General Assembly requested ICSAB to meet in 1974 to review the salaries and allowances of the staff in the professional and higher categories. The Board will meet in July and ACC is preparing the necessary submissions.

167. Meanwhile, the normal inter-organization co-ordination on other aspects of the common system has continued. In its resolution 3198 (XXVIII), the General Assembly established new standards of air travel for the United Nations, under which only Assistant-Secretaries-General or above will be entitled to first class travel. All organizations in the common system have now agreed to adopt the standards established by the Assembly.

168. The organizations have also agreed on proposals to be made to the General Assembly in consequence of resolution 3007 (XXVII), with a view to eliminating from the Staff Rules differences in treatment based on sex. These differences relate to travel entitlements with respect to spouses, and to provisions for the death grant to the surviving spouse. The existing differentiations lie in the fact that, whereas a wife is automatically dependent for purposes of travel entitlement and death grants, a husband is not so regarded unless his income is below a certain level. The effect of the revised rules on travel and related expenses would be to entitle the spouse of an official to existing benefits, irrespective of his or her dependency status. Similarly, it is proposed that, for purposes of the death grant, the surviving spouse should be entitled to the benefit irrespective of his or her dependency status. Certain additional distinctions based on sex in the Staff Regulation governing the Repatriation Grant and in the Rules on Compensation for Service-incurred illness, injury or death involve complex issues and are the subject of further study with a view to the necessary decisions being taken before October.

B. Financial and budgetary questions

169. The ACC endorsed generally the recommendations of the Consultative Committee on Administrative Questions on financial and budgetary matters arising out of its meetings in June and September 1973, and in March 1974.

170. A major subject under discussion at CCAQ's meetings has been the effects of currency instability on the budgets of the organizations. One outcome was the report made by the ACC on this subject in October 1973, which was submitted to the twenty-eighth session of the General Assembly by the Advisory Committee on Administrative and Budgetary Questions as an annex to its own report (A/9008/Add.16). The General Assembly decided to establish a Working Group on Currency Instability, consisting of thirteen representatives of Member States, to consider alternative solutions to the difficulties resulting from the effects of continuing currency instability and inflation and to report to the General Assembly at its twenty-ninth session.

171. All the organizations are co-operating with the United Nations Secretariat in providing information and documentation requested by the Group. The ACC naturally continues to be seriously concerned about the effects of currency instability on the programmes and budgets of its member organizations, and on personnel administration and staff morale, but it feels that it would be advisable to await the findings of the General Assembly's Working Group, before considering what further action could be taken in the matter.

172. The CCAQ has also continued to study questions related to trust funds, and agreement has been reached among the organizations on certain common practices relating to their administration. However, one important question - namely the extent to which trust funds should be charged with the costs of programme support provided from the regular budgets - cannot be resolved until further information becomes available from the studies on a cost measurement system.

173. A number of financial questions touching on conditions in the field have also been examined, and CCAQ has reached agreement in principle on a new formula for determining the appropriate proportions of duty-station currency and other currencies in which salaries and allowances should be paid. A set of guidelines for the use of project vehicles have also been agreed upon.

174. With regard to standardization of financial regulations, CCAQ accepted the view that further changes in the regulations pertaining to accounts and audit would be necessary in order to achieve the results expected by ACABQ, and it recommended that those organizations that have adopted biennial budgeting, or were intending to do so, should attempt to develop a common text which would:

- (a) maximize the benefits flowing from a biennial budget cycle;
- (b) apply to external audit to the extent possible; and
- (c) provide for a meshing of financial accounts, necessary external audit and appropriate review by governing bodies.

A number of organizations offered their assistance in developing a standard text, recognizing that the changes proposed could well result in substantial savings in time and effort by the secretariats, the auditors and the legislative bodies, and would constitute a further step towards achieving common financial regulations.

175. Work is also proceeding on the implementation of the CCAQ Cost Measurement System. An extract from the CCAQ's report on a provisional review of cost figures for the first half of 1973 was presented to the seventeenth session of the UNDP Governing Council by the Administrator, and CCAQ and its Task Force are now finalizing their analysis of the figures for the whole of 1973.

176. CCAQ's findings made it possible for the ACC to have a full discussion at its April session of the question of the financing of programme support costs. The views and conclusions recorded at the end of these discussions are set out in the following section.

C. Programme support costs

177. The question of programme support costs (also referred to as administrative and operational services costs or overhead costs) required to implement extrabudgetary programme activities of the organizations in the United Nations system, and more particularly the allocation of such costs between sources of funds, has been considered from time to time during the past 20 years by a number of bodies including the Council, the Advisory Committee on Administrative and Budgetary Questions, the legislative and governing bodies of the specialized agencies and the IAEA, the Governing Council of UNDP and the Joint Inspection Unit.

178. The question of financing programme support costs first related particularly to activities financed by the predecessors of UNDP, then by the UNDP itself. The Governing Council of UNDP is pursuing consideration of this matter, and all members of ACC are co-operating fully by providing the necessary information and data. Recently, the question has arisen also in relation to extrabudgetary programmes other than UNDP-financed activities, such as those financed from certain of the newer special funds in the United Nations system (e.g. UNEP, UNFDAC and UNFPA), trust funds, and voluntary contributions of various types. The ACC has considered the question of the policies governing the financing of programme support costs in the light of these developments.

179. The problems which have arisen for the organizations in the United Nations system with respect to the programme support costs of extrabudgetary programme activities carried out by them can be summarized as follows:

(a) There is a lack of uniformity of approach to the financing of these costs from different sources of funds, based on decisions taken by the respective governing bodies. In some cases, programme support costs are financed as a fixed sum for identified purposes, while in others, as in the case of UNDP, they are partially reimbursed on a percentage basis. On the other hand, UNFPA usually negotiates the reimbursement of the "infrastructure" costs of the agencies. A number of other extrabudgetary sources of funds, including certain of the newer special funds in the United Nations system, are at present in the process of determining their approach to this question, in view of the special nature of their programmes.

(b) A growing portion of the costs of the support services required by extrabudgetary programme activities is at present being met from the regular budgets of many organizations, and yet there is at present a tendency on the part of some Governments to stabilize the regular budgets of organizations in the United Nations system regardless of the increased work load arising from the extrabudgetary accounts. Some Governments are also favouring the financing of technical assistance from extrabudgetary rather than assessed sources of funds. The financing, planning and control of the programme support required by extrabudgetary activities from the regular budgets is thus becoming increasingly difficult, notably in the context of the present currency fluctuations and inflation.

(c) Over the years, opinion has been divided as to the proportion of support costs which should be met from the extrabudgetary funds themselves and from the regular budgets of the organizations. Whereas the representatives of some member States advocate one approach to the financing of these costs when considering the matter in the governing bodies of the funding organizations, other representatives of the same Member States often advocate a different approach in the deliberation of the governing bodies of the executing organizations.

180. In the light of the foregoing, and after careful consideration of the various aspects of the complex matter, the ACC recommends that a policy should be adopted that these programme support costs, which may be required to implement programme activities financed from extrabudgetary funds in an effective, efficient and economical manner, should be clearly identified and provided for, irrespective of the source from which such costs are met. This is to ensure that programme support costs for extrabudgetary activities do not erode funds approved for regular programme activities, which may, in turn, lead to a distortion of approved priorities. Naturally, the detailed arrangements for reimbursement of such costs should take into account differences between various types of programme and project activities and associated costs.

181. The ACC has developed a common cost measurement system, through a task force organized by the CCAQ, which inter alia will make it possible for the first time to identify the different elements of programme support costs. 2/ Obviously, the data produced by the cost measurement system cannot, in themselves, resolve the policy issue of the extent to which extrabudgetary resources should carry their respective programme support costs. Thus, any list of options for the allocation of such costs that may be identified in the context of reporting on the results of the system should be regarded as merely illustrative. The options in this connexion are those of Governments, which need to resolve the problem, not only in the Governing Council, but also in the governing bodies of the agencies. The cost measurement system would assist these decisions by furnishing the best available cost data which could be used in estimating, reviewing, and appropriating programme support costs and therefore also any reimbursement arrangements as between extrabudgetary funds and the regular budgets of organizations. In addition, the report on the cost measurement system, which will be submitted to the June 1974 session of the Governing Council, will be accompanied by full background information on the basis on which the system has been designed, and the various purposes it is to serve. In this connexion, the ACC welcomes the invitation of the Governing Council to the Advisory Committee on Administrative and Budgetary Questions and the Joint Inspection Unit to review the data and to provide independent views for consideration by the Governing Council. Members of the Inter-Agency Consultative Board for their part, have decided to discuss the question again at the October 1974 session of the Board, and some organizations have agreed to prepare detailed studies which could be considered at that time.

182. The ACC is fully aware of the importance of extrabudgetary activities in the total programmes undertaken by members of the United Nations system on behalf of economic and social development. While the regular programme activities are essential for being able to prepare projects and evaluate them and for technical

2/ It should be noted that the system has not yet been fully applied and that so far it has been tested and applied only by some of the organizations in the United Nations system. /...

backstopping of field operations - mainly funded, in most organizations, from extrabudgetary resources - the feed-back information provided by the latter enriches and reinforces the regular programme activities. Members of the ACC are especially concerned to make the total programmes of their organizations as effective as possible, and to ensure that the regular activities and technical assistance components of these programmes are mutually reinforcing.

183. The ACC suggests that a general policy governing the allocation of programme support costs should be agreed upon and adopted by the Member States of the organizations of the United Nations system, in the light of the report on the cost measurement system to be submitted to the Governing Council of UNDP. On the basis of such a general policy, the ACC would then be in a position to work out detailed arrangements for the reimbursement of that proportion of programme support costs which it might be decided should be borne by extrabudgetary funds, account being taken of differences between the various types of programme and project activities and associated costs, as identified through the cost measurement system.

184. The ACC is aware of the general desire, which it shares, to devote the maximum proportion of assistance resources to project activities and of the consequent necessity of keeping programme support costs to a minimum. While such costs are inevitably incurred, and their order of magnitude is related to the unique nature of international assistance provided by the United Nations system, the members of ACC will review carefully the programme support costs reimbursable under one of the possible formulae, once adopted, with a view to their further reduction through improvements in efficiency, which the adoption of such a formula would make it easier to define and ensure.

185. In conclusion, the ACC is convinced that there is now an urgent need to resolve by general policy decisions a vexing problem which has been of deep concern for many years, since such a solution would permit a more vigorous and efficient approach, on a concerted basis, to development assistance.

D. Information systems and computer use

1. Report of the Inter-Organization Board for Information Systems and Related Activities (IOB)

186. The ACC continues to be advised on the important matter of information systems by the Inter-Organization Board for Information Systems and Related Activities (IOB). In this connexion, it reviewed the report of the IOB's sixth session (March 1974) and endorsed the proposed work programme for 1974/75. The ACC wishes to point out that this work programme, consisting of the permanent consultative services function of the IOB secretariat and of the pilot project on the Common Register of Development Activities, has been described in the ACC's special report on information systems, and therefore its contents need not be recapitulated here.

187. The Council will recall that, at its fifty-fifth session, it decided to request the ACC to prepare a report on "information systems and computer use" as the topic for in-depth consideration at the fifty-seventh session in pursuance of the arrangements set forth in its resolution 1643 (LI). This report has been prepared and is being submitted separately to the Council (E/5489 and Add.1).

188. Although the ACC is aware that this report is not a full response to the Council's request, it nevertheless considers that the work-plan outlined therein is a modest but realistic step towards the introduction of common concepts for interorganizational information systems.

2. International Computing Centre (ICC)

189. In response to the concern expressed by the ACABQ during the twenty-eighth session of the General Assembly (A/9008/Add.1, para. 14) that the Geneva International Computing Centre was "still greatly under-utilized" and that the unit costs were "about three times higher than those at the New York Computing Centre", the ACC requested and subsequently received a detailed report from the Management Committee of the International Computing Centre on "Electronic data processing, utilization and costing".

190. The ICC Management Committee established the following terms of reference for this study:

(a) To determine the 1973 and anticipated 1974 level of utilization of ICC's computer equipment, with a view to establishing unit costs for undertaking work at the ICC and indicators for comparison with other computing centres, both within and outside the United Nations system;

(b) To assess to what extent this equipment was being utilized in relation to its potential capacity and to determine what changes, if any, should be made in the existing equipment configuration, so that the present or anticipated workload could be performed at the optimal level of efficiency;

(c) On the basis of the above findings, to indicate, if possible, those services which could most effectively or efficiently be performed by the ICC in the existing range of services provided.

191. The findings of the Management Committee were as follows:

(a) The utilization of the ICC computing system in 1973, represented by 265,000 steps per year, was 66.4 per cent of the saturation level of the present system. In 1973, the ICC utilization averaged 1.66 shifts, although in its peak month it was necessary to go into a third shift.

(b) The anticipated level of utilization of the ICC computing system in 1974 is estimated to be 300,000 steps or 75 per cent of the saturation level,

assuming a conservative 12.5 per cent increase in the workload. Monthly utilization reached this level during January 1974. This level of utilization will frequently entail working into a third shift.

(c) The probable capability of the present ICC computing system is estimated at 400,000 steps per year, to be reached in working just over 2.5 shifts.

(d) On the basis of the above findings, a potential bottle-neck in the hardware configuration was identified in the Direct Access Storage Facility, and the Management Committee initiated a study of the matter by the ICC. No other changes in the configuration are necessary at this stage.

(e) The unit cost of one use-hour (defined in accordance with the formula used by the New York Computing Centre) at the ICC is \$146 per use-hour.

(f) The unit cost of one use-hour on the New York Computing Centre (NYCC) machine is calculated to be \$155 per use-hour. It would thus be 6 per cent cheaper to process the same unit of work at the ICC than at the NYCC.

(g) A limited comparison with computing centres in Switzerland outside the United Nations system showed that the unit rates of the ICC are significantly lower than those prevailing for similar equipment.

(h) The services provided by the ICC were identified and ranked by the Director of the ICC in the following order of their effectiveness:

(i) computer operations, (ii) production control, (iii) purchasing services, (iv) data entry, (v) input/output delivery services, (vi) consultancy services, (vii) training and (viii) programming.

192. On the basis of the information provided by the ICC Management Committee in its "Summary of findings", the ACC considers the rate of utilization of the ICC to be satisfactory and comparable to that of the New York Computing Centre and the respective unit costs to be of the same order.

193. In the limited time available, the Management Committee was unable to fulfil entirely the terms of reference which it had established for its study, in so far as the latter required it to compare the unit cost of undertaking work at the ICC with the unit costs of processing at other computing centres both within and outside the United Nations system. In particular, while the Management Committee considered that it had made a valid comparison of costs between the ICC and the NYCC and, to some extent, with commercial service bureaux in Switzerland, it had not yet completed its task of comparing ICC costs with the costs of processing work at computer installations within the United Nations system other than the NYCC. However, some information regarding costs has been received from a number of computer installations within the United Nations system, and a preliminary attempt has been made to analyse this information with a view to establishing cost comparisons. The Management Committee felt that this work should be completed, and it requested the Task Force to continue its studies in this area. The Management Committee was convinced that by completing this task, the difficulties of which should not be underestimated, it would be rendering a useful service to the United Nations system as a whole.

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194. In view of the magnitude of the undertaking and the length of time which it would take to complete it, the Management Committee felt that it should be carried out in successive stages, and agreed that, as a next step, the Task Force should undertake a study of the comparative costs of performing the electronic data processing required by the International Labour Office through ICC and through the ILO's own facilities, including utilization of ICC via the link on the existing basis. The Management Committee therefore agreed on the following terms of reference for the next phase of the work to be undertaken by the Task Force:

(a) To determine the actual ILO electronic data processing workload in 1973 and 1974 and the anticipated workload for 1975-77, on the basis of planned increases and of the introduction of additional applications;

(b) To compare the unit cost and total cost of performing the total ILO workload, as determined under (a) above, on the facilities available to the ILO including the present and planned utilization of ICC via the direct link, on the one hand, and on the ICC alone, on the other hand, account being taken of hardware and software modifications required for the purpose in the computer configurations of both ILO and ICC;

(c) To determine all the requirements of the ILO to be met by ICC in the event that all ILO processing was performed by ICC and determine the cost of the ICC's meeting these requirements, including cost of hardware changes, resulting service charges and cost of software modifications;

(d) To compare the cost of ICC's handling all ILO work on the conditions established under (c) above with the cost of handling the same work on the existing and planned facilities available to the ILO in 1973-74 and in 1975-77, and to determine on that basis the savings or additional costs which might result for the ILO and for the United Nations system as a whole.

195. The Management Committee agreed that in carrying out the study specified in the foregoing terms of reference, the Task Force should ascertain the facts so specified in an objective manner and should state its conclusions on the basis of these facts, but make no recommendations to the ILO, ICC or any other organization. It was further agreed that management considerations in relation to the ILO's data processing needs, which are ultimately the sole responsibility of the ILO, should be entirely reserved, and left outside the mandate of the Task Force.

196. The Management Committee requested the Task Force to initiate the study specified above as a matter of urgency, and to pursue its investigations so as to submit a report reflecting its considered opinion in time for examination by the Management Committee at its session to be held in the early autumn of 1974.

197. It is the intention of ACC to report on the results of this study when it is completed.

198. The report of the ICC Management Committee is being made available to the ACABQ.

199. Apart from the foregoing studies, the ICC Management Committee has initiated an investigation into alternative locations for the ICC and has enlisted the assistance of the Joint Inspection Unit for this purpose.

V. OTHER QUESTIONS

Co-ordination of legislative work

200. The last 25 years have witnessed a steady increase in the number of international instruments adopted within or under the auspices of the various organizations of the United Nations system. The framing of these instruments often requires careful interagency consultations, particularly where comprehensive United Nations conventions are being developed, covering in general terms matters which are also dealt with in more specific terms in instruments framed by the competent specialized agencies.

201. In 1972, a number of organizations recommended that ACC should address itself to this matter so as to develop a common approach, at the intersecretariat level, to the legal and practical difficulties that may arise as a result of overlaps in the standard-setting activities of the system. These difficulties relate to potential or actual divergencies regarding the nature and scope of the obligations laid down in overlapping instruments, the interpretation to be given to similar provisions of such instruments, and the supervision of their application.

202. After giving the matter preliminary consideration, the ACC remitted the question to an ad hoc Meeting of Legal Experts in the United Nations system which met at Geneva on 16-17 July 1973, under the chairmanship of the Legal Counsel of the United Nations.

203. The main recommendation formulated by the meeting - which the ACC fully endorses - is that it would be preferable, as a matter of general policy, to avoid duplication in the legislative work 3/ of the different organizations and that, where this is not possible, conflict and erosion of standards should be avoided by appropriate drafting techniques.

204. The ACC also concurred in the conclusion of the meeting that the fundamental concerns in the co-ordination of the legislative work of international organizations, within and outside the United Nations system, given the overriding purpose of developing an integrated system of international treaty law, were threefold:

(a) To prevent unnecessary duplication;

(b) To prevent conflict between the obligations undertaken by the States under different instruments, as well as in the interpretation and supervision of the implementation of instruments adopted by various organizations; and

3/ The term "legislative work", as defined by the ad hoc meeting, included "all international and regional norms and standards designed to be applied by the Member States of the various organizations, whether they were in the form of conventions, declarations, recommendations, resolutions and regulations such as the International Health Regulations or Codex Alimentarius Standards or model codes and other guides to national legislative activity".

(c) To ensure that statutory provisions on complex technical subjects are established and supervised by those most competent to do so.

205. In endorsing the conclusions of the meeting as to the co-ordination methods that should be applied to meet these concerns, the ACC stressed the ultimate responsibility of the competent legislative organs and noted that it was, of course, up to them to decide in each case, the extent to which such concerns should be taken into account. On the other hand, the ACC felt that if a full knowledge and understanding of the needs, the precedents and possible solutions could be provided by the secretariats whenever the possibility of duplication arose, it should go a long way towards meeting the objectives and concerns mentioned above. The ACC also recognized that, while it was necessary to explore a wider range of methods of co-ordination and to systematize some which so far have been applied only on an ad hoc basis, there was already extensive and largely effective co-operation between organizations in this field.

206. The Committee shared the sense of importance attached by the meeting to information-sharing and co-operation both within each organization and between them, and endorsed the recommendation that the legal offices of the various organizations should serve as information centres endeavouring to obtain and disseminate, at regular intervals, perhaps annually, the details of all projected legislative activity within the organization concerned as well as of the projected programmes of other organizations. This should not, of course, in any way affect direct contacts between the competent technical services of the various organizations, which are also essential in meeting the objectives outlined above.

207. ACC considered it important that any arrangements that might be developed to strengthen co-ordination should not be such as to impede the development of international legislative activities, since there is at present considerable room for expansion of international norms and standards. At the same time, ACC feels that it is normally preferable to bring such norms and standards up-to-date in the technical and organizational framework in which they were originally adopted. Thus, as a consequence of the process of information-sharing and consultation, which should be as wide as possible, it may be found necessary to introduce in a new instrument being drafted either cross-references to existing instruments or saving clauses, or to resort to such means as "mutual reference" or "desistment" from legislative action.

208. The ACC also shared the view of the meeting that, in view of the importance of achieving uniform interpretation of standards, analysis of compliance with standards should as far as possible be carried out by those with the greatest competence in the field. Where more than one organization has a concern in an instrument, it would be desirable for provision for co-operation to be made in the terms of the instrument itself and for such co-operation to bear both on mutual representation and on full exchange of information and observations as appropriate.

209. The ACC has decided to commend to the attention of the organizations the comments of the meeting, for practical application by the services concerned.